

ACTION CALENDAR

May 5, 2022

To: Honorable Members of the City Council
 From: Mayor Jesse Arreguín, Vice-Mayor Kate Harrison, and Councilmembers Ben Bartlett and Sophie Hahn
 Subject: Fulfilling the Promise of Berkeley's Reimagining Public Safety Initiative: Recommendations for a Comprehensive, Phased Approach

RECOMMENDATION

To continue the study and implementation of a comprehensive, new approach to public safety and policing in Berkeley, responsive to the City Council's unanimous July 14, 2020 direction for **a transformative approach to community-centered safety with equitable investment in the essential conditions of a safe and healthy community:**

1. Refer up to \$5.3 Million to the FY 2023-2024 Budget Process for staff and/or consulting services and community investments to complete the **Priority Reimagining Public Safety Initiatives** listed in Attachment 1, Section A.
2. Direct the City Manager to prioritize over the next two years the programmatic recommendations for Phase 1 of **Reimagining Implementation** listed in Attachment 1, Section B.
3. Direct the City Manager to initiate a design process for an **innovative and comprehensive public safety agency or Department of Community Safety** within the City of Berkeley administration, as outlined in Attachment 1, Section C, and return with recommendations to the City Council by May 2024 to align with the FY 25-26 Biennial Budget process.
4. Except where resources may allow for expedited implementation, refer additional reforms to the FY 2025-2026 Biennial Budget as outlined in Attachment 1, Section D.

BACKGROUND**2020 Omnibus Motion**

On July 14, 2020, after hearing from over 130 speakers and receiving hundreds of written comments, the City Council adopted an omnibus motion combining elements from a variety of Council proposals to reimagine community safety in Berkeley. This action came two months after the murder of George Floyd by Minneapolis Police, and in response to a growing movement for reform of traditional public safety models. On June 6, 2020, over 7,000 Berkeley residents marched in the streets to call for transformative change in law enforcement not just nationally, but also here in Berkeley.

Berkeley, like many cities throughout the United States, is not immune from the stain of systemic racism, including state-sponsored actions such as violence against people of color, redlining and discriminatory housing practices. Gaping racial inequities persist with respect to housing affordability and ownership, income, health status, academic achievement, homelessness, and experiences with the criminal justice system, among others. At the same time, due to the lack of government programs to support wealth building and rising housing costs and gentrification, the size of the Black community in Berkeley has decreased from approximately 20% in 1970 to [8%, according to the 2020 census](#). If Berkeley is to realize its aspiration of becoming a truly progressive, equitable community, we must be willing to examine and transform all systems and institutions, including those related to housing, health, education, employment, environmental justice, criminal justice, and law enforcement.

The July 14, 2020 omnibus motion committed Berkeley to:

- i. **A transformative approach to community-centered safety and reducing the scope of policing**, by re-defining our understanding of safety to be holistic and focus not just on crime prevention but health, wellness, and economic security for *all* of our residents. While the focus has been on reducing the footprint of policing, we recognize that police play a critical role in our society, and we must determine the right size, focus and function of our Police Department to prevent and respond to crime, while exploring alternative response models and upstream investments in social services to create a healthy, safe and equitable community.
- ii. **Equitable investment in the essential conditions of a safe and healthy community**, especially for those who have been historically marginalized and have experienced disinvestment, and
- iii. **A broad, inclusive community process** that will result in deep and lasting change to support safety and wellbeing for all Berkeley residents.
- iv. **Reimagining health and safety**, considering allocating resources towards a more holistic approach - one that shifts resources away from policing towards health, education and social services, and is able to meet crises with a variety of appropriate responses.
- v. **Providing meaningful safety, continuing critical health and social services, and committing to, and investing in, a new, positive, equitable and community-centered approach to health and safety that is affordable and sustainable.**
- vi. **Determining the appropriate response to community calls** for help including size, scope of operation and powers and duties of a well-trained police department.
- vii. **Identifying alternatives to policing and enforcement to reduce conflict, harm, and institutionalization**, introduce alternative and restorative justice models, and reduce or eliminate use of fines and incarceration.

In addition to these original goals, we are committed to:

- viii. **Supporting police by freeing them to focus on what they do best: respond to and investigate serious crimes**
- ix. **Ensuring an appropriately staffed and deployed Police Department while reducing the impact of Police expenditures to the General Fund;** Investing in a suite of alternative response services and a sophisticated dispatch system to deploy the most appropriate emergency response in a cost-effective manner.

These initial proposals for a comprehensive, phased approach to fulfilling Council’s omnibus recommendations are designed to actualize Council’s stated values and goals.

RATIONALE FOR RECOMMENDATIONS

For too long “public safety” has been equated with policing alone, while police have become tasked by default with the impossible job of managing the impact of decades of disinvestment in mental health, education, housing, and other social safety nets. While efforts to address systemic racism and reform the criminal justice system long pre-dated the murder of George Floyd in May of 2020, his murder by the Minneapolis Police challenged communities across the country to reimagine and redefine public safety. In the two years since his tragic death, the Berkeley City Council, city staff, community members and consultants have worked collaboratively to advance recommendations on new programs, policies, and initiatives to reimagine public safety in Berkeley. Some of these recommendations are ready for implementation, while others need further analysis and development, but **collectively these actions represent the building blocks of a new paradigm for public safety in Berkeley.**

This transformative approach requires balancing our resources to simultaneously build a new system while continuing to provide essential public safety services to the community. Thus, as we develop alternative capabilities, our police will continue to receive necessary resources. Start-up costs for new programs and services require investments that may be supported by government and philanthropic grants; there is a great deal of interest among funders in meaningful work to expand and reform models for public safety. Short-term salary savings and other one-time monies available within the City budget may also be invested in the development of Berkeley’s transformative work to reimagine and re-deploy our resources to achieve greater public safety and equity across the community.

These recommendations continue Berkeley’s thoughtful, measured approach to restructuring and redefining health and safety through identifying and building the right response to each safety related call or crisis, and upstream investments to address social determinants. Through immediate, intermediate, and longer-term steps these recommendations, drawn from the National Institute of Criminal Justice Reform, the Reimagining Public Safety Task Force, and the City Manager’s Reimagining Public Safety report, continue Berkeley’s efforts to restructure and redefine “health and safety” for all Berkeleyans, and to transform the city to an equitable and holistic model that delivers greater response capabilities to all residents.

1. **Refer up to \$5.3 Million in staffing, consulting costs and community investments to the 2023-24 Budget Process as Priority Reimagining Public Safety Initiatives**

These budget referrals are broken down by staff and consultant costs. Budgets are taken from the City Manager’s proposals unless another source is noted.

City Staff Costs

Amount	Purpose	Rationale
\$315,000	Assistant City Manager to lead Office of Equity and Diversity	<p>Recommendation supported by City Manager, Task Force and City Council.</p> <p>The development of the Office Equity and Diversity should consider the recommendations from the Reimagining Task Force. Particular attention from the Office of Equity should be paid to language access, which has been identified repeatedly as a barrier to trust and the provision of services delivered by the City across departments.</p>
\$315,000	Assistant City Manager to serve as Reimagining Project Coordinator	The responsibilities of project management have fallen under the already heavy burden of the existing Deputy City Manager, with part-time support from a Management Analyst. To effectively coordinate the ongoing work, a full-time senior level staff person in the City Manager’s Office is required as they will be coordinating a multi-departmental, citywide response.
\$100,000	Fair and Impartial Policing (FIP) Training	Recommendation to implement and prioritize FIP has been supported by City Manager, City Council and Task Force
\$100,000	Grant Writing Services	Recommended by City Manager to apply for and seek grant funds to support Reimagining efforts
Up to \$1.5 Million	1 Supervisor - CSO Unit; Up to 9 Community Services Officers	Launch a pilot Community Services Officer unit using Police salary savings. Positions would be project based for two-years. Evaluate pilot after two-year period to align with the FY 25-26 Budget

		Process and determine the appropriate location of the CSO unit within a new Public Safety Department and the role for other non-sworn responders.
\$175,000	Vision Zero Staff Position	Approve a new Vision Zero staff position in Public Works' Division of Transportation to conduct collision analysis. This will promote the City's Vision Zero approach by boosting the City's capacity to analyze collision data collected by the Police Department, and, with Police input, propose

Consultant Costs

Amount	Purpose	Rationale
\$300,000	Continue BerkDOT process to plan for a civilian traffic enforcement unit. Process would inform the content of any needed state law changes and also work to develop functions that could be carried out by civilians absent such changes (e.g., collision analysis, civilianization of non-moving violations)	Recommendation supported by the City Manager and Task Force. Explore as part of the continued BerkDOT analysis/implementation the potential for unarmed traffic officers in the Police Department. If state law is not amended this may be a potential path for unarmed traffic enforcement.
\$70,000	Analysis of BPD Staffing and Beat Structure (<i>See details in Attachment 1 section A</i>)	Recommended by City Manager and supported by City Council
Approximately \$250,000	Support an organizational design process to create an umbrella agency or Department of Community Safety	See below, rationale part 3
\$150,000	Review Municipal Code for proposed changes to increase equity and racial justice in City's transportation fines and fees, and explore the civilianization of enforcement of various	Recommendation is supported by the City Manager and Task Force

	Municipal Code violations	
\$200,000	Consulting costs requested by City Manager to support continued analysis of prioritized dispatch and development of an implementation plan	Recommendation is supported by the City Manager. Developing a new model for dispatch was identified as critical by both SCU Steering Committee and Task Force

Community Investments

Opportunities for community reinvestment, as envisioned in the City Council’s omnibus proposal.

Category	Budget	Purpose	Rationale	Status
Violence Prevention and Youth Services	\$50,000	McGee Avenue Baptist Church - Voices Against Violence	Youth-led violence prevention program in South Berkeley. City has previously funded at \$50,000	Request funding in FY 23 and FY 24 Biennial Budget
	\$200,000	Berkeley Ceasefire	Consulting costs to develop a Gun Violence Intervention (GVI) program, commonly known as “Operation Ceasefire.”	Funded in FY 22 AAO #1 (separately referred by CM Taplin - 11/9/21)
	\$160,000	Berkeley Youth Alternatives Counseling Center	\$125,000 to support for their counseling center which cannot meet the current demand for mental health services. \$35,000 for the Summer Jam Day Camp	FY 23 and FY 24
Alternatives to Sanctions/Fines	\$150,000	Expand Hearing Officer Capacity	Expand existing hearing officer	FY 23 and FY 24

			resources in CMO to provide alternative referrals to community service and social services for parking and other infractions	
	\$50,000	Expand Downtown Streets Team	Expand Downtown Streets Team as placement for low-level violations (e.g., vehicular camping/parking and sidewalk ordinance infractions)	FY 23 and FY 24. Measure P revenues.
Community Mental Health, Behavioral & Crisis Response	\$100,000	Behavioral Health, Crisis Response, and Crisis-related Services Needs and Capacity Assessments	Enhance creation and deployment of behavioral and crisis services and responses via SCU etc.	FY 23 (separately referred by VM Harrison)
	\$350,000	Youth Peers Mental Health response	BHS student-led plan for mental health services for youth	FY 23 and FY24 (separately referred by VM Harrison)
Respite from Gender Violence	Up to \$500,000	Increase the capacity of community based-orgs (see page 223 of NICJR Final Report Packet)	Recommended by Task Force: Provide services and housing leads for victims of Gender Violence Additionally, staff to work with county partners to clarify which services should be provided by county vs the city.	FY 23-24

Language Equity	\$15,000	Publish Victim Resources in Plain Language and Multiple Languages	Recommended by Task Force	FY 23-24
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2. Direct the City Manager to prioritize programmatic recommendations for Phase 1 of Reimagining Implementation during next 12-24 months (Attachment 1, Section B)

Recommendation	Rationale
Adopt the report, “City of Berkeley Specialized Care Unit Crisis Response Recommendations” by Resource Development Associates and implement the pilot Specialized Care Unit (SCU)	Recommendation supported by the City Manager, Task Force, City Council and Steering Committee
Continue development and implementation of prioritized dispatch, request staff return with a recommended plan	Recommendation supported by the City Manager, RDA report, SCU Steering Committee, and City Council
Develop an implementation plan to expand alternative response from civilian responders beyond the proposed pilot for SCU for other low-level calls that includes but is not limited to: Community Service Officers for only those calls that necessitate police, code enforcement, environmental health, fire inspectors or city-hired community mediators	<p>The Task Force, City Council and City Manager expressed interest in exploring alternative, civilian responders (as recommended by NICJR) but felt more work was needed before a pilot could be pursued. Questions around the appropriate level of authority, concerns around liability and further refinement of call types need to be addressed.</p> <p>This work could be led by the new reimagining project coordinator and/or be folded into the organizational design process for a new umbrella public safety department.</p> <p>The City Manager has proposed using Community Service Officers in the Police Department as one approach to alternative responders, which for certain functions have some value. But developing non-police alternatives is important for a variety of reasons, most critically enhanced public trust and confidence. Some people are uncomfortable calling the Police to ask for help but might if assured that a community responder will be available as appropriate. Second, while BPD is working</p>

	to hire diverse candidates, there is an opportunity to create a classification that appeals to people that would otherwise not choose to be a sworn responder. Third, having a variety of non-police alternatives which are skilled to respond to different types of calls (CSOs for police calls, code enforcement for noise complaints and other code violations, SCU for health and substance abuse) will ensure the appropriate response to various non-violent calls for service and better improve service delivery and outcomes.
Transition collision analysis and crossing guards from BPD to Public Works until a Department of Transportation is developed.	Recommendation supported by City Manager and Task Force.
Continue consolidating transportation functions as recommended by staff	Recommendation supported by City Manager and Task Force
Complete the implementation of Fair and Impartial Policing Recommendations	Recommendation supported by City Manager and Task Force
Complete Auditor Recommendations on overtime and calls for service	Recommendation supported by City Manager, Task Force, and City Council
Fully implement the Ceasefire violence intervention program	Recommendation supported by City Manager, Task Force, and City Council
Collect data on service gaps in crisis stabilization and analyze creation of a new crisis stabilization center	Recommendation is supported by Task Force. This recommendation refers to the work of the Homeless Commission and the companion report from City Staff to expand access to crisis stabilization and/or respite centers. ¹

¹https://www.cityofberkeley.info/Clerk/City_Council/2022/04_Apr/Documents/2022-04-26_Item_38b_Companion_Report_Development_of_Crisis_Stabilization_Program.aspx

<p>and/or expanded access to existing centers so that people in crisis have a safe and supportive alternative to jail or emergency rooms.</p>	
<p>Implement recommendations from the Reimagining Task Force relating to Gender Violence, LGBTQIA . (Attachment X)</p>	<p>Recommendations supported by Task Force. BPD has already begun the work of expanding collaboration with organizations.</p> <p>The gender-based subcommittee spearheaded their own outreach to service providers and subject matters to develop a set of actionable recommendations to increase resources for victims, provide training to faith-based leaders, coordinate and expand prevention education work as well as many ideas to improve police responses.</p>

3. Direct the City Manager to initiate a design process for an innovative and comprehensive public safety agency or Department of Community Safety within the City of Berkeley administration (Attachment 1, Section C)

This recommendation initiates a design process to develop the right organizational model that reflects Berkeley’s new and holistic approach to public safety.

