



City of Chester, Pennsylvania

Police Department Primary Patrol Capacity Review

For: Receiver for the City of Chester

November 5, 2021

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Project Overview

- The Receiver for the City of Chester (“the Receiver”) engaged PFM’s Center for Justice & Safety Finance (CJSF) to assess the Chester Police Department’s (“CPD” or “the Department”) efficiencies and effectiveness delivering primary patrol services
- CJSF was tasked with answering three key questions:
 - 1) Are CPD’s organizational structure and operational practices aligned with workload drivers to deliver efficient, effective primary patrol services?
 - If so, what more can be done to increase patrol strength on any given shift?
 - If not, how can CPD increase the number of officers available for primary patrol duties with existing staff – and do so in an operationally and fiscally sustainable manner now and in future years?
 - 2) How does the City’s FOP collective bargaining agreement affect its ability to meet CPD’s core functions?
 - 3) Based on the preceding questions, what changes must occur to maximize patrol strength, effectiveness, and efficiency?
- As part of its work CJSF spoke with elected and appointed leaders and stakeholders, including but not limited to: the Mayor, the City’s Chief Operating Officer, members of the Police Department’s leadership, the Fraternal Order of Police Lodge 19, and the Delaware County District Attorney’s Office



About PFM's Center for Justice & Safety Finance (CJSF)

- CJSF also requested personnel, workload, operational, policy, and organizational data
 - CPD was able to provide meaningful information; however, the Department was limited in the amount and quality of data that it was able to provide. As a result, some analyses were unable to be performed due to incomplete or unavailable data
 - As appropriate, to explain available CPD data and to provide insights in the absence of missing data, CJSF used national data, research, and best practices to contextualize CPD's current status and future opportunities
- This report does not provide a summary of all analyses performed by the project team – only those that resulted in the most relevant findings and recommendations
- The following pages provide a summary of CJSF's findings and recommendations to improve primary patrol services



Key Findings and Recommendations: Summary

- Fundamentally, CPD's core mission is to keep residents, businesses, and visitors safe to and treat individuals in a just manner
- Chester has high levels of violent crime – too many individuals are victimized by crime and others are both perpetrators and victims of crime
- As part of the City's broader efforts to break this cycle, CPD must play a critical role. However, it is not well positioned to do so – struggling at times to field enough officers on a shift to provide primary patrol services and respond to calls for service
- CPD must deploy its resources more efficiently and effectively to *prevent* crime, reduce the number of victims of crime, solve more cases, and increase safety
 - To be clear, the burden of crime reduction must have many partners – it cannot only be a police effort, but this report focuses on actions that can be taken within CPD (as part of the City's broader efforts) to increase its patrol capacity
- To make any meaningful changes, the Department's organizational culture must evolve so that all members view their role as serving the residents of Chester
- The following pages detail findings and recommendations that can be taken to improve the effectiveness and efficiency of CPD with a specific focus on actions that can increase primary patrol capacity. Recommendations are divided into two categories:
 - 1) Fixing CBA limitations
 - 2) Improving inefficiencies of Department organization and processes



Calls for Service and Response Types

- Delaware County Emergency Services (Delcom) handles the call taking and dispatch services for Chester (and most other police departments in the County)
- In 2020, data indicated 98,117 officer responses result from 59,983 unique events (approximately 1.64 officers per event on average, though there is meaningful variation by type of event/call type)
- Delcom data for CPD's calls for service and time on scene appears to be incomplete – potentially as a result of CPD data entry issues – or ambiguous
 - For instance, approximately one-third of all calls have no associated arrival time – which is highly unusual
 - Certain call type definitions do not provide clarity to the associated level of effort or action. These deficiencies limit the analyses
- However, the data provide some insights that add context to CPD workload, operations, and practices – including unusually high numbers of EMS responses and accident responses. CPD does not appear to have standards guiding its responses to EMS events

2020 Top 10 Calls/Events	Unique Calls Events*	Number of Responses*	Responses Per Call/Event
DETAIL	14,640	15,731	1.07
ALS-EMS	5,674	9,042	1.59
DOMESTIC	4,422	10,471	2.37
ADMIN	4,143	4,912	1.19
ALARM	3,572	5,709	1.60
TRAFFIC STOP	2,450	5,716	2.33
BLS-EMS	2,095	2,737	1.31
SUSPICIOUS	1,795	4,275	2.38
DISORDER	1,761	3,208	1.82
ACCIDENT	1,347	2,938	2.18
Top 10 Total	41,899	64,739	1.55
Total All Calls/Events	59,983	98,117	1.64
Top 10 as % of Total	69.9%	66.0%	-

*Unique events are single events or calls for service (e.g., a single traffic stop, a single domestic-related call for service). The number of responses are the total CPD officer responses to each call/event type. More than one officer may respond to a single event/call for service. For instance, if two officers respond to a domestic-related event or call, the "unique calls events" column would show one event, but the "number of responses" column would show two responses.



Calls for Service and Response Types

(continued)

Calls for Service and Response Type Highlights:

- Responses to all event types occupied 7.5 FTEs of time – acknowledging that one-third of calls are missing response time data
 - The top-10 types of events occupied approximately 5 FTEs of time throughout the year – which suggests officers should not be going from call-to-call and have meaningful proactive time
 - Even with a commonly-accepted police shift relief factor of 1.6x-1.8x, responses would occupy the time 12-14 FTEs. Assuming the same average response time and call distribution for the missing one-third of calls without response times, the total would be between 16-18 FTEs
- 70% of all unique events resulted from the top-10 types of events
- At least half of all unique events appear to have nothing to do with property or violent crime (only 1 of the top 10 unique event types can be categorized as a property or violent crime – Domestic Violence)
- Nearly 25% of all unique events were “detail” events; however, these primarily self-initiated events are generally passive and officers do not frequently leave their vehicles
- While detail events comprised 25% of unique events, in sum, they occupied only 0.75 FTE of response time throughout the entire year – meaning that 25% of the unique events comprised only 0.75 FTEs worth of total time across the calendar year
- Comparatively, “admin” events comprised 1.16 FTEs of response time throughout the entire year (4,912 in total, 6.9% of unique events)* -- a figure that seems high compared to expected levels