To date, the process of reimagining and the emerging services and programs have been managed on a department-by-department basis. Health, Housing and Community Services (HHCS) manages the SCU process, the Fire Department manages the priority dispatch process, Public Works leads the BerkDOT work, and the Police Department has been engaged with the Reimagining Task Force and NICJR process and is focused on implementing recommendations by the City Auditor and the Fair and Impartial Working Group. In the short-term, additional project management to coordinate the next phase of these efforts can be supported by a new project coordinator, as requested by the City Manager. However, in the long-term the city should explore an organizational approach to synthesize these efforts. **If the City is to truly re-imagine public safety, it needs a structure for how this new approach will fit within the city organization and work collaboratively to deliver comprehensive public safety services.**

Nowhere is the need clearer to reorganize our approach than our dispatch system. Dispatch is the nervous system of our city’s response network. The system is key to ensuring that low level incidents are handled efficiently and effectively to provide the most appropriate response in

each situation and preserve and prioritize core resources for serious emergencies and critical incidents. Historically, this function has been served by BPD prioritizing calls requiring BPD support. As part of the reimagining process, the Council authorized the City Manager to contract with Federal Engineering to conduct an analysis of the staffing, infrastructure, and technology needs of the Berkeley 9-1-1 Communication Center and create a project plan to implement an accredited emergency medical dispatch system based on industry standards. The adoption of a new model would allow the Fire Department to triage calls for service more efficiently and reduce response times.²

In anticipation of the Specialized Care Unit pilot, which will require further nuance and expertise to ensure the right resources are dispatched for each call, this scope of work was expanded to include an analysis of adding behavioral health dispatch capabilities to the Communications Center. Resource Development Associates supported this approach in their recommendation and noted in their system recommendations that moving dispatch outside the Police Department could better align several of the reimagining initiatives:

*“The 911 Communications Center is currently operated by the Berkeley Police Department. This structure affects how Dispatch is funded and who makes decisions. As the role of Dispatch is broadened to coordinate a greater variety of responses to emergencies, there may be advantages to moving Dispatch outside of the Berkeley Police Department, such as improved communication and coordination across relevant agencies. For instance, it has been expressed that Dispatch call takers are currently more comfortable deploying the police than other crisis responders given their long tenure and rapport with police officers, so call takers’ ability to establish rapport with the SCU team is needed for them to be comfortable deploying the SCU. **Structural changes like this may also align to several of the Reimagining Public Safety initiative’s aims.**”³*

While we have a lot to learn through pilots, preliminary analysis through the reimagining process indicates that Berkeley can be more effectively and efficiently served through a broader array of public safety responders. According to City Auditor and NICJR analyses, 81% of calls to the police are for non-criminal incidents, and police spend 53% of their time responding to these calls.⁴ By implementing an SCU in phase two of this process, and introducing additional civilian responders in phase three, calls for service could be spread much more evenly across police, fire, and civilian responders. However, finding the appropriate balance and resourcing of these

² City Manager Response to the Reimagining Public Safety Task Force and National Institute for Criminal Justice Reform Recommendations, https://www.cityofberkeley.info/Clerk/City_Council/2022/04_Apr/Documents/2022-04-21_Special_Item_01_City_Manager_Presentation_Part2_pdf.aspx

³ Specialized Care Unit Crisis Response Recommendations, Resource Development Associates, 61, https://www.cityofberkeley.info/uploadedFiles/Clerk/Level_3_-_Commissions/Berkeley-MH-SCU_Final-Recommendations_FINAL.pdf

⁴ National Institute for Criminal Justice Reform, Calls for Service Analysis, https://berkeley-rps.org/wp-content/uploads/2022/03/BerkeleyCalls_Report_021722.pdf

new approaches will take time and patience. A new umbrella agency can ensure that this iterative approach is well-coordinated and that new civilian responses are prioritized equally to police and fire. Moreover, it can ensure better communication and coordination between different public safety responders (sworn and un-sworn) and flexible deployment of all these resources to address community needs.

Other Cities Are Pursuing Similar Approaches

Example 1: Albuquerque, New Mexico Department of Community Safety

As noted in NICJR's *New and Emerging Models Report*, Berkeley would not be alone or the first in taking this approach.⁵ Albuquerque, New Mexico created a new cabinet level Department of Community Safety that operates independently from and in collaboration with Albuquerque Police and Fire, with four strategic goals:

Respond: Increase public safety by providing a holistic and trauma-informed response to calls for service.

Build: Establish a sustainable and long-term presence that is woven into the community and the public safety ecosystem.

Engage: Activate community partnerships and strengthen community engagement by enhancing relationships, trust, information sharing, and capacity building between the community and ACS.

Influence: Leverage ACS's position and knowledge to influence and inform the ongoing evolution of the larger (e.g., county, state, national) system of care.

In December 2021, Albuquerque published a complete organizational plan that defines the department and its role, responses, training, and goals.⁶

⁵ National Institute for Criminal Justice Reform, *New and Emerging Models*, https://berkeley-rps.org/wp-content/uploads/2022/03/NewAndEmergingModels_Report_021722.pdf

⁶ Albuquerque Community Safety Department FY2022 Organizational Plan, <https://www.cabq.gov/acs/documents/acs-organizational-plan-20211207.pdf>

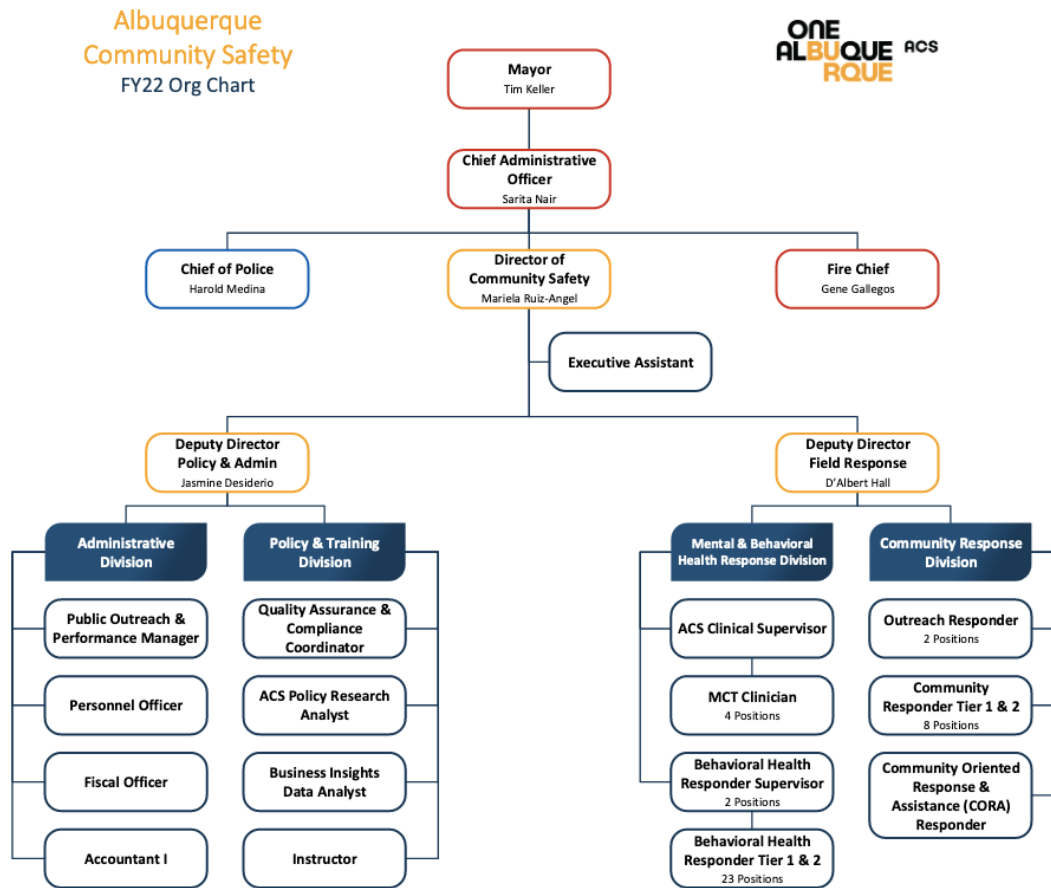


Figure 1: Albuquerque Community Safety FY22 Org Chart

Example 2: Ithaca, New York

Ithaca, New York has also recently released an implementation plan to create a new Department of Community Safety. The Ithaca model consists of a division of police and a division of community solutions, staffed by community responders, with co-equal chiefs that will respond to a civilian director of community safety. A working group of civilians appointed by the Mayor collaborated with city and county staff to provide recommendations including: the assignment of call types, restructuring police staffing and beat design, and defining key responsibilities, training, research and data needs, and equipment and technology requirements.⁷

Goals for Design Process

The primary goal of this process is to develop a long-term organizational structure that will support Berkeley’s vision for community safety. Rather than providing prescriptive direction on

⁷ Implementing the City of Ithaca’s New Public Safety Agency https://www.cityofithaca.org/DocumentCenter/View/13725/WG_IthacaReport_Final

the exact changes to make, this process will define what the right structure looks like for Berkeley. This recommendation does not suggest any changes to the structure of the Police or Fire Departments except for those that are already underway and in alignment with the City's reimagining efforts.

The design process should place a few key principles at the core of its exploration, while also seeking to answer several questions. As part of the design process, the City Manager is recommended to convene an external Steering Committee made up of representatives of affected labor groups, City Commissioners, and community stakeholders.

Key principles to guide the organizational design plan include:

- Police, Fire, and any additional civilian responders should report to a civilian Director or Deputy City Manager of Community Safety, who is responsible for implementing a holistic approach to public safety.
- Dispatch should serve all branches of responders equally and report directly to the Department Director or Deputy City Manager.
- The department should integrate new response models and community services including the SCU, additional community service responders as defined during the development of an implementation plan, and a Mobile Integrated Paramedic unit (MIP).

The organizational plan should explore and include the following considerations, among others:

- A name and structure that matches Berkeley's vision for a community-centered and holistic approach to public safety and prioritizes civilian responders and community investments as key functions of community health and safety along with Police and Fire.
- The best organizational fit for a Specialized Care Unit and other civilian responders that will respond to non-violent calls for service:
 - Review and incorporate ideas from emerging models like Albuquerque, NM and Ithaca, NY
 - Explore whether Berkeley should develop a new division for community response similar to Albuquerque or Ithaca
- Assess the appropriate uniforms, technology and tools for any new division or classifications of civilian responders
- Define the appropriate connections and/or roles for the Mobile Crisis Team, a potential crisis stabilization center, and other services that currently operate under mental health but might frequently work in coordination with other community safety services.
- Consider the role and relationship of a Department of Transportation (BerkDOT) and potential civilian traffic enforcement in relation to a new Public Safety Department. Explore as part of the continued BerkDOT analysis/implementation the potential for unarmed traffic officers in the Police Department. If state law is not amended this may be a potential path for unarmed traffic enforcement.
- Define the appropriate connections and/or roles of the Homeless Response Team and community service providers including housing navigators, homeless outreach staff, and street medicine teams in responding to Police and 311 calls related to street homelessness.
- Analyze calls for service and determine which calls could be handled by Police and by civilian responders
- Evaluate how a new comprehensive dispatch system can better screen and route calls

- to a variety of public safety responders
 - Determine how and under what circumstances a co-response is warranted to police calls for service and determine how civilian responders will communicate and coordinate with Police in responding to lower-level calls.
- 4. Refer for consideration in the FY 2025-2026 budget cycle - Creation of a permanent Specialized Care Unit, expanding crisis stabilization services, introducing additional civilian responders, fully implementing BerkDOT, implementing a Universal Basic Income Pilot and expanded job programs. Consider expedited implementation as appropriate if staff capacity and city resources allow. (Attachment 1, Section D)**

These recommendations express a commitment to fulfilling a more transformative vision for community safety over time. Programs like a universal basic income (UBI), or expanded job opportunities were consistently supported throughout the reimagining process. At the same time, the realities of staff capacity and city resources necessitate the prioritization of the reimagining work. This phased approach is consistent with the original intent of the July 2020 Item, Transform Community Safety, which envisioned implementing new programs, structures and initiatives over several budget cycles.⁸

This referral expresses that, by 2024, it is the City's goal to be prepared to make the following decisions and investments:

1. Expand Specialized Care Unit pending positive pilot results and;
 - a. Conduct an evaluation of the training curriculum and review best practices from other similar emerging models (see Training and Community Institute Task Force Recommendation for inspiration)
 - b. Expand the community responder model to tackle a larger range of low-level calls for service based on implementation plan developed by staff.
2. Revise the BPD Budget and Staffing Structure to reflect results of staffing and beat analysis, and the development of alternative responders
3. Invest in a new Department of Transportation and have clarity on a vision and legal path to civilianized traffic enforcement
4. Invest in a new umbrella city organization for public safety
5. Launch a Universal Basic Income Pilot
 - a. The Mayor as a member of Mayors for Guaranteed income will pursue state grants and philanthropic opportunities to initiate a pilot prior to this budget cycle
6. Continue expanding opportunities for alternatives to fines
7. Consider an Expanded Jobs Program
8. Evaluate BPD Training needs and make changes where needed

⁸ July 14, 2020, Transform Community Safety, https://www.cityofberkeley.info/Clerk/City_Council/2020/07_Jul/Documents/2020-07-14_Item_18d_Transform_Community_Safety_pdf.aspx

FINANCIAL IMPLICATIONS

Up to \$1,575,000 in community investments, \$1,200,000 in consulting costs and \$2,405,000 in staffing costs as identified in the tables in section 1.

REVIEW OF EXISTING PLANS, PROGRAMS, POLICIES AND LAWS

This effort is in support of the following strategic plan goals:

- Champion and demonstrate social and racial equity
- Create a resilient, safe, connected, and prepared City
- Create affordable housing and housing support services for our most vulnerable community members
- Provide an efficient and financially healthy City government
- Be a customer-focused organization that provides excellent, timely, easily-accessible service and information to the community

ENVIRONMENTAL SUSTAINABILITY

No identifiable environmental impacts

CONTACT PERSON

Jesse Arreguín, Mayor, (510) 981-7100

Attachments:

1. Summary of Recommendations
2. Consolidated Spreadsheet of Task Force, NICJR Recommendations
3. Albuquerque Community Safety Department Organizational Plan
4. Ithaca, New York plan for a Department of Community Safety

ATTACHMENT 1**Section A: Priority Reimagining Public Safety Initiatives**

- Staff costs
 - \$315,000 to support a staff position of Assistant City Manager to serve as the Reimagining Project Coordinator
 - \$315,000 to support a staff position of Assistant City Manager to lead the Office of Equity
 - Additionally, the development of the Office Equity and Diversity should consider the recommendations from the Reimagining Task Force. Particular attention from the Office of Equity should be paid to language access, which has been identified repeatedly as a barrier to trust and the provision of services delivered by the City across departments.
 - \$100,000 to support training in implementing fair and impartial policing recommendations
 - \$100,000 for Grant Writing Services recommended by the City Manager to apply for and seek grant funds to support reimagining efforts
 - Up to \$1.5 Million Launch a pilot Community Services Officer unit using Police salary savings.
 - Positions would be project based for two-years. Evaluate pilot after two-year period to align with the FY 25-26 Budget Process and determine the appropriate location of the CSO unit within a new Public Safety Department and the role for other non-sworn responders
 - \$175,000 for a Vision Zero Coordinator

- Consultant Costs:
 - \$300,000 to the Budget Process to fund the BerkDOT process that in addition to furthering the organizational development:
 - Develop a vision for unarmed traffic enforcement and a new paradigm for supporting traffic safety that aligns with vision-zero.
 - Evaluate paths to unarmed enforcement under both the scenario that state law changes to enable non-peace officer enforcement as well as the potential for a new designation of peace officers to enforce the California Vehicle Code.
 - \$70,000 for an analysis of BPD Staffing and beat structure. The scope of analysis should:
 - Build on the City Auditor's analysis and recommendations
 - Measure patrol workload – how much time patrol officers spend handling calls for service and how it might change with the implementation of the SCU and additional civilian responders to non-criminal calls.
 - Include availability analysis/measure capacity: Hours officers are on duty
 - Include proactive time analysis: Staff capacity to manage workload
 - Analyze alternative deployment configurations, including new shift schedules and allocations of personnel, as well as redesigning the patrol beat structure.

- Evaluate what police staffing would look like if all calls for service are rerouted from police except those involving crime and violence. Increase flexibility in deployment of beat officers to bike, pedestrian, or problem-oriented policing teams.
 - \$150,000 for City Attorney and City Manager to analyze the Berkeley Municipal Code to identify opportunities to civilianize enforcement.
 - Create a working group to further refine the call for service analysis and determine which calls could be appropriately handled by unsworn alternative responders built on the recommendations from the Reimagining Public Safety Task Force.
 - Identify aspects of the municipal code that require a police officer to enforce that could be safely handled by a civilian entity.
 - \$250,000 to support an organizational design process to create an umbrella Department of Community Safety as described in Section C.
 - \$200,000 for consulting costs requested by City Manager to support continued analysis of prioritized dispatch and development of an implementation plan
- Community Investments
 - Violence Prevention:
 - \$50,000 for McGee Avenue Baptist Church, Voices Against Violence
 - \$200,000 for Berkeley Ceasefire
 - \$160,000 for Berkeley Youth Alternatives: \$125,000 to support their counseling center and \$35,000 for the Summer Jam Day Camp
 - Alternatives to Sanctions/Fines
 - \$150,000 to expand hearing officer resources in the City Manager’s Office to provide alternative referrals to community service and social services for parking and other infractions
 - \$50,000 to expand downtown streets team as placement for low-level violations (e.g. vehicular camping/parking and sidewalk ordinance infractions)
 - Community Mental Health, Behavioral and Crisis Response
 - \$100,000 for a Behavioral Health, Crisis Response, and Crisis-related Services Needs and Capacity Assessments
 - \$350,000 for Youth Peers Mental Health response as proposed by the Berkeley High School student-led plan for mental health services
 - Respite from Gender Violence
 - Up to \$500,000 to increase the capacity of community-based orgs. Provide services and housing leads for victims of Gender Violence (see Reimagining Task Force Report and page 223 of NICJR Final Report Packet for details)
 - Additionally, request staff to work with county partners to clarify which services should be provided by county vs the city.
 - Language Equity
 - \$15,000 to publish victim resources in plain language and in multiple languages. See Task Force gender violence report for details

Section B: Phase 1 of Reimagining Implementation (12 - 24 months)

- Adopt the report, “City of Berkeley Specialized Care Unit Crisis Response Recommendations by Resource Development Associates” and implement the pilot Specialized Care Unit (SCU)
- Continue development and implementation of prioritized dispatch, request staff return with a recommended plan.
- Develop an implementation plan to expand alternative response from civilian responders beyond the proposed pilot for SCU for other low-level calls that includes but is not limited to: Community Service Officers for only those calls that necessitate police, code enforcement, environmental health, fire inspectors or city-hired community mediators
- Transition collision analysis and crossing guards from BPD to Public Works until a Department of Transportation is developed.
- Continue consolidating transportation functions as recommended by staff
- Complete the implementation of Fair and Impartial Policing Recommendations
- Complete Auditor Recommendations on overtime and calls for service
- Fully implement the Ceasefire violence intervention program
- Collect data on service gaps in crisis stabilization and analyze creation of a new crisis stabilization center and/or expanded access to existing centers so that people in crisis have a safe and supportive alternative to jail or emergency rooms.
- Implement recommendations from the Reimagining Task Force relating to Gender Violence, LGBTQIA and PEERS as feasible. (Attachment 2)

Section C: Direct the City Manager to initiate a design process for an innovative and comprehensive public safety agency or Department of Community Safety within the City of Berkeley administration, as outlined in Attachment 1, Section C, and to return recommendations to the City Council by May 2024 to align with the FY 25-26 Biennial Budget process.

The design process should place a few key principles at the core of its exploration, while also seeking to answer several questions. As part of the design process, the City Manager is recommended to convene an external Steering Committee made up of representatives of affected labor groups, City Commissioners, and community stakeholders.

Key principles to guide the organizational design plan include:

- Police, Fire, and any additional civilian responders should report to a civilian Director or Deputy City Manager of Community Safety, who is responsible for implementing a holistic approach to public safety.
- Dispatch should serve all branches of responders equally and report directly to the Department Director or Deputy City Manager.
- The department should integrate new response models and community services including the SCU, additional community service responders as defined during the development of an implementation plan, and a Mobile Integrated Paramedic unit (MIP).

The organizational plan should explore and include the following considerations, among others:

- A name and structure that matches Berkeley’s vision for a community-centered and holistic approach to public safety and prioritizes civilian responders and community investments as key functions of community health and safety along with Police and Fire.
- The best organizational fit for a Specialized Care Unit and other civilian responders that will respond to non-violent calls for service:
 - Review and incorporate ideas from emerging models like Albuquerque, NM and Ithaca, NY
 - Explore whether Berkeley should develop a new division for community response similar to Albuquerque or Ithaca
- Assess the appropriate uniforms, technology and tools for any new division or classifications of civilian responders
- Define the appropriate connections and/or roles for the Mobile Crisis Team, a potential crisis stabilization center, and other services that currently operate under mental health but might frequently work in coordination with other community safety services.
- Consider the role and relationship of a Department of Transportation (BerkDOT) and potential civilian traffic enforcement in relation to a new Public Safety Department. Explore as part of the continued BerkDOT analysis/implementation the potential for unarmed traffic officers in the Police Department. If state law is not amended this may be a potential path for unarmed traffic enforcement.
- Define the appropriate connections and/or roles of the Homeless Response Team and community service providers including housing navigators, homeless outreach staff, and street medicine teams in responding to Police and 311 calls related to street homelessness.
- Analyze calls for service and determine which calls could be handled by Police and by civilian responders
- Evaluate how a new comprehensive dispatch system can better screen and route calls to a variety of public safety responders
- Determine how and under what circumstances a co-response is warranted to police calls for service and determine how civilian responders will communicate and coordinate with Police in responding to lower-level calls.

Section D: Except where resources may allow for expedited implementation, refer to the FY 2025-2026 Biennial Budget process the following proposals.

This referral expresses that, by 2024, it is the City’s goal to be prepared to make the following decisions and investments:

1. Create a permanent Specialized Care Unit pending positive pilot results and;
 - a. Conduct an evaluation of the training curriculum and review best practices from other similar emerging models (see Training and Community Institute Task Force Recommendation for inspiration)
 - b. Expand the community responder model to tackle a larger range of low-level calls for service based on implementation plan developed by staff.
2. Revise the BPD Budget and Staffing Structure to reflect results of staffing and beat analysis, and the development of alternative responders
3. Invest in a new Department of Transportation and have clarity on a vision and legal path to civilianized traffic enforcement
4. Invest in a new umbrella city organization for public safety
5. Launch a Universal Basic Income Pilot

- a. The Mayor as a member of Mayor's for Guaranteed income will pursue state grants and philanthropic opportunities to initiate a pilot prior to this budget cycle
6. Continue expanding opportunities for alternatives to fines
7. Consider an Expanded Jobs Program
8. Evaluate BPD Training needs and make changes where needed

NICJR Recommendation	NICJR Estimated Cost & Explanation	NICJR Identified Funding Source	NICJR Timeline	Vote by Task Force	Reason for vote	Proposed Narrative Summary for report
u						
1 Establish tiered dispatch/CERN model (p.14)	\$2,532,000, plus some costs associated with training for Dispatch	Current BPD Vacant Positions	Issue RFP 30 days after City Council approval, select vendors 90-120 days afterward, and begin pilot six months after City Council approval.	More analysis needed	<ol style="list-style-type: none"> Who determines, and at what point in time, which calls are handled by whom (e.g., by CERN, BPD, SCU)? What is the system (or multiple systems) for both receiving calls and routing the responses? How does one system (e.g., CERN) mix and match with other programs under discussion (e.g., SCU, BerkDOT)? Who will provide and staff these non-police responses (i.e., City staff or contractor, professional credentialed or community responders) and if contractors, under what color of authority will they provide City service? When will staffing, and at what staffing level, be available to change, if at all, the allocation of calls for service -- whatever the merits of replacing police, we cannot replace something with nothing? What system is in place should the nature of the call change (i.e., what is the back-up system in case seemingly benign calls turn violent and/or criminal)? Is BPD involved (e.g., as co-responder, as back-up, etc.) or are they required to be separate from these non-police responses? What liability issues do these new responses present to the City; (ix) what impact, if any, does reallocating some percentage of calls for service from police affect the minimum police patrol staffing necessary to perform their function of focusing on and responding to calls for service involving crimes and or violence? 	Overall, the Task Force supports the idea of a community-based response as an alternative to an armed response that would decrease the footprint of the police department. As presented, commissioners are concerned that the co-responder model proposal by NICJR would not decrease the footprint of the police and could have the consequence of having the community see CBOS as an extension of the police. In addition, commissioners need more clarity on how CERN would work with other new models like SCU, BerkDOT and dispatch.
2 Contracting with local CBOS for Tier 1 CERN response				More analysis needed	<ol style="list-style-type: none"> Which CBOS? (Where is the landscape analysis that was promised by NICJR?) Has the City dialogued with each CBO to confirm their interest in providing responders and their timeframe to make responders available, including hiring new staff? What will the pay structure to CBO responders be; does each CBO set their own rates, or will the City set rates? How will all responders be trained to achieve a systematic SCU non-police response for calls for service? 	The Task Force would need more analysis to understand the investment that it would take for the city to ask CBOS to take on this responsibility, including training, the infrastructure a CBO would need, and skills needed for the types of cases in the new model.
3 Evaluate CERN (p. 19-20)				(did not vote on this)		
4 Full implementation of Tiered Dispatch/CERN Pilot Program and reduction of BPD patrol division of 50%	\$7,596,000	Reduction of BPD Patrol Division by 50%	Two years after implementation of the pilot	More analysis needed		No analysis was provided by NICJR for how police department would be reduced by 50%, especially if NICJR recommends no officer layoffs, and reductions through attrition only. Is full implementation dependent on the department reducing by 50% and when would this occur?
5 Reduce BPD budget through attrition only and no layoffs (p. 20)				Reject		This recommendation is unresponsive to the goal of reducing the police department by up to 50% to make resources available for other programs.
6 End pretextual stops (p. 24)				Reject		The Task Force is fully in favor of the elimination of pretextual stops by BPD - this work is already well underway and thus does not constitute a useful recommendation. In 2020 the Mayor's Fair and Impartial Policing Working Group recommended that BPD focus on "the basis for traffic stops on safety and not just low-level offenses" and that they minimize or de-emphasize as a lowest priority stops for low-level offenses," and in February 2021, Council unanimously approved the Working Group's recommendations for adoption. Plans are currently underway for implementation, with quarterly updates being provided to the Police Accountability Board. (based on analysis from Liza Lutzker's report to RPSTF, linked to in the Improve & Reinvest Subcommittee's Feedback document posted January 6, 2022)
7 BerkDOT (p.25)				Accept with Conditions	<ol style="list-style-type: none"> This is in NICJR Report but is not mentioned in the Implementation Plan grid. This needs MUCH more analysis, much like Dispatch changes required by CERN implementation, which NICJR does not detail. 	While the Task Force is glad to see that NICJR sees the value in the creation of BerkDOT as a strategy to reduce the footprint of policing in Berkeley, the description provided for BerkDOT is inadequate with respect to the components of and motivation for BerkDOT (the NICJR report describes BerkDOT as a moving of traffic enforcement away from BPD). Because the BerkDOT creation process is moving forward separately, a complete description and analysis of BerkDOT are not necessary, but at a minimum, the NICJR recommendation ought to accurately describe what a proposed BerkDOT would consist of and provide the rationale for pursuing this approach beyond simply reducing the staffing and budget of BPD. Specifically, BerkDOT needs to be described as a consolidation of all transportation-related work being done by the City and would entail combining the current Public Works Department's above-ground street and sidewalk planning, maintenance, and engineering responsibilities with the current transportation-related BPD functions of parking enforcement, traffic law enforcement, school crossing guard management, and collision response, investigation, data collection, analysis, and reporting.
IMPROVE						
8 BPD Become A Highly Accountable Learning Organization (HALO) (p. 26)				Reject	<ol style="list-style-type: none"> Not credible that this change comes at "no additional cost" RPSTF focused on spending less on BPD, not more More training does not necessarily lead to changes in police culture This process is not about re-imagining police 	Overall, commissioners did not think there was enough information provided in the NICJR report that allowed an accurate assessment of the program and also disagreed with NICJR's indication that this recommendation would come at no cost. Some commissioners felt strongly that any programs that potentially increase funding to police should not be prioritized, and more training will likely not lead to changes in police culture or address the racial disparities that continue to persist in the city.

NICJR Recommendation	NICJR Estimated Cost & Explanation	NICJR Identified Funding Source	NICJR Timeline	Vote by Task Force	Reason for vote	Proposed Narrative Summary for report
9 BPD join ABLE program	Joining ABLE is free of cost	N/A	Within six months of approval from City Council	(Did not vote unless this is part of the HALO program)	1. HALO, EPIC and ABLE might be good programs, but what cost to join/enact? Recordkeeping alone would be a cost.	Same analysis as item 8
10 Expand EIS to assess all Use of Force	No additional costs	N/A	Within six months of approval from City Council	Reject	1. In general recommendations limited to police reform and requiring additional funding were not seen as ideas in the spirit of re-imagining public safety 2. Side question: Is Fair & Impartial's EIS measuring new best-practice gauge of proportionality? Not relying only on officer reporting & citizen complaints through PAB. Not being "de-fanged" by Union during implementation? See Univ of Chicago/Ron Huberman work: https://polsky.uchicago.edu/2021/06/08/benchmarking-police-performance-for-early-intervention-evidence-based-solutions/	The Task Force supports an EIS. However, this work is already well underway and thus does not constitute a useful recommendation. The EIS was recommended in 2020 by the Mayor's Fair and Impartial Policing Working Group and in February 2021, Council unanimously approved the Working Group's recommendations for adoption.
11 BPD Expand current Personnel and Training Bureau OR Create Quality Assurance and Training Bureau				Reject		Rejected, similar to the reason in item 8. The Task Force did not believe that additional investment in training would create the change needed to change police culture and the racial disparities that continue to persist in the city.
12 Transfer 5 officers and 2 civilian staff to new Quality Assurance and Training Bureau (p. 32)	No additional costs	N/A	Within six months of approval from City Council	Reject	Rejecting #12 above, so rejecting this related item, which is yet more additional training/QA cost.	
13 BPD provide semi-annual reports to public (p. 32)	internal re-organization can achieve this goal without additional costs	N/A	First Report should be issued by July 1, 2022	Accept with Conditions	1. Data should be available on a real-time basis, all the time. 2. Build a dashboard that is constantly updating.	Data should be provided to the community through a dashboard, in real-time. Reports can be helpful, and should be provided, in addition to real-time data.
14 Develop a Bay Area Progressive Police Academy (BAPPA) (p. 35)	An analysis of police academies throughout the Bay Area found that the cost per student range is roughly \$4,300 - \$4,600 per student, with a significant proportion of costs eligible for reimbursement through the Commission on Peace Officers Standards and Training (POST.) The development of the BAPPA would include certification through POST in order to satisfy State requirements. NICJR recommends that collaboration with Albany and potentially Oakland be explored.	Reduced BPD budget through eliminating patrol positions through attrition, revenue from partner law enforcement agencies	Launch two years after City Council approval	Reject	RPSTF is focused on reducing BPD spending, not increasing. 2. BAPPA is dependent on a great deal of inter-agency agreement, sharing and teamwork, which don't already exist. Would take many man-hours to get others on board, agree scope of work, convince all to start contributing. 3. Very high staff and overhead costs. 4. BPD regularly states they have top-notch training and sourcing for sworn and non-sworn personnel – it is not clear that a Berkeley-run academy would solve any hiring difficulties. 5. Instead of spending on this, RPSTF recommends spending on creating a Public Safety & Community Solutions Institute.	The Task Force recognizes that many cities are gearing up to provide a robust, expert non-police response to citizens in need, but that this type of workforce does not yet exist in a coordinated fashion. Berkeley can be in the vanguard of cities creating this workforce and expanding best-practice training beyond paid professionals and offering it to the general public, interested groups, students, and the like. The Public Safety & Community Solutions Institute can bring together crisis intervention and situation calming, triage, medical response, mental health response, peer counseling, city and county services offerings, case work, data capture, and follow up with compassionate, trauma-centered delivery. The Institute's trainings and coursework will be created by experts at Berkeley's SCU and the division of Mental Health, and tailored for other relevant audiences, e.g., BerkDOT. The Task Force feels this would be an exemplary area in which to spend time, money, and other resources to provide citizens with resources and support.
15 Increase diversity of BPD leadership (p. 36)				Accept with conditions	1. What is the plan for achieving diversity? 2. What are the numerical definitions of diversity?	The Task Force agreed that diversity in leadership alone would be insufficient to change an entire police culture. However, commissioners do acknowledge the importance of diversity and having responders who are from the city and the taskforce recommends making diversity a priority for all employees, including leadership.
16 Increase Standards for Field Training Officers (p. 36)				Needs more analysis	1. Need numbers about what % of officers have more than 2 complaints or 1 sustained complaint in a 12-month period? 2. How does race & gender data map with complaints data? 3. How do we assess whether implicit bias has played a role in complaint data figures?	
17 Revise BPD's Use of Force policies to limit any use of deadly force as a last resort to situations where a subject is clearly armed with a deadly weapon and is using a threatening to use the deadly weapon against another person	Training Costs	Savings from eliminating patrol positions through attrition	Within six months of approval from City Council	Reject	1. Use of Force policy was revised a year ago. Did NICJR read it and is this different than most recent version? 2. Use of Force policies are complex, making changes is a lengthy process. Shouldn't change what has been recently agreed upon without good reason.	This was rejected because this work has already been done and is covered by a different process and does not need to be duplicated in this process.