2020 Top 10 Calls/Events	Total FTEs of Response Time
DETAIL	0.79
ALS-EMS	0.68
DOMESTIC	0.85
ADMIN	1.16
ALARM	0.15
TRAFFIC STOP	0.50
BLS-EMS	0.08
SUSPICIOUS	0.32
DISORDER	0.14
ACCIDENT	0.36
Top 10 Total	5.02
Total All Calls/Events	7.51
Top 10 as % of Total	66.8%



Calls for Service and Response Types

(continued)

Calls for Service and Response Type Highlights (continued):

- Like many police departments, many CPD calls for service are not related to the most serious crimes – though, to be clear, Chester has a violent crime challenge
 - Approximately 10.8% of unique events were related to Part I crimes
 - 13.0% of all CPD calls were for ALS/BLS
 - Approximately 30% of CPD's total Tier 1 responses (high priority) were ALS/BLS calls for service
 - Based on available data from CPD, it appears that officers responded to approximately 1 in every 4 ALS/BLS calls for service. Data were not available to substantiate the criteria to determine the ALS/BLS calls to which CPD responds versus those ALS/BLS calls to which the Department does not respond
 - Approximately 43% of CPD's unique events were coded as Tier 1 responses, 19% were Tier 2 responses, and 37% were Tier 3 responses
 - The most numerous Tier 1 responses were: ALS/BLS responses (30.0%), Domestic responses (17.0%), Alarm responses (13.7%), and Suspicious responses (6.0%)
 - The most numerous Tier 2 responses were: Traffic Stops (21.4%), Disorder responses (12.8%), and Police Information responses (11.5%)
 - The most numerous Tier 3 responses were: Detail (65.4%) and Admin (17.3%)
- Importantly, per CPD, call data are not able to be fully separated into self initiated versus call response. This is not a best practice and is unusual for many police departments



Available Sworn Staffing

- CPD data showed 83 sworn FTEs in mid-2021 – 47 of whom were assigned to patrol functions
- CPD has three platoons (A, B, and C) that each cover 8 hours of the 24-hour day
 - Platoon A works from 12am-8am, Platoon B works from 8am-4pm, and Platoon C works from 4pm-12am
 - For the purposes of overtime earnings, officers begin earning overtime after 42 hours are worked in a given week (not including paid time off)
- Each platoon is divided into three “turns” or groups for scheduling purposes. CPD calls these “code days 1, 2, and 3”
 - Within each platoon, a given “turn” works for four consecutive days followed by two days off
- During each code day, CPD reported that three officers are off at a time – not including officers who are on injured on duty (IOD) status or officers on leave (i.e., vacation, sick, personal, training, etc.)
- CPD leadership identified a goal of having 14 to 16 officers assigned to each platoon

CPD Sworn Staffing	
Patrol Subtotal	47
<i>Platoon A (12a-8a)</i>	
Turn 1	6
Turn 2	5
Turn 3	4
<i>Platoon B (8a-4p)</i>	<i>17</i>
Turn 1	6
Turn 2	6
Turn 3	5
<i>Platoon C (4p-12a)</i>	<i>15</i>
Turn 1	5
Turn 2	5
Turn 3	5
Non-Patrol Subtotal	36
Detectives	11
Other (Narcotics, Juvenile, Majors, Cptns, Administrative functions, etc.)	24
Military Leave	1
Sworn Subtotal	83
IOD	-10
Total Sworn Available	73

*Note: Platoon figures include 8 FTOs



Available Patrol and Detective Staffing – IOD Impact

IOD Impact

- CPD's IOD level is unusually high and nearly all CPD leaders and stakeholders reported the Department poorly manages IOD
- All IOD sworn staff are in patrol or detective functions
- Accounting for IOD officers:
 - Platoon A has 12 available sworn staff assigned
 - 1 Sergeant
 - 1 Corporal
 - 10 officers
 - Platoon B has 14 available sworn staff assigned
 - 1 Sergeant
 - 1 Corporal
 - 12 officers
 - Platoon C has 14 available sworn staff assigned
 - 1 Sergeant
 - 1 Corporal
 - 12 officers

Patrol Staffing with IOD	
Platoon A (12a-8a)	12
Turn 1	4
Turn 2	4
Turn 3	4
Platoon B (8a-4p)	14
Turn 1	5
Turn 2	5
Turn 3	4
Platoon C (4p-12a)	14
Turn 1	5
Turn 2	5
Turn 3	4



Available Patrol Staffing – IOD Impact, Regular Days Off, and Paid Time Off

IOD + Regular Days Off + PTO Impact

- On average, accounting for IOD *and* regularly scheduled days off, the current CPD patrol staff assignments – before paid time off – are:
 - Platoon A: 8
 - Platoon B: 8 (one day per cycle with 9)
 - Platoon C: 8 (one day per cycle with 9)
- Members of the FOP are entitled to paid time off (vacation, sick leave, personal leave, etc.)
 - Vacation: Based years of service and date hired
 - Approximately 2/3 of members earn an average of 20 vacation days (those hired pre-1/1/2017)
 - Approximately 1/3 of members earn an average of 10 vacation days (those hired post-1/1/2017)
 - Sick: 11 days per year*
 - Personal: 6 days per year
 - On average, officers assigned to patrol are eligible to use PTO at a rate of more than one day in every 9 workdays (11.8% of all patrol days are eligible to be used for PTO)
 - **Given the significant paid time off and IOD, as well as high CPD’s non-patrol staffing assignments, many turns have only 3-4 officers available for primary patrol functions****

Patrol Staffing with IOD + Reg. Days Off + PTO**	
Platoon A (12a-8a)	10.6
Turn 1	3.6
Turn 2	3.5
Turn 3	3.5
Platoon B (8a-4p)	12.2
Turn 1	4.3
Turn 2	4.4
Turn 3	3.5
Platoon C (4p-12a)	12.6
Turn 1	4.5
Turn 2	4.5
Turn 3	3.6