REINVEST

NICJR Recommendation	NICJR Estimated Cost & Explanation	NICJR Identified Funding Source	NICJR Timeline	Vote by Task Force	Reason for vote	Proposed Narrative Summary for report
18 Launch a guaranteed income pilot program (p. 37)	\$1,800,000	General Fund; federal funding already received or forthcoming from the Infrastructure Bill; or raised through philanthropy akin to the approach in other cities	Within six months of approval from Council	Accept with Conditions	<ol style="list-style-type: none"> 1. Strong support for the program 2. Addresses root causes 3. Strong preference for unconditional funds that puts trust in people to use the money as they see fit 4. Unclear who is responsible for administering pilot 5. Unclear how families will be selected 6. Informed by completed/ongoing pilots in Stockton, Fremont, Richmond, etc. 	Members strongly support this type of program and note that other communities have implemented these programs successfully. More information is needed to understand how families would be selected, and the city should consider whether other groups, like the AAPI or Indigenous community, should be included in this program.
19 Launch a community beautification employment program (p. 39)	\$1,250,000	5% of County Criminal Justice Realignment funds allocated to community services for Berkeley residents	Launch one year after approval from City Council	Accept with Conditions	<ol style="list-style-type: none"> 1. General support for employment programs 2. Current recommendation is specific to previously incarcerated folks, and funding source is based on that, and could be expanded to include other funding sources, and serve other communities e.g., youth, unhoused population 3. Remove the word beautification that is superficial 4. The program should be responsive to skills and talents of folks 5. Program could benefit from integrating professional development, pipeline to employment, especially folks who are generally left out of the workforce 6. Program should aim for goals and results that are transformative 	Members are very interested in increasing job skills and opportunities. However, programs should be centered around the interests of the target group. The Task Force therefore rejects the idea of simply a beautification program but fully supports programs that focus on professional development, and serve as a pipeline to employment, especially for those who face additional barriers like a criminal record. Any program should have the goal of being transformative.
20 Increase funding for CBOS in one of two ways: (1) increase grant amounts by 25%, or (2) create local government agency/ department (Department of Community Development) (p. 40)	\$25,605,492.50	Measure W funds, when the BPD's budget is gradually reduced; the infrastructure bill; and concerted efforts to increase philanthropic dollars	FY 22-23	Accept with conditions	<ol style="list-style-type: none"> 1. Unclear where the funding is coming from, some of it is coming from Measure W 2. Recommendation is too general, and funding of CBOS should be prioritized based on RPS goals and improving social determinants of health 3. Strong disagreement with approach that proposes across the board funding for CBOS 4. Preference for a recommendation that includes a new department could play a role in visioning and tracking of CBOS and funds, and oversee increased funding 	While members generally agree with increasing the capacity of community-based organizations as a way to improve public safety, funding should be targeted and focus on the goals set forth in the enabling legislation for reimagining public safety. Members also note that this recommendation does not explain where the additional funds would come from, as NICJR does not propose any layoffs to reduce the police budget. Members are very interested in creating a city division that could continue this work and focus on issues of equity.
21 Launch the Advance Peace Program	\$500,000	General Fund	Launch in first quarter of FY 2023, on going for at least 3 years	Recommendation was not in draft report, therefore task force did not vote	N/a	Appendix 6 provides a collection of resources on violence prevention programs. The task force informally voiced their support for these kinds of efforts repeatedly throughout their process.
Notes						
Grid is based on pages 39-40 of NICJR Final Report, titled Implementation Plan and the table on Pages 10-17 of the Task Force Final Report						
Recommendations highlighted in orange indicate items not listed on the grid in the NICJR Final Report						

Reimagining Public Safety Initiative Topic	Specific Task Force Recommendation	Task Force Rationale*	Budget Estimate	Request Additional staff analysis?
Traffic Law Enforcement & Traffic Safety	Review Transportation Laws, Fines and Fees to Promote Safety and Equity	Berkeley should conduct a full review of the Berkeley Municipal Code (BMC) and our structure of fines and fees as they relate to transportation. This review should specifically identify items that serve only to criminalize and penalize poverty or serve as pretext to target at-risk populations. Once reviewed, any identified items should be brought to City Council to either eliminate or revise. In cases when these BMC laws have State law equivalents, City Council should make clear that BPD should make enforcement of these State laws their lowest priority (i.e., decriminalize these behaviors).		Staff should identify the resources required to take this on. See additional comment regarding expanding the effort to look at civilianizing the resources
	Fully Fund the BerkDOT Planning Process	Given the size, scope, and ambition of the BerkDOT proposal, and given the fact that Berkeley is the first city in the nation to approach this topic, there is a substantial need to adequately fund the BerkDOT exploration and planning process. In comparison, the SCU planning process received \$185K, but SCU faces no legal challenges and has numerous models from around the country off which to build. To-date, the \$175K allocated to BerkDOT has funded some initial background research on free-standing departments of transportation and also a community engagement component around traffic safety and enforcement (a BerkDOT-specific citywide survey and listening sessions).	\$200,000	Staff confirm the budget required for the next phase.
	Move forward with the transfer of both collision analysis and school-crossing-guard management away from BPD and over to Public Works			
911 Call Processing & Alternative Calls-for-Service Systems	Adopt City Auditor's Recommendations for Call Processing and Dispatching of First Responders and Others Contained in Report, and Add 'Substance Use' to 911 Recommendations	These recommendations can provide 911 professionals with the basis for establishing systematic, consistent procedures and behavioral health call scripts that screen and divert mental health, substance use, and homelessness calls towards an alternative non-police response. In July 2022, 911 professionals will soon have the option to transfer mental health calls to a national hotline, so it is imperative to establish this process. These professionals can further avoid punitive measures resulting from policing, criminal legal, and incarcerations involvement whenever possible, particularly for diverse and marginalized groups of people who are extremely reluctant, avoid or do not use 911 for fear of a police response.		Request an update from BPD on the progress on implementing the Auditor's recommendations. Would like to better understand the steps required to add substance use to these recommendations
	Implement Specialized Care Unit (SCU): Alternative Non-Police Responder to Meet the Needs of People Experiencing Behavioral Health Challenges			
	Establish Crisis Stabilization Center to Meet the Needs of People Experiencing Behavioral Health Challenges and Further Implement A Comprehensive 24/7 Behavioral Health Crisis Response System	From Page 65 of task force report..."Crisis Stabilization Centers can serve as an alternative to using emergency departments and moreover, criminal legal and incarceration systems as a crisis response to individuals experiencing a behavioral health and/or substance use crisis in the community. They can receive referrals, walk-ins and first responder drop-offs. (SAMHSA, 2020; 22). SAMHSA has further defined minimum expectations to operate crisis receiving and stabilization services, including accepting all referrals, not requiring medical clearance, designing services for both mental health and substance use issues, being staffed (24/7/365) with multidisciplinary team capable of meeting the needs of individuals experiencing all levels of crisis (SAMHSA, 2020; 22).		Yes, Staff should review this recommendation and provide their input as to the best approach to establishing crisis stabilization center(s) in Berkeley, as well as realistic timeframe for doing so.
	Implement A Behavioral Health General Order for the Berkeley Police Department That Emphasizes Diversion Away from Policing Whenever Possible	"...an overarching, comprehensive Berkeley Police Department Behavioral Health General Order would potentially provide for streamlining the current orders and diverting as many people as possible away from policing and towards well-being services in the community." Full rationale on pages 67-68 of Task Force report		See comment. Staff should provide feedback on this approach and a timeline that this could be implemented
Gender-Violence Non-Police Response recommendations	Increase the capacity of community based-organizations. Fund 3-4 organizations to provide services and resources mentioned on page 223 of NICJR Final Report Packet	Providers report that existing resources are insufficient to meet the needs of Berkeley community members, especially for those who require more care and resources including people who are unhoused and people with complex mental health issues. A person seeking to leave an abusive relationship will likely need a range of services, including advocacy/case management; legal services for child custody, restraining order or other family law issue; and other support services like housing and childcare. To provide effective intervention in domestic violence cases, the City should fund long-term solutions. Solutions should include legal services, intensive case management to individuals with high needs, advocacy services in languages other than English, restorative justice programs, healing practices, and job training.	\$500,000	Staff should connect with authors to understand their recommendation and build on their outreach to inform funding. Additionally, staff should work with county partners to clarify which services should be provided by county vs the city.

Reimagining Public Safety Initiative Topic	Specific Task Force Recommendation	Task Force Rationale*	Budget Estimate	Request Additional staff analysis?
	Training and technical assistance for faith-based leaders	Many people turn to faith-based leaders for help. These leaders, like others, need training to understand the complexities of domestic violence, identify effective tools to create safe spaces for those seeking help, learn about existing domestic violence resources to refer people to, and help change cultural norms that perpetuate domestic violence. In California, domestic violence agencies have partnered with faith-based leaders to address domestic violence in their communities. Examples include A Safe Place[1] in Oakland, and Korean Family Services in Los Angeles[2]. The latter has trained over 1700 faith leaders in the last 10 years.	\$50,000	Staff should connect with authors to understand their recommendation and build on their outreach to inform funding.
	Provide services for people who cause harm	While survivor-centered services are essential, services for the person causing harm are also crucial to stopping gender-based violence. The City should invest in programs that target people who cause harm, including men and boys, to provide services and prevention efforts.	\$150,000	
	Prevention education for K-12 to provide, and coordinate prevention work	Breaking the cycle of violence requires changing cultural norms and practices that perpetuate violence and gender inequities. In addition to the recommendations related to intervention listed above, this subcommittee recommends additional funding for education for K-12 and to create peer-based models, when appropriate. Providers report that more education is needed to teach on toxic masculinity, consent, healthy relationships, and sex education, including sexual pleasure.	\$125,000	
Gender-Violence Poiiice Response recommendations	City Leadership to Host Regular Meetings and Coordinate Services	Having the City serve as lead will institutionalize these much-needed partnerships. These meetings would be especially important if a tiered response system is adopted by the City, as victims and survivors of crime will be captured in all tiers (e.g. domestic violence may be reported by a caller as a noise disturbance). During the first listening session, many of the providers noted that the listening session was the first time that they had been asked for their feedback. Establishing a forum would forge new and ongoing partnerships between the City and providers. For survivors of intimate partner violence, a coordinated community response serves as a protective factor against future violence.[1] Outreach should be done to ensure that BIPOC leaders are at the table.	In-kind from the City	Staff input on the resources required to lead these convenings
	Coordinate with Court and Other Law Enforcement to Implement New Firearm and Ammunition Surrender Laws	Local courts are required to notify law enforcement when the court has found that a person is in possession of a firearm or ammunition, in violation of a domestic violence restraining order. Law enforcement must take all necessary actions to obtain the identified firearms or ammunition	In-kind from the City	Request staff coordinate with the District Attorney as well as the courts
	Annually Update the Police Department's Domestic Violence Policies and Victim Resource Materials	California law frequently changes in the area of domestic violence. For example, during the 2021-2022 state legislative cycle, at least five bills passed that change the law for domestic violence restraining orders, including SB 320 noted above. Updating these procedures regularly and in coordination with providers, will ensure that policies reflect current laws and address community-based concerns.	in-kind from the City	
	Implement Regular Domestic Violence and Trauma-Informed Training for Officers, Dispatch, and Responders to 911 and Non-Emergency Calls	Providers report that victims and survivors seeking help from police often feel unheard and further traumatized by the experience with police. Examples include allowing other family members to speak or translate for the victim, when family members may be related to the abuser. This recommendation is consistent with NICJR's recommendation that the department increase its use of local community members to provide training.	\$5,000 for contracted speakers, in-kind from BPD	Staff input on budget and impacts to staffing
	Publish Victim Resources in Plain Language and Multiple Languages	Provides more access to people who have limited English proficiency, do not speak English, or have low literacy.	\$15,000 (one time investment with some funding needed to update resources)	
	Screen for Domestic Violence in All 911 and Non-Emergency Calls	This would lead to better data on the number of domestic violence cases the police and others respond to in the city. Noting the penal code or city ordinance section alone would not capture all domestic violence cases.	in-kind from all responding agencies	Staff input required to understand what screening protocols already exist and whether this would be a matter of training or program and curriculum development
	Assign A Female Officer to Interview, Examine, or Take Pictures of Alleged Victims at Victim's Request	This policy would acknowledge that some victims and survivors will feel uncomfortable with having a male officer examine or question them. This could result in the victim giving an incomplete statement (e.g. not disclosing sexual abuse or showing an injury) and further traumatize the victim.	In-kind from police department	How many female officers exist on the force? What policies or changes in staffing structure would be required to ensure a female officer is always available? Could this be handled by non-sworn personnel in a co-response model?
	Police Response to DV Calls Should be Accompanied by or Coordinated with DV Advocate	This practice is especially important in cases where there is a high risk of lethality, language or cultural barriers that could lead to miscommunication or further traumatization, and high needs cases where victim or family members require a number of services to achieve stability. Having a victim advocate present will help ensure that victims are heard and not further traumatized. Providers report that advocates sometimes must act as a safe middle person between the victim and police, to ensure that the victim is not mistreated or further traumatized by the interaction with police. This feedback is consistent with information gathered from the community engagement process where black residents spoke of the need for a safety ambassador to act as a bridge between the community and police (see page 40 of Summary of Findings report from Bright Research Group).	\$125,000 (two advocates at .5FTE)	Could this be accomplished by establishing an on-call contract with DV Advocates? Are there other places where this is done? What is staff's budget estimate for this? How can this be folded into a community responder CERN-type model?

Reimagining Public Safety Initiative Topic	Specific Task Force Recommendation	Task Force Rationale*	Budget Estimate	Request Additional staff analysis?
Disability & People with Behavioral Health Challenges (PEERS)	Include PEERS in Developing Behavioral Health Responses	PEERS indicated that the first and most important recommendation is outreach and inclusion of PEERS who have worked on behavioral health reforms since the 1990s, when this movement began. There are trained Peers who are invaluable to developing responses to behavioral health crises and supporting the transition to new systems of safety in Berkeley. PEERS are crucial for unpacking the scope and nature of behavioral health crises to provide a nuanced understanding, approach, and framework for responding with appropriate levels of care to people with behavioral health challenges in the community--particularly for a non-police crisis response like a Specialized Care Unit (SCU).		
	Sufficiently Fund Behavioral Health Respite Centers	Drop-in and wellness centers for people living with behavioral health challenges need sufficient funding and staff with full-time Peer Support Specialists where individuals experiencing non-threatening altered states and/or behavioral health crises can move through their crisis in a safe and supported state. It is further essential to have availability 24/7 and on holidays, and to involve PEERS in the transit from the behavioral health crisis to the Peer staffed drop-in/wellness center. Peer Navigators are also key to assisting people in navigating complex systems, including how to get appropriate services in the City of Berkeley and Alameda County.		Need to understand what sufficient funding entails to develop a clear budget request and explore outside funding to support this
	Have a Reconciliation Process with People with Behavioral Health Challenges and Police	There is a need for a reconciliation process with police, particularly as a response to traumatic experiences with police. A reconciliation process, as well as a restorative justice process, with people living with behavioral health challenges may help build trust and rapport with police officers in the future.		
	Clarify the Risk Assessment by Call Takers, Dispatchers, and Police for Behavioral Health	There is a need for clarification about how Public Dispatch Operators and the police use their discretion to make decisions about "public safety threats." It is not clear if the current protocol is designed to not only determine if someone is a "danger to themselves or others," or "gravely disabled" to meet the standard for a 5150 involuntary hold, and/or if the assessment offers a more nuanced evaluation for persons who do not meet this standard, particularly to assist with next steps in care if needed.		This feels directly tied to the SCU process, consider as part of implementation of SCU
	Improve De-Escalation Training for Police & Offer Public Education on Behavioral Health	There is a need for additional de-escalation training for law enforcement and public education about connecting with community members who interact with the world differently than they do—including using peers as part of training.		
	Account for Overlapping Systems of Care for People Living with Behavioral Health Challenges	There is a need to account for overlapping systems of care, including medical, behavioral health (mental health, substance use), social services, and other systems. Participants in the Peers Listening Session, who identify with homelessness, discussed how current systems are not set up in a way that enables long-term sustainable wellness of the behavioral health community.		Discuss with staff what this might entail.
	Further Research Recommendations (in report)			
LGBTQIA+ and Queer/Trans People	Develop Collaboration between LGBTQ+ Liaison for Berkeley Police Department and the Pacific Center for Human Growth	Currently, the LGBTQ+ liaison for the Berkeley Police Department has reviewed the LGBTQIA+ Listening Session Report and is working on a collaboration with the staff for the Pacific Center for Human Growth in order to address challenges in the community.		Confirm with staff what is already underway.
	Establish Partnership between the Division of Mental Health and the Pacific Center for Human Growth	There is a need for an established partnership between the Division of Mental Health for the City of Berkeley and the Pacific Center for Human Growth in order to ensure training and service delivery to LGBTQIA+ clients that are culturally safe and responsive. There is a need for collaboration among service providers to become more well-integrated with coordinated services tailored to meet client needs, including ones that are culturally safe and responsive.		Confirm with staff what is already underway.
	Increase Capacity for Behavioral Health Workers to Serve LGBTQIA+ Clients	There is a considerable need for behavioral health workers, such as clinicians, case managers, peer specialists, and peer navigators, who can directly guide LGBTQIA+ clients in navigating multiple systems—particularly given the shortage of case management services available from community-based organizations in Berkeley.		Confirm with staff what is already underway. Where could additional capacity be developed?
Addressing Underlying Causes of Inequity, Violence, and Crime	Develop a Training and Community Solutions Institute	This proposal from the RPSTF intends to build on the SCU/MACRO training foundations (once finalized – currently under development) and offer training appropriate for members of the general public, law enforcement, BerkDOT personnel, peers, students and those who need or want to respond constructively based on best practices. This proposal is suggested in place of the Progressive Police Academy in the NICJR final report. Training topics are listed in appendix 5 of the task force report on page 126.		Analyze at a future stage once SCU/MACRO is more developed.

Reimagining Public Safety Initiative Topic	Specific Task Force Recommendation	Task Force Rationale*	Budget Estimate	Request Additional staff analysis?
	Develop Community Violence Prevention Programs	Should the City of Berkeley decide to adopt or pilot a new Community Violence Prevention Program, we recommend it take the following steps to ensure its success: 1. Create opportunities for community members, leaders, youth and organizations to tap into this work with equitable compensation 2. Hiring of Credible & Trusted Responders 3. Transparency and Accountability 4. Allow Pilot Violence Prevention Programs to Grow		
	Support City Efforts to Establish the Office of Equity and Diversity 1. Develop the office in partnership with CBOs with listening sessions to inform office's direction/priorities 2. Integrate community oversight and community support body that works closely with the office in establishing community connections, evaluating the office's approach, and ensures ongoing success	The Re-Imagining Public Safety Task Force supports the City of Berkeley's efforts to establish an Office of Equity & Diversity. For too long, City Departments have had to independently monitor impact, disparities, and ongoing relationships with the community that have produced varying results. These inconsistencies can lead to severe impacts in services rendered, supports given to, and needs met of communities of color and additional diversity and marginalized groups. An adverse effect, especially in regard to language access, is that many Black, Immigrant, Latinx, and other voices of color will not view City Departments as a venue to air their concerns, lift up their needs, and much worse, as the valuable resource it aspires to be. This adverse impact is also true for additional diverse and vulnerable groups, including based on gender identity and expression, sexual orientation, physical and behavioral disabilities, and other diverse and marginalized groups. This proposed Office provides an opportunity to help centralize and embed equity and justice practices and frameworks into our City's infrastructure. The impacts of which would far extend beyond addressing disparities, forming partnerships with community organizations and leaders, among others. But perhaps the biggest impact will be seen as communities begin to trust and see City Departments as a resource for them – a Department that is accountable to them.		Support staff in generating a community advisory component to the development of the Office of Equity and Diversity
	Implement a Pilot Guaranteed Income Project	Ultimately, UBIs are not one-size-fits all. The City should review data available from similar programs in order to determine the size and scope of its program, e.g., target recipients, selection criteria and process, appropriate cash transfer size, project duration, and data tracking/ evaluation protocols.		
	Support the Police Accountability Board and Fair & Impartial Policing	We recommend that Council request PAB advice before making a policy decision to proceed toward surveillance technology acquisitions; mandate the BPD to collaborate with PAB on development of all significant General Orders or other policies; and support moves by the PAB to make it easier for people from historically marginalized communities to raise and pursue officer misconduct complaints.		
Addressing Community-Based Organizations' Capacity for Efficient Partnership in Reimagining Public Safety	Conduct Needs Assessment on CBO Capacity			
	Create Coordination and Communication Opportunities for CBO Staff	Specifically, provide opportunities and forums for CBO executive level staff to work more closely with each other. Coordination and common purpose help increase better use of resources. This will create opportunities to align outreach criteria, coordinate efforts, and centralize information obtained from the field.		
	Improve Referral Systems	The City and CBOS' should improve the system of referrals after intake and assessment with the intent to shepherd a consumer through the system and proactively assist in gathering all required documentation. This would lessen the load placed on the person seeking services and person of navigating through a complex and documentation-driven system while trying to survive one day at a time.		
	Remove City Funding System Inefficiencies and Duplication	Specific actions the City can take to decrease bureaucracy and increase efficiency include: a. More flexibility with funding contracts (e.g., higher threshold for requiring a contract amendment, providing administrative overhead that meets actual costs). b. Quarterly instead of monthly reporting. c. Increase baseline CBO salaries to improve their recruitment and retention.		

Reimagining Public Safety Initiative Topic	Specific Task Force Recommendation	Task Force Rationale*	Budget Estimate	Request Additional staff analysis?
	Develop Additional Metrics for Community-Based Organizations	The measure of success cannot be based just on the attainment of housing or jobs – multiple factors contribute to community stability and public safety, including social relationships, connection to resources, service participation/engagement, health/behavioral, health status, mindset, behaviors, and more. Additional metrics need to be developed that better evaluate the wellbeing of individuals, families, neighborhoods, and communities.		
	Help CBOS Enhance Their Funding	<ol style="list-style-type: none"> 1. Establish a small team led by the mayor, a council member, City Manager, service provider, homeless consumer, commission member, major donor, and community member to meet with all major foundations, corporations and other entities with significant resources. 2. Create an annual citywide fundraising campaign that would benefit all CBOS. 3. . Train staff. Areas identified by the CBOS include trauma informed care, motivational interviewing, cultural competence, and developing tools and skills so that our population is served with respect and staff have extensive knowledge about the availability of existing appropriate resources. Funding should be dedicated for training and require specific coursework around the aforementioned areas identified. 4. Gather feedback from Consumers 		
Notes	*Rationale was not consistently provided throughout the Task Force report. The language in the column reflects the Mayor's Office best effort to pull a descriptive paragraph for each recommendation from the report.			
	Sections highlighted in yellow did not make it into final task force report despite clear task force intention to include due to confusion in reconciling all documents and recommendations.			
	Sections highlighted in blue indicate the recommendation is a reiteration of a similar or existing recommendation that has already been made to City Council by staff, another comission or parallel process			

ALBUQUERQUE COMMUNITY SAFETY
CITY OF ALBUQUERQUE



ALBUQUERQUE COMMUNITY SAFETY DEPARTMENT
FY2022 ORGANIZATIONAL PLAN
DECEMBER 2021

Albuquerque Community Safety Department
City of Albuquerque, New Mexico

Published by the City of Albuquerque
December 2021, version 1

Content and Strategy
LEH Consulting Group, LLC
Albuquerque Community Safety Department

Design and Layout
Design5sixty4

Photography
Albuquerque Community Safety Department
Free ABQ Images

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ACKNOWLEDGEMENTS

This report is made possible by the countless contributions from a growing ACS staff, colleagues from across the City of Albuquerque, community members, community-based organizations, partners, and others. This is the first iteration of what will undoubtedly be an evolving journey for this new department, one we are grateful to travel alongside fellow first responders and the community we serve.

Contents

4	LETTER FROM MAYOR TIM KELLER
5	LETTER FROM THE DIRECTOR
6	OUR ROLE
7	Why does Albuquerque need ACS?
8	How was ACS created?
9	Where does ACS fit in the public safety system
10	OUR DEPARTMENT
11	What is the ACS vision for Albuquerque and the department's mission to get there?
12	What are ACS's values as a department?
13	How does ACS put community at the center of decision-making?
14	What is the FY2022 ACS Budget?
15	What is ACS's organizational structure?
16	OUR RESPONSE
17	Who are ACS responders?
22	How are we training ACS responders:
23	How is ACS dispatched?
24	What calls will ACS respond to?
25	How are we keeping our responders safe?
26	How will ACS collect data and track impact?
27	OUR GOALS
29	Goal Area 1: Respond
30	Goal Area 2: Build
31	Goal Area 3: Engage
32	Goal Area 4: Influence
33	GET CONNECTED
35	APPENDIX

Letter from Mayor Tim Keller

On September 1, 2021, the Albuquerque Community Safety (ACS) department began serving our community and making a transformative impact.

A day with ACS first responders can look like many things: safely de-escalating a behavioral health crisis, helping a family and a landlord navigate a housing dispute to avoid eviction, getting treatment to an individual wrestling with substance abuse, connecting an unhoused community member living in an arroyo with the shelter and resources they need, checking on an abandoned vehicle, or talking someone in distress down from self-harm or suicide.

With each call trained behavioral health and community responders take, we are strengthening our entire public safety system. We are relieving pressure on police and fire, allowing officers to focus on addressing violent crime calls, and freeing up our EMTs to quickly respond to urgent, life-threatening situations. With ACS as a third branch of 911, we are now better equipped than ever to provide the right response to those in need.

The origin of this department, the nation's first cabinet-level department of its kind, extends back to when our administration first walked into office. It starts with programs we began piloting in 2018 to send Albuquerque Fire Rescue responders to a segment of non-violent calls that police had been handling, and with our work to decriminalize symptoms of poverty, addiction, and behavioral health issues. But above all, we gained the political will to launch ACS because of the movement for racial justice that surged following the murder of George Floyd. That powerful call to do things differently changed everything. ACS is a new approach to how we respond to distress in communities and get folks the services that are needed in that moment and for the long term. It's a trauma-informed public health response built in partnership with our community. Through a real reimagining of public safety and a reckoning with legacies of trauma and institutionalized racism, we can begin making the history that will bring our communities closer together.

I am encouraged by the progress that ACS is making as I work with our inaugural Director Mariela Ruiz-Angel, Deputy Directors D'Albert Hall and Jasmine Desiderio, and with the new class of first responders. We are moving forward with humility, understanding that we are building this approach from the ground up. We look forward to ACS's evolution as we launch this effort to send the right response at the right time in our community.



Timothy Keller

Mayor Tim Keller



Letter from the Director

The City of Albuquerque's Community Safety Department (ACS) is proud to provide our first organizational plan as the City's next step toward reimagining public safety. We are a new component of the City's public safety response. When 911 dispatchers answer calls involving mental health, addiction, or other public health issues, they will send our mental health professionals along with or instead of paramedics, firefighters, and police officers. ACS will also respond to calls like reports of abandoned vehicles that do not require a police officer, firefighter or paramedic.

ACS is the first municipal agency in New Mexico created as a peer with the municipal police and fire departments. ACS first responders have the training and resources to step in when someone is experiencing a mental health, addiction or housing crisis to get the person connected with the right resources. Our work will alleviate pressure on police and fire units and maximize resources dedicated to public safety.

This plan reflects more than a year of research, discussion and planning with a wide range of experts and community members to understand the needs and gaps in public safety. A cornerstone of our effort to design ACS has been engaging with the community, including meetings with residents from Albuquerque neighborhoods hit hardest by violence and economic disparity and a communitywide survey.

We know the work has just begun. As our teams hit the streets, we are driven by a shared vision with our fellow first responders of a public safety system that ensures a purposeful, humane, and appropriate response. We also know there is so much more for us to learn. We are working hard to define our impact in, with, and for the community. Expect to hear more about that work over the next year. We are grateful for ongoing community engagement as we improve our approach with every call, every response, and every conversation.

We are grateful to the thousands of people who have already contributed their time, insights, and feedback you will see reflected in the pages to come. We invite you to explore this report and engage with us as we continue to work toward a safer Albuquerque for everyone.



Mariela Ruiz-Angel
September 2021





OUR ROLE

ISSUES BY THE NUMBERS

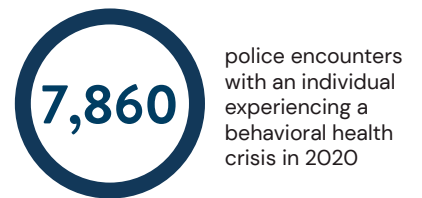
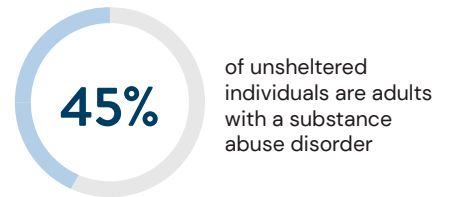
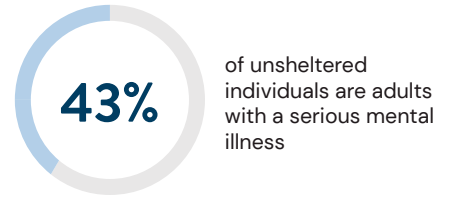
Why does Albuquerque need ACS?

Albuquerque faces serious public safety issues in addition to crime that include homelessness, mental health, and drug addiction challenges.