Organizational Culture and Use of Data Management

- CPD currently lacks critical data and management oversight to drive performance
 - The Department faces underinvestment in data management, oversight, and technology. Given the City's limited fiscal resources and frequent turnover in leadership, there has been little sustained effort to use technology to enhance management and oversight in CPD
 - CPD has no regular data-driven reporting used and disseminated to management
 - CPD does not regularly review its calls for service and analyze response time, assignments, and other commonly used performance indicators
 - CPD staff are not regularly subject to performance evaluations or formal feedback from supervisors on job performance
 - Training is, at best, inconsistent. At worst, it is limited to few opportunities due to cost and the inefficient role of seniority in the participant selection process (see prior recommendation related to seniority)
 - For example, the City reported that a 25-year patrolman had to be sent to homicide school ahead of a detective who investigated homicides. The patrolman then retired the next year, significantly limiting the City's benefit from the training – given both lack of attendee subject matter expertise and short duration in the department post-training



Organizational Culture and Use of Data Management

(continued)

- Without routine and robust data, accountability systems cannot be created and used to advance CPD's capacity to provide and deliver services and to make strategic resource allocation decisions (such as how to maximize patrol strength)
- CPD's data challenges appear linked to a troubled organizational culture that stems from several factors:
 - Overly restrictive seniority practices that impede the Commissioner's ability to promote according to qualification and performance or select Command leadership (see prior discussion) that do not align with best practices and prudent management
 - For example, the Department noted that the Captain leading the Detectives Division has no experience in investigations
 - Promotional and assignment practices that are predicated on seniority and result in a department culture that has been beholden to those who have been the longest employed in the department, cementing in place cultural norms that are highly resistant to change
 - The frequent change in the City's elected leadership – particularly, the role of Mayor, which by the City Administrative Code leads the Department and appoints the Commissioner – has resulted in heavy turnover and little management or philosophical consistency within the department. As a result, the Department is often rudderless and, coupled with the challenges of seniority, it is nearly impossible to drive lasting change in an organization that needs it
 - The role of Mayor as the CPD department head is somewhat unusual and problematic. It presents opportunities for political pressures that run counter to delivering a core function of local government. For instance, the Mayor has historically interviewed every police recruit for CPD. This action is inconsistent with best practices (such as those identified by the U.S. Department of Justice and the International Association of Chiefs of Police*) and may serve to perpetuate some of the Department's challenges
 - CPD reported undertaking little community engagement and proactive communications – general approaches to increase community trust and partnership in safety and justice



Addressing Challenges to Staff CPD's Patrol Functions



CPD's Challenges to Staff Patrol Functions

- Several factors significantly limit CPD's ability to provide robust primary patrol services:
 - Inefficient responses to calls for service and sworn staff utilization (responses to all calls for service, including those that do not involve law enforcement functions)
 - Inefficient assignment of department personnel to perform functions that do not require a sworn officer to perform
 - Injured on duty claims are very high and reduce resources
 - Over-reliance on seniority for assignments and shift scheduling
 - Overly generous sick leave and personal leave
 - Ineffective use of data to manage operations and improve efficiency and effectiveness
- The following pages provide potential approaches to address these challenges and ensure that CPD can provide adequate primary patrol coverage. Options are presented in two primary categories:
 - Fixing CBA limitations
 - Improving operational efficiency



Fixing CBA Limitations: Reducing Over-reliance on Seniority

- The seniority principle was initially put in place to help combat against favoritism and discrimination within the department. The seniority principle applies to the selection of all employee benefits and conditions that are applicable to the bargaining unit, including the selection of shifts, vacations, overtime, etc.
- Nationally, it has been generally accepted that when seniority demands that the most senior officer – not the most trained or the most talented officer – is promoted, receives post preference, drives shift selection, or is offered training, it has a demoralizing effect on the officers in general, which may lead to highly-qualified officers seeking other employment
- As a "retention" issue, seniority should be reconsidered as the "deciding" issue instead of management and leadership accountability to hire, train, assign, and promote the most qualified employee - not the employee who has been in the organization the longest
- Relying on seniority "bakes in" the culture of time in service, versus excellence in service



Fixing CBA Limitations: Reducing Over-reliance on Seniority

(continued)

- In Chester, the FOP CBA's seniority language severely restricts necessary changes to CPD's staffing, deployment, development, and accountability
- Seniority plays a significant role in limiting the Department's operational flexibility:
 - Newer officers often working during the highest call demand shifts, which results in more junior and less experienced officers responding to the most difficult calls for service
 - The most senior officer – rather than the most qualified officer – being in position to assume leadership roles and to take on other important functions, which highly qualified officers seeking other employment

Excerpt from FOP CBA – Article VII - PROMOTION POLICY AND SENIORITY

2. *No bargaining unit member shall be permitted to take the test for Sergeant unless that Officer has actually completed ten (10) years of service with the Chester Police Department as of the date on which the test is actually being administered.*

3. (A) *The seniority principle shall apply with regard to the selection of all employment benefits and conditions applicable to the bargaining unit, including but not limited to, the selection of vacations, shifts and overtime.*

(B) *All vacancies within the rank for either shift or lateral transfers shall be posted and bid according to seniority. The position shall be awarded to the senior qualified bidder, as determined by the City.*

(C) *In the event that the City should determine to modify the shift schedule, the least senior Police Officer shall be affected first in accordance with existing practice.*



Fixing CBA Limitations: Reducing Over-reliance on Seniority

(continued)