According to the federal Substance Abuse and Mental Health Services Administration (SAMHSA), nearly one in five people 12 years of age or older in the Albuquerque metro area report using any illicit drug in the past year, outpacing both state and national averages.¹ SAMHSA also reports that more than one in five adults aged 18 or older in Bernalillo County reported any mental illness in the past year based on annual survey averages from 2016–2018, and nearly 15 percent reported receiving mental health services in the past year.² The 2021 Point in Time Count showed that the number of people experiencing homelessness in Albuquerque has been steadily increasing since 2013, with 1,567 counted in this year’s report.³ Many unsheltered individuals are adults with a serious mental illness and/or substance use disorder.

Albuquerque Police Department (APD) officers and Albuquerque Fire Rescue (AFR) responders interact frequently with people experiencing these issues. Though not accounting for all mental health calls, APD officers recorded 8,510 encounters with an individual experiencing a behavioral health crisis in 2019 and 7,860 in 2020. Statewide, the New Mexico Sentencing Commission reports that one in five contacts in 2020 with law enforcement were with a homeless individual.⁴ Moreover, in fiscal year 2020 (FY2020), AFR and Metro Security responded to 9,514 “down and out” calls in which a person was unresponsive on the ground or seemingly intoxicated. Beyond mental health, in FY2021, there were 1,326 311 calls for needle pickups and 13,075 311 and 911 calls for abandoned vehicles, neither of which need police or fire response.

This demonstrates a need for trained and licensed professionals with experience or education in addressing these issues to take on these calls. An internal review found that of the nearly 200,000 annual APD calls for service involving these issues, nearly one in five may be appropriately handled through an alternative response. Redirecting these calls will reduce call volume for police and fire responders, allow police officers to spend more time tackling violent crime, free up fire units to immediately address life-threatening situations, and ensure a first responder can spend the necessary time to address the issue.



¹ Source: <https://www.samhsa.gov/data/sites/default/files/NSDUHMetroBriefReports/NSDUHMetroBriefReports/NSDUH-Metro-Albuquerque.pdf>

² Source: <https://www.samhsa.gov/data/report/2016-2018-nsduh-substate-region-estimates-tables>

³ Source: 2021 New Mexico Coalition to End Homelessness [Point-In-Time Count](#)

⁴ Source: 2020 Databook, 1/1/20–12/31/20, New Mexico Sentencing Commission.

How was ACS created?

Mayor Tim Keller's administration convened a public safety group three years ago to discuss and research a myriad of issues, from interrupting cycles of violence through diversion programs to decriminalizing our response to mental health, homelessness, and addiction.

Community feedback reflected overwhelming support for an ACS-style model.

The group includes police, fire, social service departments, code enforcement, transit, solid waste, the Office of Civil Rights, and the Office of Equity and Inclusion. From the group's work, the City has implemented pilots and programs, including the Safe Handling and Routing of Paraphernalia (SHARP) program that cleans up improperly disposed of needles and syringes around the City, and the dispatching of Metro Security officers to respond to "down and out" calls.

Building from that work and learning from early successes, Mayor Keller announced in summer 2020 plans to create ACS to serve as an additional branch of the City of Albuquerque's public safety system alongside police and fire. ACS will offer the appropriate response to calls involving non-violent, non-medical mental behavioral health, substance use, homelessness issues, and other responses that do not require a paramedic or police officer. In the year between the announcement and ACS's launch, the City developed a plan for launching this third branch of the public safety system by researching relevant models and running a community engagement campaign.

With the onset of COVID-19 in 2020, the City replaced in-person engagement with virtual meetings to educate, inform, and gather input on our strategic planning. The City hosted seven virtual sessions of 45 participants representing more than 25 key community stakeholder groups. The City also involved the Mental Health Response Advisory Committee (MHRAC) and presented policies and training plans to MHRAC, which has been working with APD for many years. The City also conducted a community survey and received 2,858 responses. Community feedback reflected overwhelming support for an ACS-style model. Community experts provided crucial input on the look and feel of ACS as well as specific policy and training recommendations. Community members were excited to be included in the solution. One said:

“As a community mental health provider, I look forward to seeing how this department shapes up and am hopeful that the City collaborates and integrates behavioral health care providers into the system at large.”

Following these sessions, the City has been in continual discussion with community leaders and experts as well as participated in national-level forums, sprints, and working groups involving municipalities engaging in similar work. You can read more about the community engagement process and the feedback the City collected in the [ACS Community Engagement Report](#) available on our website.



Where does ACS fit in the public safety system?

The Keller Administration made ACS a cabinet-level department, allowing it to operate independently from and in collaboration with APD and AFR.

What makes ACS different is our use of a public health model with a non-law enforcement-led response. ACS allows 911 dispatch to send trained professionals with backgrounds in behavioral and mental health and social services to non-violent and non-medical calls. The goal is to deliver the right response at the right time and to improve access to the broad range of social services from government and community-based organizations.

Albuquerque’s First Responder System



Law enforcement and violent/life-threatening situations



Non-violent, non-medical mental behavioral health, substance use, and homelessness issues, and other responses that do not require a paramedic or police officer



Fire and emergency medical needs

ACS responders will use motivational interviewing, crisis intervention, de-escalation, cultural healing, and other proven strategies to address needs. ACS will also address calls that do not require a behavioral health background, such as needle pickup and abandoned vehicles. ACS responders do not make arrests or issue citations, instead connecting individuals and families to services and resources in the community.



OUR DEPARTMENT

Through community feedback, partner input, and expert voices, ACS crafted an organizational design and culture focused on delivering the right response at the right time.



What is the ACS vision for Albuquerque and the department's mission to get there?

Mission: To make Albuquerque safer by providing a holistic, empathetic, and informed response to behavioral, mental health-related and other 911 calls that do not require a police officer, firefighter or paramedic, such as homelessness, minor injury and non-injury calls for service. Responses are personalized to the needs of the individual, family, and community so that ACS can bring the right response at the right time.

Vision: A safe and inclusive city in which any person can call for help and get a purposeful, humane, and appropriate response.



Creating a “new normal” for our community’s public safety response system.

What are ACS's values as a department?

Introducing our WE CARE model:

Our values guide the decisions we make as individuals and as a team. The inspiration for this value system came from two places. First, we asked the community during our engagement campaign what values our responders and our department should embody. Second, we reflected as a team on what core concepts should anchor us. From this, the WE CARE model was born. The fingerprints of these values will be found everywhere, from the goals we set for ourselves to the training we provide our staff to the interactions we have with the community.



Well-being and safety

Take every measure possible to ensure the safety and well-being of all residents of our city.



Empathy

Take the time to listen to others and recognize their unique experience.



Community at the center

Put community and partners at the center of all we do.



Accountability

Have the courage to learn from mistakes.



Respect and dignity

Meet people where they are, and treat them how they want to be treated



Equity

Lift the voices of all people in our community

How does ACS put community at the center of decision-making?

ACS began as a community-led initiative, and we are dedicated to keeping community voices at the forefront of our decision-making processes. Early on, we formed an ACS Planning Committee comprised of community leaders and experts to guide us through critical decisions, provide insight on challenges we face, and help us grow as we examine our progress. With ACS's launch, the ACS Planning Committee will expand to include additional members and transition into an ACS Steering Committee to provide long-term guidance. The table lists the members of our original committee.

PLANNING COMMITTEE

Sarita Nair

City of Albuquerque (COA)
Chief Administrative Officer,
Co-Chair

Chris Melendrez

COA Council Services
Director, Co-Chair

Matt Dietzel

Albuquerque Police Department
Lieutenant, Member

Emily Jaramillo

Albuquerque Fire & Rescue
Department
Deputy Chief of Emergency
Services, Member

Ellen Braden

COA Family & Community
Services
Division Manager, Member

Dave Mowery

COA, ADAPT Program
Deputy Fire Chief, Member

Mariela Ruiz-Angel

Albuquerque Community Safety
Department
Director, Member

Lawrence Davis

COA Budget Office
Budget Officer, Member

Charlie E. Verploegh, PhD

Bernalillo County Department
of Behavioral Health Services,
Assistant Director, Member

Jim Harvey

Peace and Justice Center
Member

Joshua Reeves

COA Performance & Innovation
Office
Process Transformation
Specialist, Member

Tonya Covington

Rapid Accountability Diversion
(RAD) Program
Program Manager

Nick Costales

State Juvenile Justice Services
Deputy Director, Member

KC Quirk

Highlands University
Instructor, Member

Dr. Christina Duran

Highlands University
Dean of Social Work, Member

Alexandria Taylor

NM Coalition of Sexual Assault
Programs
Deputy Director, Member

Erika Wilson

APD Emergency Comm. Center
Manager, Member

Maxwell Kauffman

LOPD Mental Health,
Mental Health Attorney, Member

Carlene Miller

LOPD
Mental Health Attorney, Member

Enrique Cardiel

BernCo Community Health
Council
Executive Director, Member

Isaiah Curtis

First Nations
Street Outreach

Mika Tari

National Association of Social
workers NMSU
Executive Director, Member

Jordan Vargas

City of Albuquerque
ADA Coordinator, Member

Rosa Gallegos-Samora

Therapist, Member

Kevin Sourisseau

Mayor's Office,
Associate CAO, Member

We are also developing an ongoing community engagement process and feedback system in order to keep community members informed, solicit ongoing feedback and questions, and provide answers and updates. ACS is launching in uncharted territory, and we will be looking to the community to tell us what is working and where we need to improve.

What is our FY2022 Budget?

FY2022 GENERAL FUND BUDGET:

\$7,730,00 FOR 61 POSITIONS

This is a \$4.4 million increase from FY2021 that includes \$3.2 million for 43 additional full-time equivalent positions consisting of behavioral health responders, community response team members, and administrative staff, as well as \$1.2 million for operational expenses. Other increases include an additional \$250,000 for contractual services, and \$40,000 for outreach communication. As a start-up department, a larger proportion of budget was needed for equipment than usual. As the department scales up in FY2023, we expect this to remain the case, with the share of budget going to personnel and operations normalizing in FY2024.

The following is a comparison of the FY2021 and FY2022 budgets:

FY/22 ALBUQUERQUE COMMUNITY SAFETY DEPARTMENT	
Wages: Funding for 61 Positions (43 New Positions added in FY/22)	5,128,973.00
Utilities: Telephone	17,985.00
Operating: Contractual, Outside Vehicle Maintenance, Training, Equipment, and Supplies	2,020,642.00
Capital: Vehicles and other Capital Items	570,000.00
Maintenance: City Provided Vehicle Maintenance	4,400.00
Grand Total	7,742,000.00
FY/21 ALBUQUERQUE COMMUNITY SAFETY DEPARTMENT	
Wages: Funding for 18 Positions	1,201,206.00
Utilities: Telephone	4,400.00
Operating: Contractual, Vehicle Maintenance, Training, Equipment, and Supplies	1,265,394.00
Grand Total	2,471,000.00

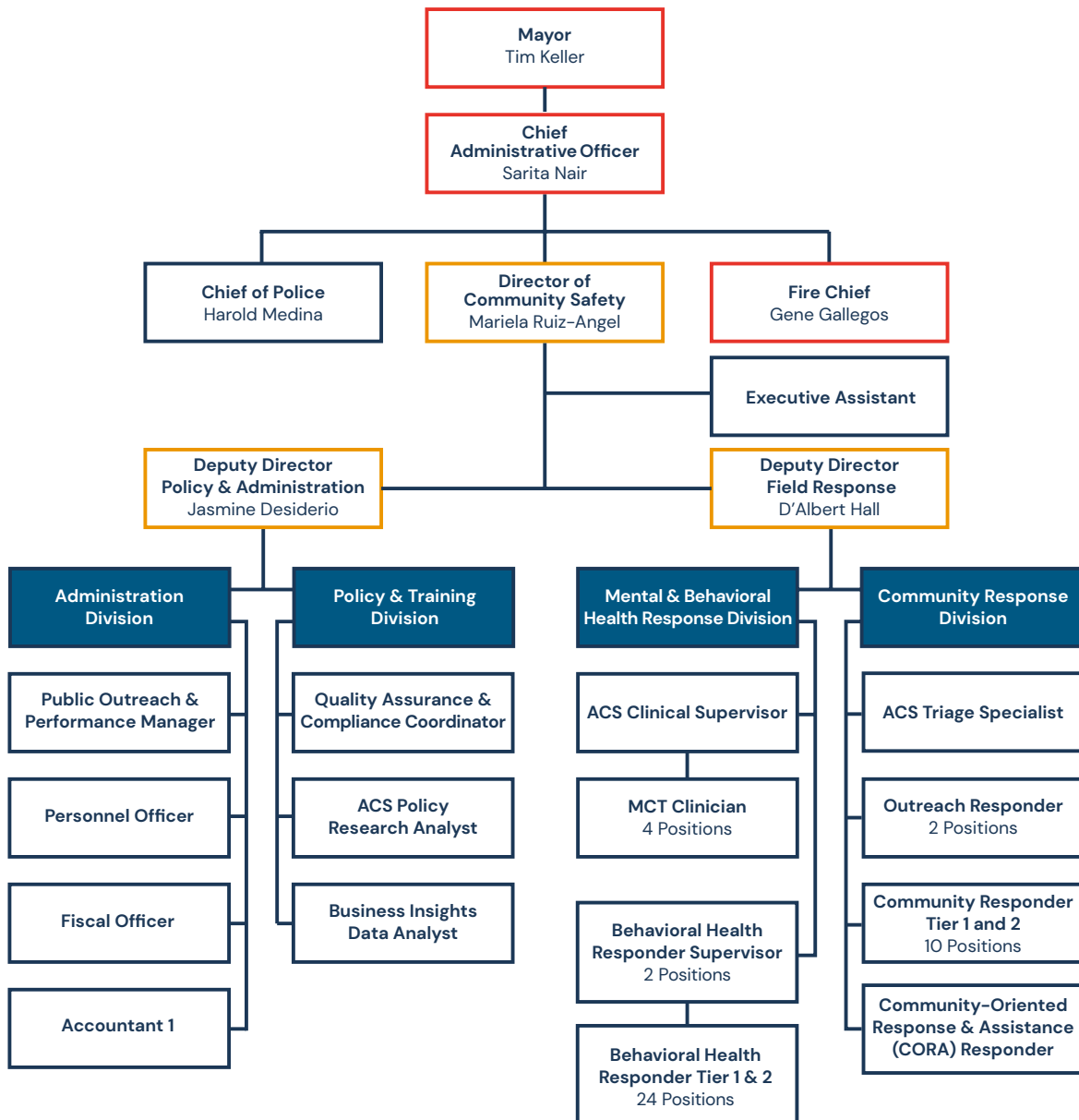


What is ACS's Organizational Structure?

The following organizational chart reflects our focus on field response with robust policy and administrative services to support our first responders. ACS reports directly to the City's Chief Administrative Officer.



ALBUQUERQUE COMMUNITY SAFETY | FY2022 ORGANIZATIONAL CHART





OUR RESPONSE

Who Are Our Responders?

Behavioral Health Response Division

Improving behavioral health outcomes for Albuquerque residents experiencing mental health issues is central to improving community safety. ACS's behavioral health response is designed to meet the needs of people across a spectrum of mental health needs, from crisis intervention to less urgent calls for support from people who need help accessing services. Having our responders in the field will further the City's effort to decriminalize mental health issues and ensure all calls for service can be addressed properly and quickly.

ACS's behavioral health response is designed to meet the needs of people across a spectrum of mental health needs.

Mobile Crisis Team (MCT) Clinicians

What they do: An MCT Clinician is an independently licensed mental health professional who works in a team with a uniformed law enforcement officer. MCTs co-respond to high-acuity mental and behavioral health emergencies. MCT clinicians provide professional behavioral health services to, de-escalate crises involving, and link individuals who are experiencing mental health emergencies to appropriate services in the community.

Why we created them: MCTs have been in the field since February 2018. Historically, MCT clinicians were employees of an agency that contracted with APD and the Bernalillo County Sheriff's Office (BCSO). APD and BCSO each had four teams. Between February 2018 and March 2020, MCTs were dispatched to almost 5,000 calls. Many of the people assisted had diagnosed mental health issues, including 13% with diagnosed schizophrenia spectrum disorder and 38% having



multiple diagnoses. Properly addressing these crises also takes time; an average MCT call lasts 75 minutes. MCTs are able to take the time and provide the necessary expertise to ensure the best possible outcome for these calls. To make this effort permanent, ACS hired the four clinicians working with APD as City employees. By bringing these clinicians in-house, ACS has created a more robust community of practice and tightened lines of communication and data sharing.

Profile: John

John was born and raised in Albuquerque and has a Master of Science in Mental Health Counseling. He is a Licensed Professional Clinical Counselor (LPCC) in the state of New Mexico and has counseling experience ranging from school-based therapy for children to substance abuse counseling and group therapy. John has also conducted suicide assessments for Albuquerque Public Schools and is a member of the New Mexico Counseling and Therapy Practice Board.



Behavioral Health Responders (BHRs)

What they do: BHRs respond in person, generally in pairs, or by phone to requests for assistance with individuals experiencing issues with mental and behavioral health, inebriation, homelessness, addiction, chronic mental illness as well as other issues that do not require police, fire or EMS response. These responders have education and experience in fields that include social work, counseling, social services, health, and peer support, often having extensive familiarity with the resources and services available in our community. They focus on addressing any immediate crisis then connecting individuals to the services they need.

Why we created them: APD officers frequently respond to calls involving mental and behavioral health, inebriation, homelessness, addiction, and chronic mental illness. In 2020 alone, there were 190,000 calls under these categories. Officers also recorded 3,661 transports to Presbyterian Kaseman Hospital or UNM Hospital for mental health services and 2,306 documented instances of individuals diagnosed

with schizophrenia or bipolar disorder. There is a clear need for first responders with the training and experience to take many of these calls off the shoulders of police officers. Of the roughly 16,000 calls per month in these categories, around 3,000 would be appropriate for BHR response. BHRs will respond to calls that often wait hours for officers so people can get the help they need, freeing up officers to focus on crime and violent or life-threatening situations.

Profile: Jenny

Jenny grew up in Zuni Pueblo and holds a Bachelor of Science in Healthcare Administration. She worked for five years as a Certified Nursing Assistant before spending over 10 years in healthcare administration, primarily at Presbyterian Hospital. Jenny comes to ACS from Ambercare Hospice where she was the We Honor Veterans Coordinator.



Community Response Division

ACS is a community-centered agency dedicated to improving the health and well-being of our fellow Albuquerque residents. Our community response focuses on homelessness, minor injury and non-injury calls for service, and community healing. We will also address needle pickup requests and abandoned vehicles as part of a comprehensive response to community health.

Street Outreach and Resource Responders

What they do: This team will provide street outreach in coordination with other City departments and community-based organizations to individuals experiencing homelessness in encampments; conduct in-person assessments; and assist with screening, organizing and prioritizing reports regarding homeless encampments. This team will focus on connecting individuals to long-term services.

Why we created them: The City's Family and Community Services (FCS) Department has employed an encampments team since March

2019 to provide street outreach and enforce City code regarding encampments. In FY2021 alone, there were more than 2,400 requests for assistance related to homelessness and encampments that were addressed by this team. By focusing on connecting to services, ACS's street outreach team will increase the City's capacity to respond to these situations and help people get the services they need before enforcement action is needed.

Profile: Deidre

Deidre has a Bachelor of Arts in Native American studies and worked for six years as a Keresan language curriculum developer for the Santa Ana Pueblo. She has dedicated her life to being a liaison and advocate for Native Americans in our community, including doing case management for Native American constituents under the City's Office of Equity & Inclusion.



Community Responders

What they do: Community responders will respond to minor injuries or incapacitation, abandoned vehicles, non-injury accidents, needle pickups, or other calls for service in the community.

Why we created them: The City has previously piloted ways to divert calls from police and fire and free up resources. One of those programs was the Wellness Check Program. Since December 2018, AFR has dispatched City Metro Security Division officers to wellness check or “down and out” calls that would normally go to AFR. These calls often involve a person who is laying on the ground in public view. These calls usually do not warrant the standard AFR response of a four-person engine and an ambulance, and having someone else triage the situation first is a more productive approach. Metro Security has responded to 3,648 calls since December 2018, saving the city approximately \$284,000. Expanding upon this success, ACS Community Responders will serve a similar function and respond to lower-priority calls, including wellness checks that do not indicate a potential for violence.

Community-Oriented Response Assistance (CORA) Responders

What they do: The CORA team is a multidisciplinary group of first responders and mental health professionals who organize outreach to communities affected by tragedy and violence in Albuquerque. ACS's CORA Responder coordinates the outreach effort, reaching out to community leaders and organizing meetings or finding alternative methods of connection. They provide education on grief and trauma, guide individuals through what they can expect while processing the event, and connect people to mental health providers and other resources.

Why we created them: Albuquerque communities have long been dealing with traumatic events, such as homicides, suicides, child deaths, and other incidents of violence. From January 2019 to July 2020 alone, there were nearly 1,300 suicides and suicide attempts in Albuquerque. The City recognized that responding to these events shouldn't just stop at the immediate crisis. These communities often need support and help figuring out how to heal and move forward. Modeling after similar efforts elsewhere in the country, the City's police, fire, and family and community services departments started organizing CORA responses in March 2019. By creating an ACS CORA Responder, we aim to centralize these organization efforts and further bolster the continuum of service we provide community members experiencing a broad range of mental and behavioral health issues.

Profile: Lynae

Lynae was born and raised in Albuquerque. She has over 10 years of experience in violence prevention and youth development and mentoring. Lynae comes to ACS from Youth Development, Inc., where she was the Violence Prevention Coordinator.



How Are We Training Our Responders?

In addition to the education and credentials ACS responders bring to the department, ACS will provide comprehensive training through partners to support responders in the field. The following are training areas and examples for each.



NEW CITY EMPLOYEE

- New employee orientation
- City policies
- Data fidelity

SAFETY

- Scene safety
- First aid
- Radio etiquette

SERVING THE INDIVIDUAL

- Crisis intervention
- Motivational interviewing

COMMUNITY INVOLVEMENT

- Implicit bias
- Cultural sensitivity
- Working with partners

¹ More detailed information about the training curriculum is available on our [website](#)

How is ACS dispatched?

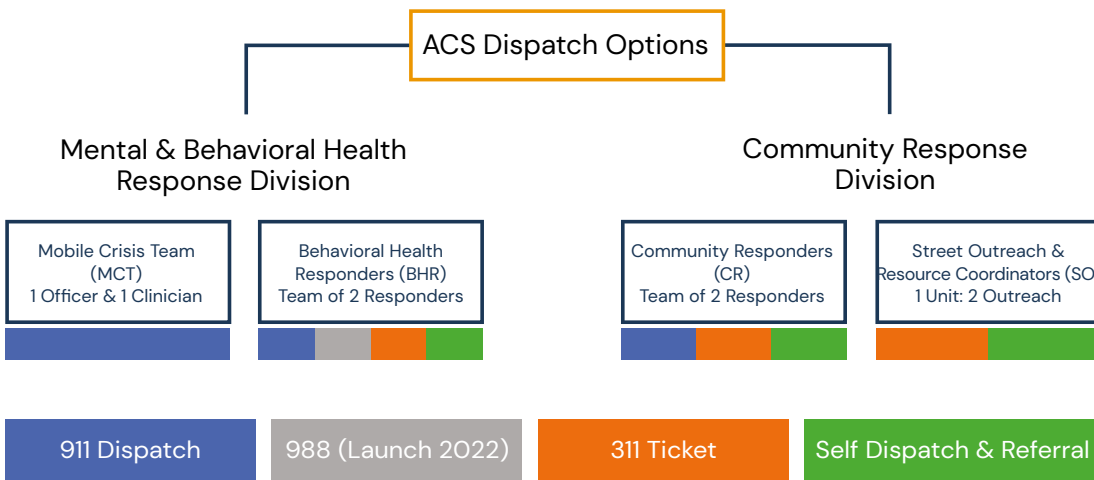
When calls are made, 911 operators gather critical information while keeping callers calm and safe. These operators determine if the call requires a police, fire, or community safety response and relay it to the corresponding dispatch system. ACS units will be dispatched via AFR's dispatch system

YOU CAN GET AN ACS RESPONSE

Monday through Sunday from 7 a.m. – 10 p.m. Call **911** for **non-violent, non-medical emergencies** or **311** for **non-emergencies**.



While responding to 911 calls is our primary focus, ACS responders will be dispatched through additional methods, including referrals, self-dispatch, and 311 tickets. ACS will also respond to calls from 988, the national behavioral health crisis hotline, when it launches in 2022. The figure below illustrates dispatch methods for each type of responder unit.



As of September 2021, ACS units are in the field and responding to 911 calls. As we continue to hire more responders, our aim to reach 24-hour/ seven-days-a-week coverage by early 2022.

What calls will ACS respond to?

911 operators prioritize calls for service on a 1–5 scale (A through E for AFR), 1 (or E for AFR) being the highest priority based on severity of a crime or level of acuity (intensity or urgency) of the emergency. APD, AFR, and ACS collaborated to determine the call types most appropriate for ACS responders. ACS will respond to lower-acuity calls within those call types. Calls that are routed to ACS responders will be assigned an ACS call type and an ACS priority level (1–3). For example, ACS might respond to a call that would be a Priority 3 for APD, but that call might be a Priority 1 for ACS.

The table below outlines the call types ACS will respond to, the associated APD or AFR code, how ACS will re-prioritize them, and provides a description.

ACS CALL DEFINITIONS

Call Description	Existing APD/AFR Call Type	Assigned ACS Call Type	Priority
BHR: Behavioral Health Responders			
Suicide	APD: 10–43–1	CSSUIC	1
Behavioral health issue	APD: 10–40	CSBH	1
Disturbance	APD: 10–39	CSD	1
Suspicious/intoxicated subject	APD: 10–31D/31S/31	CSSP	2
Wellness check	AFR: 32B	CSWELF	2
Panhandler	AFR: 10–39–5	CSPH	3
Welfare check	AFR: 10–10–0	CSWC	3
Message for delivery	AFR: 10–51	CSMD	3
CR: Community Responders (Dispatched by AFR Alarm Room; Triaged by 311)			
Wellness check	AFR: 32B	CSWELF	1
Abandoned vehicle	APD: 24	CSAV	2
Abandoned vehicle	311 Ticket	CSAV	3
Needles	311 Ticket	CSPU	3
SO: Street Outreach and Resource Coordinators (Triaged by FCS and 311; Not Dispatched by AFR Alarm Room)			
Unsheltered individual	311 Ticket	CSUI	1
Needles	311 Ticket	CSPU	1
Mobile Crisis Team (MCT): ACS call types do not apply to MCT clinicians. This team will respond to all high-acuity behavioral health related calls with a sworn officer. These units are dispatch by APD only.			
Community-Oriented Response and Assistance (CORA): ACS call types do not apply to CORA. These ACS responders will organize outreach to communicate affected by tragedy and violence in Albuquerque.			

How are we keeping our responders safe?

Our Responders' safety is our top priority, and we have taken several steps to engrain safety into our everyday practices.

ACS Responders are trained by APD and AFR on scene safety.

The right calls: The call types ACS Responders take were carefully selected to consider not only which situations called for their expertise but whether it was safe enough to respond without police presence. 911 operators are trained to properly screen calls for ACS, APD, and AFR. Our Responders are only dispatched if the call indicates no immediate threat or danger. Alternatively, APD officers have the ability to request ACS after they have secured the scene.

Safety in numbers: ACS Responders do not go to calls alone. Our Responders generally take calls in pairs, and our MCT clinicians who respond to potentially dangerous situations co-respond with uniformed Crisis Intervention Unit police officers.

Policy and training: Responders receive extensive de-escalation training, and, if an individual shows any sign of aggression or resistance, Responders are instructed to leave the scene. [ACS policies and procedures](#) lay out how Responders should react if they ever encounter potentially violent situations as well as how to prevent those situations. ACS Responders are also trained by APD and AFR on scene safety and how to identify other indicators that police backup is warranted.

Constant communication: ACS Responders have multiple means of communication available depending on the need. Primarily, they are tapped into the same radio dispatch system as other first responders and are able to request backup at any time. Their radios have an [emergency button](#) that will automatically request a rapid police response if they are unable to talk. Second, the dispatch system allows dispatchers and ACS administrative staff to see the location each unit is responding to and their status on that call. Third, each Responder is assigned a cell phone and is encouraged to call their supervisor for any assistance or guidance on a call. Fourth, Responders have a weekly debrief session where they address any challenges or concerns that may require an improvement to standard practices.

How will ACS collect data and track impact?

ACS is focused on developing a robust and respectful data-collection system. Information recorded for each call and each interaction will not only help ACS monitor progress against goals and outcomes, but it will also help us understand how we can have a positive impact in the community. ACS recognizes that the needs of those we serve are often complex, and we intend to document our work as much as possible.

ACS will follow an informed consent approach for data collection so anyone served by ACS understands what information is being collected, why it is being collected and where the information will go. The data will help highlight root causes of public safety issues and gaps in ACS services, enabling ACS to become a catalyst for larger change in the public safety and public health systems.

We heard from community that individuals' personal information collected by ACS should not be accessible to law enforcement. As such, while ACS will utilize APD's records management system for data security and call outcome tracking, ACS will have its own separate forms that restrict access to only ACS staff.

ACS is focused on developing a robust and respectful data-collection system.





OUR GOALS

ACS has a clear and critical focus as the newest branch of the City's 911 response – to respond, build, engage, and influence.

Our goal is to move with intention and urgency in service of a shared vision among all first responders to create a safe and inclusive city by providing a purposeful, humane, and appropriate response. As we launch our field work, we will be flexible and agile, making changes to this plan as needed with input from the community.



"I became a Behavioral Health Responder to help people who are often overlooked or forgotten, who don't have anyone they can count on or talk to for support; to guide someone through what may be the toughest day of their life. I want to bridge the gaps within a broken system; to support the community in whatever way possible."

Walter, Behavioral Health Responder

GOAL AREA 1: RESPOND

Goal statement: Increase public safety by providing a holistic and trauma-informed response to calls for service.

Objectives:

1. Employ a diverse, experienced, and community-centered cohort of responders.
2. Implement a robust person- and community-centered training plan that provides staff with essential skills, best practices, and resources with which to serve the public.
3. Respond effectively to all ACS calls for service.
4. Increase linkages to appropriate stabilization and recovery services as part of providing holistic responses to calls for service.

Strategies:

1. Collaborate with the community to create a diverse and equitable staff recruitment campaign.
2. Design a hiring process that removes barriers to entry and values lived experience.
3. Identify evidence-based and strengths-based training that is relevant to the needs of Albuquerque's diverse populations and specific challenges.
4. Integrate ACS into the 911 dispatch system.
5. Respond to calls for service that historically do not need a police or fire response.
6. Develop comprehensive standard operating procedures that ensure the safety of Responders and meets the needs of individuals served.
7. Build relationships and connections with community providers and organizations to create a streamlined referral process.

Key performance indicators:

1. ACS staff reflects the diversity of Albuquerque's citizens, including in language, culture, race/ethnicity, and lived experiences.
2. Efficacy related to service response metrics, including but not limited to:
 - a. Monthly call volume
 - b. Response time
 - c. Percentage of calls involving co-response
 - d. Number of needs addressed by category (e.g., unmet basic needs, mental health, drug or alcohol use)
 - e. Response outcomes
 - f. Percentage of calls involving a person experiencing homelessness
 - g. Number of referrals by category
 - h. Number of transports
 - i. Number of training certifications and continuing education units (CEU)
 - j. Number of trainings offered by community partners
 - k. Number of repeat calls for same individual or location

GOAL AREA 2: BUILD

Goal statement: Establish a sustainable and long-term presence that is woven into the community and the public safety ecosystem.