- Slots for training are allotted through a combination of seniority and Commissioner's determination. This inherently limits the ability for officers to receive training based on need of the CPD, individual performance, and for leadership to determine the appropriate personnel for training – all counter to best practices
- The FOP CBA prevents certain positions from being filled by a civilian, instead relying on seniority to determine which employees fill certain roles – decreasing the number of officers available for patrol and hampering efficiency and effectiveness
 - It is not efficient or cost effective to assign police officers to duties that do not require police powers – such as: positions in evidence storage duties, disseminating action reports, and duties associated with central records
 - Seniority limits and interferes with the Commissioner's authority to make senior-level command position assignments, which undermines the command, control, and accountability of the CPD to residents
- Chester should revise its FOP CBA to reduce the impact of seniority on Department staffing, deployment, development, promotions, and assignment. These changes would help to ensure accountability to improve the organizational culture and meet the needs of residents
- Simply put, nationally, if senior leaders are to be held accountable for performance by elected officials and residents, archaic seniority rules interrupt and hamper the command and control of the Department
- At minimum, these efforts should include, but not be limited to:
 - *Shift scheduling*
 - *Post bidding*
 - *Training*
 - *Promotions*
 - *Assignments*



Fixing CBA Limitations: Reducing Over-reliance on Seniority (continued)

◆ Shift scheduling

- CPD's leadership should be allowed to assign the best suited officers to the times and days of service that serve the community in the most efficient and effective way
 - Seniority-based shift scheduling interrupts the command, control, and accountability of senior leader to provide the most effective services

◆ Post bidding

- Post should be assigned based on talent, training, and performance instead of length of service

◆ Training

- CPD's training approach should be tied to the organizational, personnel, strategic, and budgetary needs and demands, not seniority, to ensure that scarce dollars and employee time are invested in wisely

◆ Promotions

- CPD should eliminate the use of seniority in promotions that rewards time on job rather than performance
- Promotions should be based on knowledge, skills, and abilities (KSAs) and linked to the policy goals of the City and the CPD. Assessment center approaches can be helpful in identifying strong candidates
- Throughout the nation, the use of psychometricians to create promotional processes based on science, not seniority, has been successful

◆ Assignments

- CPD's leaders should be permitted to assign the best officer to the most appropriate position to ensure necessary and sufficient command, control, and accountability



Fixing CBA Limitations: Improve Staffing Through Civilianization

- In recent years, CPD has struggled to recruit and retain officers. This has contributed to reductions in the amount of sworn officer time available for patrol duties
- Chester – like other cities – has experienced challenges with new recruits being able to successfully graduate from the academy. However, in recent years, CPD has also seen officers separate from service after a short period with the Department. This results in the City paying for some cadets' training and expenses and, in effect, subsidizing other departments' officer training budgets, while reducing the resources available for internal CPD staffing needs
- In addition to the implicit subsidy, CPD's sworn staff perform some roles that could be fulfilled by civilians and do not require a sworn employee
- The use of civilian employees represents one approach to dealing with increasing demands for police services; civilianization enables more sworn police officers to answer service calls requiring full police powers and provides timely service for other types of calls that can be handled by civilians
- The concept of civilianization has been a part of policing for decades. Studies have identified the use of civilians in key police department functions as a best practice for ensuring the effective, efficient staffing of police services and administration*

*FBI Law Enforcement Bulletin. Volume:63 Issue:11 November 1994 (<https://www.ojp.gov/ncjrs/virtual-library/abstracts/civilian-services>).; King, William R., and Jeremy M. Wilson. 2014. *Integrating Civilian Staff into Police Agencies*. Washington, DC: Office of Community Oriented Policing Services. ISBN: 978-1-935676-66-9.; Allie Waters, "Ideas & Insights: The Importance of Civilians in Modern Policing," *The Police Chief* 84 (May 2017): 46–47.; *Hiring for the 21st Century Law Enforcement Officer: Challenges, Opportunities, and Strategies for Success*. Washington, DC: Office of Community Oriented Policing Services, Morison, Kevin P. 2017.; and *Civilian Staff in Policing: An Assessment of the 2009 Byrne Civilian Hiring Program*, Washington, DC: National Institute of Justice, 2013.



Fixing CBA Limitations: Improve Staffing Through Civilianization

(continued)

- There are at least 7 positions currently staffed by sworn officers that could be more efficiently filled by civilians
- The Crime Scene Unit's 2 positions could potentially be performed by County personnel instead of CPD, freeing up two additional officers for primary patrol services

MAYOR	COMMISSIONER	TRAINING MAJOR	PATROL CAPTAIN	ADMIN CAPTAIN		
"A" PLATOON (0000-0800)	"B" PLATOON (0800-1600)	"C" PLATOON (1600-0000)				
Sergeant (1)	Sergeant (1)	Sergeant (1)	NARCOTICS DIVISION	JUVENILE DIVISION	MAYOR'S LIAISON	
Sergeant (1)	Corporal (2)	Corporal (2)	Captain	Officer	Officer	
Corporal (2)			Officer	Officer (1600-0000)		
				Officer		
Officer (1)	Officer (1)	Officer (1)				
Officer (1)	Officer (1)	Officer (1)	DETECTIVE DIVISION	K-9 UNIT	I/O OFFICERS	OTHER
Officer (1)	Officer (1)	Officer (1)	Captain	Officer	Officer	Officer
Officer (2)	Officer (1)	Officer (1)	Detective		Officer	Officer
Officer (2)	Officer (2)	Officer (2)	Corporal	CRIME SCENE UNIT	Officer	Officer
Officer (2)	Officer (2)	Officer (2)	Detective	Officer	Sergeant	
Officer (3)	Officer (2)	Officer (2)	Detective	Officer	Officer	FTOs
Officer (3)	Officer (2)	Officer (2)	Detective		Officer	Officer (A1)
Officer (3)	Officer (3)	Officer (3)	Detective	LIGHT DUTY	Detective	Officer (A1)
Officer (3)	Officer (3)	Officer (3)	Detective	Officer	Detective	Officer (A2)
Officer (1)	Officer (3)	Officer (3)	Detective	Officer	Detective	Officer (B1)
Officer (2)	Officer (3)	Officer (3)	Detective			Officer (B3)
	Officer (1)	Officer (3)	Detective			Officer (B3)
	Officer (2)					Officer (C3)
	Officer (3)					Officer
12	16	13				
EVIDENCE CUSTODIAN	ACCIDENT RECORDS	CENTRAL RECORDS	ABANDONED VEHICLES	WIDENER DETAIL	WEIGHTS & MEASURES	ADMIN
Officer	Officer	Officer	Officer	TEMP VACANT	VACANT	Officer
		Officer				
U.S. MARSHAL	CENTER CITY FOOT BEAT	SPECIAL PROJECTS	NEW OFFICERS	CADET		
Officer	VACANT	VACANT	VACANT	VACANT		

= Could be filled by civilians
 = Could potentially be performed by County staff
 = Injured on Duty Leave



Fixing CBA Limitations: Improve Staffing Through Civilianization (continued)

- CPD should re-deploy sworn personnel in the functions below to patrol upon the hiring of civilians/transfer of functions to the County, and use the additional 7 to 9 officers to augment current staff and reduce the use of overtime
 - Mayor's Liaison (1)
 - Evidence Custodian (1)
 - Accident Records (1)
 - Central Records (2)
 - Abandoned Vehicles (1)
 - Administration (1)
 - Crime Scene Unit (2) – could be turned over to Delaware County District Attorney's Office if agreeable
- CPD should also add a requirement that any officer for which the City pays for the academy must serve at least five years with CPD. If an officer departs CPD for another police department prior to five years of service, the officer must reimburse the City for the cost of the academy and training
 - An alternative to this is a 20% reduction in repayment cost for every year of service: e.g., after 1 year: 80% repayment required; after 2 years 60% repayment required, etc.



Fixing CBA Limitations: Improve Staffing Through Reform to Injured on Duty Terms and Management

- As of August 2021, 10 sworn officers were on injured on duty (IOD) leave
- Nearly every stakeholder indicated that IOD is not closely managed and may be an area ripe for reform to increase the availability of sworn officers to perform primary policing functions
- Special attention to reform injured on duty claims and potential for abuse are not unique to police, nor are they new issues in policing and public safety generally
- Reforms that are common across the nation and in other collective bargaining agreements could be applicable to CPD, including:
 - Centralizing accountability and management of IOD claims in the City's Human Resources Department
 - Thorough supervisory investigation of causes of an IOD claim to establish claim and identify areas to improve policies, procedures and training to reduce workplace related injuries
 - Use of independent medical examinations (IME)
 - Policies and procedures that require routine reporting of continuing medically related inability to perform core physical functions and that define clearly the use of IOD limited duty status, linked to continuing medical confirmation of injury and inability to perform core physical functions to include the use of IME
 - The actions frequently include closely monitoring those who are using injured on duty leave



Fixing CBA Limitations: Improve Staffing Through Revised Shift Schedules

- CPD Detectives current work only during the day shift, limiting timely response during non-day shift hours and incurring overtime. This is not a best practice
- Change Detectives' Shift Schedule to More Effectively and Efficiently Respond to Crime
 - Experience and research suggest that detectives arriving at the scene of major events can enhance closure rates*
 - Detectives would be able respond to and follow-up on citizen and investigative concerns while on a regular schedule after normal business hours – increasing availability to the public and decreasing overtime costs
 - The CPD should ensure that Detective scheduling includes routine assignments during the evening and early morning hours. These hours may also correspond to incidence of higher rates of violent crime
- The CPD should consider a 4-10 shift schedule that ensures Monday-Friday normal business hours coverage and one or two detectives working on an overlapping shift to cover most of the remaining hours of a day
 - Example: Monday–Thursday normal hours 9am-7pm, and second shift from Tuesday–Friday working 6pm-4am (subject to continual analysis of calls for service data to set shift and day schedule)
 - Accountability and coordination of investigative efforts between shifts can be effective with proper supervision

*Cook PJ, Braga AA, Turchan BS, Barao LM. Why do gun murders have a higher clearance rate than gunshot assaults? *Criminology Public Policy* . 2019;1–27. <https://doi.org/10.1111/1745-9133.12451>.; and Lum, C., Wellford, C., Scott, T., Vovak, H., and Scherer, A. (2018). *Identifying effective investigative practices: A National Study Using Trajectory Analysis, Case Studies, and Investigative Data. Final Report* 23 to the Laura and John Arnold Foundation. Fairfax, VA: George Mason University.



Fixing CBA Limitations: Improve Staffing Through Revised Shift Schedules (continued)

- The CPD patrol shift schedule dictates that officers work an 8-hour shift on four consecutive days followed by two days off
 - For the purposes of overtime earnings, officers begin earning overtime after 42 hours are worked in a given week (not including paid time off)
- Explore move to 12-hour shifts for patrol function
 - A 12-hour shift is commonly used in policing, state policing, and nursing staff schedules
 - A 12-hour shift approach allows for:
 - Predictable staffing levels each day
 - Officers every other weekend off (usually as a Friday, Saturday and Sunday)
 - Reduces overtime – a 12-hour shift versus an 8-hour shift has been found to reduce overtime by as much as three times*
 - According to studies, shift length did not have a significant impact on any of our measures of performance, safety, work family conflict or health
 - However, a 12-hour shift may still have an impact on alertness and should be in the evaluation of a potential change to shift length*
 - CPD should revise leave, holiday, longevity, premium pay, and overtime language in its FOP CBA to remove or refine applicable hours in line with changes to shift structure for various titles and functions
 - Additional considerations should include potential fuel and vehicle maintenance and life cycle costs



Fixing CBA Limitations: Improve Staffing Through Revised Shift Schedules (continued)

- For example, CPD could implement a 12-hour shift structure that would result in more officers on the street at any time – up to 12 before accounting for IOD and PTO (compared to the current 5 to 6 per turn before IOD and PTO)
 - Officers would work 36 hours one week and 48 hours the other week, for an average of 42 hours per week over a 14-day period
 - The additional officers per turn may help to reduce overtime. An analysis of savings should be part of the City’s evaluation process in exploring 12-hour shifts. The City should exercise an overtime control clause if 12-hour shifts are adopted to protect against potential overtime abuse or lack of proper management/control
- This example assumes CPD takes no additional actions to redirect officers to patrol functions (instead of administrative functions), using an assumed 48 officers – 12 per turn – for patrol functions:*

Platoon A (1 Turn would work 6a-6p, the other works 6pm-6a)	Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Weekly Hours
Week 1	x			x	x			36
Week 2		x	x			x	x	48
Platoon B (1 Turn would work 6a-6p, the other works 6pm-6a)	Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Weekly Hours
Week 1		x	x			x	x	48
Week 2	x			x	x			36

*There are various shift schedule structures for 12-hour shifts. This example uses 2 on, 3 off, 2 on, 2off, 3 on, 2 off. The City may find another structure more appropriate for its needs. Any assessment should consider operational and fiscal needs before adoption.



Fixing CBA Limitations: Improve Staffing Through Use Part Time Officers

- Pennsylvania police departments are permitted to use part-time police officers
- Several regional jurisdictions use or have used part-time officers to supplement the complement of full-time officers
- Like other jurisdictions in the region, Chester could use part-time officers to augment primary patrol functions which can provide sufficient capacity for the Police Department to meet its patrol staffing targets
 - Use of part-time officers would need to be carefully managed to hire and staff quality officers that meet high qualification and performance criteria. Part-time officers should not be members of the bargaining unit
 - Part-time officers should be of the same experience and quality of service in their home departments as CPD expects of its officers
- Part-time officers should be used to supplement staffing gaps, NOT to simply paper over inefficient or ineffective staffing and operations
- Part-time officers would offer the Department additional scheduling flexibility and personnel resources that it is not currently able to realize
 - The use of part-time officers could create a pipeline to hire sworn employees, assist in staffing needs of planned and unplanned major events, and assist by allowing full-time officers time for necessary and desired training
- Chester could use part-time officers as a bridge while it takes actions to civilianize and improve departmental efficiency and effectiveness. Part-time officers could help to stabilize vacillation in Departmental staffing to ensure core patrol functions remain staffed



Improving Operational Efficiency: Mitigating Calls for Service

- CPD responds to all calls made to 911 across a wide range of service requests – including many non-crime/non-police related calls for service
 - Managing calls for service demand is a first step in properly aligning available resources to residents' expectation of service
 - In 2020, nearly 25 percent of all unique CPD events were related to officer “detail” checks on neighborhoods or businesses
 - The practice of including these actions in calls for service detail is inconsistent with best practices and largely resembles trends from the 1980s when police activity was judged solely by actions. Since that time, policing and police management have significantly evolved
 - These “detail” checks are self-initiated actions and are not initiated by a call for service
 - The “detail” checks may be thought of as “free time” activities and proactive patrol functions that are desirable in policing. However, the free-time activities should not be construed as time in service for call response purposes
 - CPD should focus its patrol response time on the calls for service that require sworn officers and identify a series of call types that can be handled in other manners (online reporting, diversion to mental health, social services, or medical personnel, civilian response, etc.)



Improving Operational Efficiency: Mitigating Calls for Service (continued)

- CPD receives calls for service that are related to mental illness, substance abuse, or chronic homelessness; however, many such calls are not explicitly coded as such
 - For instance, a CPD call for service related to a “check,” “disorder,” “disoriented,” “mental,” “trespass,” and “unwanted” may or may not involve an individual with one or more of these challenges; however, CPD data does not capture any information about this
- In some instances, a police response may be required – when the threat of imminent harm to self, others, or property exists – but in other instances, a police response may not be required
- In other types of calls for service, the call type may not require – or warrant – a response from a CPD officer.
 - Calls for ALS and BLS response should be handled by the City’s Fire Department and/or Emergency Medical Services professionals rather than police
 - Other call types may be able to be reported online or have a report taken over the phone to reduce the need for in person officer responses – and more efficient deployment of patrol resources
 - For instance, minor motor vehicle call with no injuries, medical calls for service, calls for complaints about landlords, retrospective reporting of thefts, abandoned vehicles calls, and other types of calls for service
- In recent decades, police departments across the nation have taken greater roles in responding to non-criminal calls for service – frequently because departments were spared from cuts associated with recessions, but that left the remainder of city services mostly hollow. These additional non-police duties frequently take police officers away from their core functions and primary policing activities
- Chester does not have the luxury to utilize officers for non-core function calls for service. Instead, the City should end police response for certain call types, which could reduce the equivalent of at least one full-time officer worth of response time – and likely more



Improving Operational Efficiency: Better Organizational Culture and Use of Data Management

- Data and analysis of data are crucial to ensure:
 - Efficient service – responding timely to Calls for Service with the right officers and equipment
 - Effective service – creating solutions to problems that satisfy the community and city policy goals
 - Accountable service – ensuring that all employees perform as expected
- CPD does not have a robust data capacity for its calls for service analysis – the base level data needed for crime analysis and deployment goals of patrol officers and detectives
- CPD does not have robust data necessary to have a thorough understanding of crime in the community, *and* citizen satisfaction of service
- The CPD does not have a robust data capacity for HR related needs – IOD, performance evaluations, recruitment, retention and staffing, etc.
- In the last 20+ years, American policing has embraced the use of data to manage police resources*
- More recently federal government sponsored research, and policing experts and practitioners have developed CompStat 360**
 - "CompStat360 comprehensively addresses and promotes the foundations of effective policing. This model employs a 360-degree approach to data collection, analysis, and decision-making to enable law enforcement agencies to approach public safety comprehensively by considering crime and public safety concerns, community priorities, and organizational and policing workforce impacts and resources"

*See generally: *CompStat: Its origins, evolution, and future in law enforcement agencies.*

<https://bja.ojp.gov/sites/g/files/xyckuh186/files/Publications/PERF-Compstat.pdf>.

**See generally: <https://www.compstat360.org>.



Improving Operational Efficiency: Better Organizational Culture and Use of Data Management (continued)

- The City should invest in technology to ensure that robust data is collected and analyzed for all phases of CPD – this will likely include significant conversations with Delcom to ensure interoperability and/or capacity for Delcom to assist
- While data will inform CPD operations and organizational decision, improving the organizational culture of the Department will require a sustained and concerted effort. Organizational change requires a strategic analysis of – and intentional plan for multiple priorities. Such a plan must be developed, championed, and led by senior officials
- The City and CPD should develop such a plan within the next 6 months. The plan should include, but not be limited to:
 - Recruiting, retention, training, assignment, promotion and discipline of employees
 - Working with city, community and police leaders, CPD in consultation with relevant specialist (psychometricians) should identify and create valid and reliable Knowledge Skills and Abilities (KSA) desired for all phases of officer employment and supervision
 - The KSA's become the benchmark for all HR and deployment decisions of officers, detectives and supervisors
 - KSA's should be used to advance hiring, recruitment, retention, assignment and promotion decision, without the use of a seniority system
 - Reducing CPD's over-reliance on seniority systems that effectively limit the prospect of change
 - A seniority system rewards time, whereas promotions based on KSA's identify desirable performance indicators, linked to the policy goals of the City and the CPD (see prior recommendation moving toward assessment center approach, etc.)
- The City should require regular and transparent updates (perhaps quarterly) from CPD on its performance data and progress to drive organizational change



Appendix



CPD Workload Drivers: Crime in Chester – Part I Crimes

- Murder and nonnegligent manslaughter increased by a compound annual growth rate (CAGR) of 6.5% -- reaching 35 in 2020
- Arson increased by a CAGR of 19.7% -- remaining relatively flat from 2017 and 2018 and increasing notably from 2019 to 2020
- All other FBI Part I crimes decreased between 2017 and 2020
 - Burglary decreased by the largest amount (CAGR of -23.7%) followed by Robbery (CAGR of -19.7%)
 - Rape, larceny, other assaults – simple, aggravated assault, and motor vehicle theft all decreased as well
 - Although there was an overall decrease in rapes between 2017 and 2020, major year-to-year fluctuations occurred during the four-year period

Offenses					
	2017	2018	2019	2020	2017-2020 CAGR
Murder and Nonnegligent Manslaughter	29	18	18	35	6.5%
Rape	21	11	29	13	-14.8%
Robbery	178	159	142	92	-19.7%
Aggravated Assault	319	286	280	237	-9.4%
Other Assaults - Simple	360	349	290	259	-10.4%
Burglary	327	352	254	145	-23.7%
Larceny - Theft	653	624	597	456	-11.3%
Motor Vehicle Theft	141	175	168	132	-2.2%
Arson	14	13	17	24	19.7%
Total	2,042	1,987	1,795	1,393	-11.97%

Source: Chester Police Department



CPD Outcomes: Clearance Rates

- Despite fewer reported Part I crime types (see prior slide), from 2017 to 2020, CPD's clearance rate for Part I crimes declined by a CAGR of -4.7%
 - Arson decreased by the largest amount and had none of the 24 cases cleared in 2020
 - Rape clearances decreased by a CAGR of -42.5%
 - Murder and nonnegligent manslaughter, burglary, robbery, and larceny clearances each decreased by CAGRs between -3.7% and -9.2%
 - CPD clearances increased for only two Part I crime types: burglary (CAGR of 12.1%) and motor vehicle theft (4.8%)

Clearance Rates*									
	2017		2018		2019		2020		2017-2020 CAGR
Murder and Nonnegligent Manslaughter	44.8%	(13 of 29)	22.2%	(4 of 18)	38.9%	(7 of 18)	40.0%	(14 of 35)	-3.7%
Rape	81.0%	(17 of 21)	109.1%	(12 of 11)	41.4%	(12 of 29)	15.4%	(2 of 13)	-42.5%
Robbery	21.4%	(38 of 178)	18.2%	(29 of 159)	21.1%	(30 of 142)	17.4%	(16 of 92)	-6.6%
Aggravated Assault	28.5%	(90 of 319)	41.3%	(118 of 286)	30.0%	(84 of 280)	28.3%	(67 of 237)	-0.3%
Other Assaults - Simple	70.6%	(254 of 360)	66.2%	(231 of 349)	74.8%	(217 of 290)	52.9%	(137 of 259)	-9.2%
Burglary	12.2%	(40 of 327)	11.7%	(41 of 352)	19.3%	(49 of 254)	17.2%	(25 of 145)	12.1%
Larceny - Theft	7.2%	(47 of 653)	9.6%	(60 of 624)	7.7%	(46 of 597)	6.4%	(29 of 456)	-4.1%
Motor Vehicle Theft	9.2%	(13 of 141)	9.1%	(16 of 175)	6.6%	(11 of 168)	10.6%	(14 of 132)	4.8%
Arson	14.3%	(2 of 14)	7.7%	(1 of 13)	5.9%	(1 of 17)	0.0%	(0 of 24)	-
Total Cases Cleared		515		512		457		304	-4.71%

Source: Chester Police Department

*For additional context, comparison to similarly-sized national department clearance rates are available from the FBI. For instance, 2019 data are available at: <https://ucr.fbi.gov/crime-in-the-u.s/2019/crime-in-the-u.s.-2019/topic-pages/tables/table-27>.



CPD Outcomes: Arrests by Type

- Arrests for Part I Crimes decreased by a CAGR of -22%
 - Between 2019 and 2020, there was a large decrease in arrests, mostly driven by Other Assaults-Simple
 - In 2019, there were no arrests made for rape or arson
 - Arrests for murder and negligent manslaughter and motor vehicle theft all increased by 94% and 8% respectively

Offense	2018	2019	2020	% of Total Arrests 2020	2018-2020 CAGR
Murder and Nonnegligent Manslaughter	4	9	15	5%	94%
Rape	6	11	0	0%	-100%
Robbery	35	40	18	6%	-28%
Aggravated Assault	96	86	70	24%	-15%
Burglary - Breaking or Entering	48	57	26	9%	-26%
Larceny - Theft	65	47	25	8%	-38%
Motor Vehicle Theft	17	21	20	7%	8%
Other Assaults-Simple	212	202	123	41%	-24%
Arson	1	1	0	0%	-100%
Total	484	474	297		-22%

Source: FBI Uniform Crime Report data



CPD Overtime Hours

- Overtime is paid in accordance with the Fair Labor Standards Act (FLSA) at a rate of 1.5 times an officer's base rate
 - An officer's hourly base rate is calculated by dividing an officer's annual salary (plus longevity) in each year by 2,080 hours
 - The City is required to pay overtime only for hours worked in an excess of 42 hours per week in a work cycle (this is in adherence with FLSA)
- If a police officer is scheduled to work when scheduled off duty, the officer will be paid overtime rates for the actual time on duty
- In 2017, CPD reported separations of numerous personnel due to concerns over the new CBA*
 - In the following years, the Department has struggled to recruit additional officers to account for the loss of officers in 2017
 - 2017 overtime data was incomplete and insufficient for analyses
- From 2018 to 2019, CPD overtime increased
- Most CPD overtime is coded as "OT" and specific detail is unavailable. In most jurisdictions, overtime is driven by patrol and investigative needs
- The "OT" category consistently accounted for more than 75% of total overtime hours during the three-year period

OT by Labor Department (Hours)				
OT Category	2018	2019	2020	2018-2020 CAGR
Grievance Payment	0.00	4.00	0.00	
OT	27,419.90	32,061.80	21,145.75	-12%
Stadium Event - Soccer Game	2,614.50	2,897.50	287.00	-67%
Court Appearance	2,187.00	2,426.75	1,366.75	-21%
Warrant Execution	1,943.50	1,340.50	650.00	-42%
On Call	532.00	448.50	26.00	-78%
Patrol Shortage	465.00	0.00	0.00	-100%
Reports	704.50	1,261.25	909.00	14%
Widener Detail	44.00	267.50	770.50	318%
State Police Detail	11.50	12.00	41.00	89%
Federal Detail	0.00	1,040.50	1,293.50	
PennDot	0.00	94.00	2.00	
Operation Safe Streets	0.00	0.00	1,333.00	
Click It Or Ticket	0.00	0.00	0.00	
Juvenile OT	0.00	0.00	0.00	
Juvenile Task Force	0.00	0.00	0.00	
Dive Team Call Out	0.00	0.00	0.00	
SWAT Call Out	0.00	0.00	0.00	
Total	35,921.90	41,854.30	27,824.50	-12%



CPD Overtime Hours (continued)

◆ In 2020:

- Patrol overtime accounted for 76.0% of all overtime hours – or the equivalent of nearly 11 full time officers
- 19 sworn employees each accrued more than 500 hours of overtime and accounted for 56.1% of all OT hours
 - 6 Detective Division employees – including the Captain and Corporal – were among this group and accounted for more than 6,400 hours of total overtime (23.0% of total CPD hours and 41.0% of hours among the highest 19 individuals). Four of the six detectives in this category have more than 20 years of service (retirement eligible)
- While narcotics officer overtime decreased from 2019 high (when the three employees each averaged more than 1,100 hours of overtime in the year), overtime in the division remained high – particularly at the captain rank
- CPD data was not available by individual, by type of overtime

2020 OT Category	2020 Total OT Hours
OT between 1600-0000	8,241.50
OT between 0800-1600	6,793.50
OT between 0000-0800	6,110.75
Court Appearance	1,366.75
Operation Safe Streets	1,333.00
Federal Detail	1,293.50
Widener Detail	770.50
Reports 0000-0800	532.50
Off Hours Warrant Execution Narc/Det. - 0000-0800	516.50
Stadium Event - Soccer Game	287.00
Reports 1600-2400	212.25
Reports 0800-1600	164.25
Off Hours Warrant Execution Narc/Det. - 1600-2400	82.50
Off Hours Warrant Execution Narc/Det. - 0800-1600	51.00
State Police Detail - 1600-0000	40.00
On Call	26.00
PennDot	2.00
State Police Detail - 0000-0800	1.00



FOP Collective Bargaining Agreement (CBA) Overview

- CPD's sworn police officers are members of Lodge #19 of the Fraternal Order of Police (FOP) for collective bargaining purposes
- All bargaining unit members hired after February 1, 2017 are required to maintain residency within the boundaries of the City of Chester for the first five years of employment
 - After the first five years of service, and for other bargaining unit members who were hired after June 12, 1995, officers must reside within 50 miles of Chester City Hall
- The CBA impacts the Department in several important operational functions:
 - Seniority
 - Overtime Criteria and Requirements
 - Staffing Levels
 - Civilian Employees
 - Shift Bidding and Assignments
 - Paid Time Off



CPD Paid Time Off - Personal Days and Vacation Days

- Each police officer is entitled to six personal days off per year without loss of pay
- Unused personal days are **not** accumulated and sold back to the City
- The Department adheres to the following schedules when determining allotted vacation days
 - For officers hired between January 1, 1976 and January 1, 2017:

Vacation for Officers Hired January 1, 1976-January 1, 2017	
1 to 4 years of completed service	10 workdays
5 to 10 years of completed service	15 workdays
11 to 17 years of completed service	20 workdays
18 to 22 years of completed service	25 workdays
23 years or more of completed service	30 workdays

- For officers hired after January 1, 2017:

Vacation for Officers Hired After January 1, 2017	
1 to 5 years of completed service	10 workdays
6 to 10 years of completed service	15 workdays
11 to 17 years of completed service	20 workdays
18 years or more of completed service	25 workdays



CPD Paid Time Off - Holiday Pay

- The City has a total of eight City holidays that officers are required to work. If an officer works on one of the listed holidays, they will receive double time pay for hours worked
 - Christmas
 - Easter
 - Thanksgiving
 - Memorial Day
 - New Year's Day
 - Labor Day
 - Fourth of July
 - Martin Luther King Day
- All non-essential personnel will have the day off with pay. Non-essential personnel will be determined by the Commissioner
- Any officer working on a “festive holiday” (New Year's Day and Christmas Day) will receive one compensatory day with pay to be taken prior to the end of the next calendar year