Objectives:

1. Increase accessibility between ACS and community members.
2. Create a performance-focused culture that develops the abilities and potential of employees.
3. Improve productivity with cross-functional teams, including other first responders, City departments, and external partners.
4. Employ a robust training operation that allows ACS to provide training to other departments and external partners.

Strategies:

1. Build a dedicated ACS headquarters in the heart of the International District, located at Kathryn and San Mateo.
2. Provide staff with opportunities for professional and educational development.
3. Contract and partner with organizations to help provide inter-connected services and training.
4. Streamline training process by insourcing training and using a train-the-trainer process.
5. Create a dedicated training center for ACS curricula.

Key performance indicators:

1. Positive engagement results from regularly administered community surveys (e.g., pulse surveys) indicating a strong degree of community awareness, understanding, and accessibility to ACS services.
2. Number of employees that utilize continuing education, tuition reimbursement, certification programs paid for by ACS.
3. Number of cross-departmental referrals.
4. Number of coordinated responses, events, and outreach with internal and external partners.
5. Number of internal and external users of trainings.

GOAL AREA 3: ENGAGE

Goal statement: Activate community partnerships and strengthen community engagement by enhancing relationships, trust, information sharing, and capacity building between the community and ACS.

Objectives:

1. Design effective programs that stimulate ongoing community interest and involvement in the work of the Department.
2. Establish authentic processes for continuous community feedback about ACS strategies, programs, and achievements.
3. Create opportunities for Albuquerque providers and organizations to expand services inside and outside of City government that support ACS responses.
4. Be a hub for thought partnering and collaboration on how to most effectively respond to calls for service across agencies, sectors, and communities.

Strategies:

1. Implement an educational campaign that promotes ACS as it pertains to public safety and public health.
2. Host interactive events and programs on community issues related to ACS's core mission for families and the community.
3. Expand ACS Key Communications list, email, and other modalities for sharing information with community stakeholders.
4. Develop a community-oriented website or portal for sharing information, soliciting feedback, and providing relevant resources.
5. Expand the current ACS Planning Committee to include additional community members and stakeholders.
6. Partner with the County and community on local, state, and federal grants.
7. Develop a micro grant program for relevant service providers and organizations that support ACS responses.

Key performance indicators:

1. The number of community forums and touchpoints provided by ACS (in person and online).
2. The number of the community members who join, visit, and return to ACS community forums (in person and online).
3. Development of the "first-generation" (version 1.0) dashboard of key community safety processes and outcome indicators, created with input from community stakeholders and relevant subject-matter experts.
4. Amount of funding to the community for relevant public health and safety missions.
5. Number of grants awarded within or on behalf of the community.
6. Amount of grants awarded within or on behalf of the community.
7. Number of contracts to relevant service providers and community agencies.
8. Number of services provided by ACS made possible through contracts and relationships with partnering providers and community agencies.

GOAL AREA 4: INFLUENCE

Goal statement: Leverage ACS's position and knowledge to influence and inform the ongoing evolution of the larger (e.g., county, state, national) system of care and emergency response.

Objectives:

1. Be a catalyst and collaborator in changing and strengthening the role of first response in public health and criminal justice system.
2. Establish a career pathway for community safety responders.
3. Create a long-term plan for a City behavioral and mental health academy.
4. Promote non-law enforcement mobile crisis response as part of the public safety system.
5. Create a plan for sustainable funding.

Strategies:

1. Design community safety positions that are supported with professional development and career advancement as a model for a strong, sustainable workforce.
2. Connect with universities and colleges to develop an educational path that qualifies students for community safety positions.
3. Partner with cities across the state on the implementation of "988," the national crisis line.
4. Utilize community voices to impact public health and criminal justice policies related to emergency response.
5. Support other local governments and entities that are interested in non-law enforcement mobile crisis response programs.
6. Conduct a staffing analysis to support additional City funding appropriation.
7. Leverage behavioral health funding to include Medicaid and the Behavioral Health Initiative.

Key performance indicators:

1. Percentage of ACS staff positions that are classified with defined career progression.
2. Number of knowledge products produced (e.g., evaluation reports, knowledge papers, media coverage and stories) stemming from ACS's work.
3. Number of knowledge-sharing and policy-oriented presentations or forums contributed to by ACS.
4. Diversified funding received from public, private, and philanthropic sources as appropriate to support the ACS model and related initiatives and agencies across the state and the country.



GET
CONNECTED

Get Connected

Contact info:

acs@cabq.gov

Headquarters:

1 Civic Plaza, Room 1026, Albuquerque, NM 87102

Administration: 505.768.4227

More info: www.cabq.gov/acs

Be a part of the effort to transform how we approach public safety in Albuquerque. Reach out to us for trainings, listening sessions, or support for community events. ACS is here to serve you so get involved!

Be Part of the Change!
Apply [here](#) or by following the QR code



@cabqacs

APPENDIX

Data and Resources

[ACS Community Engagement Report](#)

[ACS Responder Training Plan](#)

[ACS Standard Operating Procedures](#)



"I want to help at least one person find within themselves the answer; to use this moment to grow and succeed at whatever goals they may have; to help them build a better version of themselves. I want to make them feel heard and help them know that they are worthy."

Chris, Behavioral Health Responder



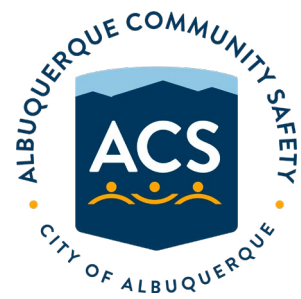
"I wanted to become a CORA Responder because I needed someone like that when I experienced traumatic events in my own life. People don't always know where to go to get help or how to deal with this type of trauma. I want to be that person for them, to help guide them through the healing process. I want to help people understand it's okay to work through trauma; you don't have to hide it. We can get through these things as a community."

Lynae, CORA Responder



"As our teams hit the streets, we are driven by a shared vision with our fellow first responders of a public safety system that ensures a purposeful, humane, and appropriate response"

Mariela Ruiz-Angel, Director of Community Safety



Albuquerque Community Safety
1 Civic Plaza, Room 1026
Albuquerque, NM 87102

IMPLEMENTING THE CITY OF ITHACA'S NEW PUBLIC SAFETY AGENCY

SUGGESTIONS FROM THE CITY OF ITHACA'S
REIMAGINING PUBLIC SAFETY WORKING GROUP



WELCOME TO DOWNTOWN ITHACA



CHANGE IS TAKING ROOT



CINEMAPOLIS

TABLE OF CONTENTS

2	Letter from Co-Leaders, <i>City of Ithaca Reimagining Public Safety Working Group</i>
6	Executive Summary & Suggestions
10	Background
12	Implementation Plan for the New Public Safety Agency
32	Budget
35	Conclusion
38	Appendix
	Appendix A: Working Group and Subcommittee Members
	Appendix B: Call Type Definitions
	Appendix C: Matrix Consulting Group Report on Patrol Staffing and Deployment
	Appendix D: New York State Basic Course for Police Officers Training Curriculum
	Appendix E: Ithaca Police Department Training Topics

Land Acknowledgement

The Reimagining Public Safety Working Group acknowledges that Ithaca and Tompkins County are located on the traditional homeland of the Gayogohó:nq' (Cayuga Nation). The Gayogohó:nq' are members of the Haudenosaunee Confederacy of sovereign Nations that currently reside on this land. The Gayogohó:nq' predate the formation of the City of Ithaca, Tompkins County, New York State, and the United States of America. The Working Group acknowledges the painful history of Gayogohó:nq', recognizes the dispossession of Gayogohó:nq' land, and honors the continued local presence of Gayogohó:nq' people and culture.

< Image Caption

Banner on the Downtown Ithaca Commons, Downtown Ithaca Alliance
Photograph by Sheryl Sinkow

TO THE MEMBERS OF COMMON COUNCIL,

February 23, 2022

On behalf of the City of Ithaca's Reimagining Public Safety Working Group, it is our honor, as the group's co-leads, to submit to Common Council the following suggestions for the implementation of the city's new public safety agency.

In April of 2021, Common Council unanimously approved the creation of a new public safety agency. This new agency would center the experiences of the city's marginalized and vulnerable populations; focus police resources on crime solving and prevention; and add a new unit of non-law enforcement first responders to address public safety issues better served through non-criminal justice interventions.

In June 2021, at the behest of Common Council, then-Mayor Svante Myrick created the Reimagining Public Safety Working Group, whose members represent the community, law enforcement, business, Common Council members, and students. As the selected co-leads of the Working Group, we had the privilege of shepherding the group to its suggestions for how the new public safety agency could be implemented. Four Subcommittees, which included additional community members, were also created to independently build implementation plans for specific areas of the new public safety agency's work.

Throughout the process, we were clear-eyed about both the importance and difficulty of our task. For too long, marginalized and vulnerable communities in the City of Ithaca have lived without the true sense of peace and safety we are all promised. Those same communities, along with allies from every facet of our community, have been asking and working for change to the city's overreliance on police to resolve non-criminal or non-violent public safety concerns. These asks and this work came many years before George Floyd's May 25, 2020 murder, the national event which sparked communities across the country to re-examine their approach to policing and public safety.

While we understood the need and mandate for change, we also understood the challenges of reimagining a new way of approaching public safety. What made Common Council's groundbreaking resolution exciting also made it daunting—very few communities have attempted what the City of Ithaca is undertaking with its new public safety agency. Even if the entire Working Group was in total agreement on all key facets of the new agency, the audacity of our task makes it a hard endeavor.

And to be frank, while the plan below has a majority of Working Group and Subcommittee support, the suggestions were not unanimous decisions. We had some very difficult conversations as a Working Group: some thought our pace too fast, others too slow; some hoped for more change, others wished for much of the current public safety structure to stay intact; some felt heard, others felt misunderstood. Through any disagreement or difficulty, our ethos remained the same: we would treat all Working Group members with respect and dignity; we would honor the lived experiences of all participants; and we would make informed decisions democratically and transparently.

The result of this work is the below plan for a new city agency for public safety. We believe this plan fulfills our Working Group responsibilities as elucidated in Common Council's resolution and then-Mayor Myrick's charge to the group. We know this is just one step in the reimagining public safety process, with other recommendations to follow suit in the coming months and years.

Everything about the plan—the suggested new public safety agency's name; the role of the agency leader;

"We care deeply about the City of Ithaca. We believe in all of its people. We put forward this plan with the conviction that, if approved, it will provide a more expansive, inclusive and effective public safety reality for every one of us."

the structure of its police and non-police functions; the resources to support training, equipment, technology, and research—is designed to stand-up an agency that will expand and enhance our city's public safety approach, and keep as its beating heart the best interests of those who call upon it in times of need.

We care deeply about the City of Ithaca. We believe in all of its people. We put forward this plan with the conviction that, if approved, it will provide a more expansive, inclusive and effective public safety reality for every one of us.

Sincerely,

Eric Rosario & Karen Yearwood



In June 2021, a Reimagining Public Safety Working Group was formed (“the Working Group”) to “facilitate the replacement of the City of Ithaca Police Department with a Department of Public Safety,” in accordance with the first recommendation of the Reimagining Public Safety Plan.



1000

Subscribers

As of February 2022 an email list the City of Ithaca and Tompkins County created to keep the community apprised on the process had just under 1,000 subscribers.

50+

Meetings

The Working Group met 16 times to advance an implementation plan for the new public safety agency. There were 4 subcommittee meetings, each Subcommittee met at least 9 times each.

35+

Members & Advisors

Former Mayor Myrick named the Working Group leaders from various stakeholder groups in Ithaca, including community members. The Working Group and Subcommittees have over 35 members and advisors.

Image Caption >

Mural at the Sciencenter by Tori Burdick
Photograph by Sheryl Sinkow



EXECUTIVE SUMMARY & SUGGESTIONS

This report details the implementation plan for the City of Ithaca’s new public safety agency. In accordance with Common Council’s April 2021 resolution, this implementation plan represents the city’s next step towards reimagining public safety.

This new agency would contain law enforcement officers as well as non-law enforcement first responders. Born out of a desire to center the city’s marginalized and vulnerable populations, the vision for the new agency is to direct police resources to the activities that require and merit law enforcement intervention, and to use the new unit of civilian first responders to address public safety issues that would be better served by a different expertise and approach. In so doing, the agency will provide a better public safety reality for all.

The suggestions contained within this report were determined by majority vote or consensus within the Working Group, and by consensus within the four specific Subcommittees. The Working Group and the Subcommittees were made up of leaders from the community, law enforcement, health and human services, business, and education. The Working Group and the Subcommittees considered several inputs in crafting these suggestions, including: their own lived experience and expertise; perspectives gathered from the community (especially from Black, Brown, and other vulnerable community members); research evaluating evidence-based practices in other jurisdictions; and analysis of City of Ithaca data. In discussing and debating these suggestions, the Working Group and the Subcommittees sought a process that was inclusive of all stakeholders, that centered the experiences of Black and Brown and other vulnerable communities in Ithaca, and that reflected the best available evidence on innovative approaches to reimagining public safety.

The suggestions of the Working Group and the Subcommittees to the Common Council are summarized as follows, and are detailed in the body of this report:

- **Naming a new umbrella city agency for public safety:**

- The new city agency for public safety should be named the Department of Community Safety.

- **Leadership of the new Department of Community Safety:**

- The title of the leader of the Department of Community Safety should be “Commissioner of Community Safety”.
- The Commissioner of Community Safety position should be filled by a civilian leader, who brings a background in racial justice, social work, public health, public or business administration, and demonstrates in-depth knowledge of the intersections of race, public health, and public safety.

- **Names and leadership structures of the two Department of Community Safety units:**

- The two units of first responders within the Department of Community Safety should be titled the Division of Police (staffed by police officers) and the Division of Community Solutions (staffed by civilian first responders).

- The Commissioner of Community Safety should oversee both divisions.
- Reporting to the Commissioner of Community Safety, the head of the Division of Police should be called the Director of Police (who may also be referred to as the Police Chief, where necessitated by state law). Initially, this division will consist of all existing staff of the current Ithaca Police Department (IPD).
- Reporting to the Commissioner of Community Safety, the head of the Division of Community Solutions should be called the Director of Community Solutions. This division should consist of unarmed civilian first responders.

- **Key responsibilities of the two Department of Community Safety units:**

- The Division of Police should retain key law enforcement responsibilities, in particular those calls that represent a serious threat to public safety and/or that state law requires be conducted by a police officer.
- The Division of Community Solutions should respond to quality of life and other incidents (including those involving referrals to mental health or other social service providers), and may also include law enforcement duties that can be carried out by non-police (i.e. the administration of certain kinds of fines and penalties).

- **Call delineation:**

- The Working Group voted to delineate the following call types between “armed” and “unarmed” responses, but recognizes that these decisions will need to be refined and adjusted under the leadership of the Commissioner for Community Safety, and based on factors including staff capacity, departmental policies, and further analysis of call types:
 - The new Division of Police should respond to the following calls for service (in alphabetical order):
 - Assault; Bomb Threat; Burglary; Criminal Mischief; Dead Body; House Alarm Triggers Police; Intoxication; Robbery; Shots Fired; Stabbing; Warrant; Weapons; 911 Call Hangup.
 - The following call types should be handled by unarmed responders, from the Division of Community Solutions and other departments (in alphabetical order):
 - Animal Bites; Animal Problem; Bad Check; Child Abuse; Civil Complaint; Escort; Fire Outside; Fireworks; Fraud; Hazmat; Information; Local Law; Noise Complaint; Parking Problem; Personal Injury Collision; Property Check; Property Complaint; Repossessed Vehicle; Service Call; Special Detail; Theft of Mail/Packages; Traffic Collision; Unclassified; Vehicle Fire; Welfare Check.
 - The following call types were categorized as “it depends.” These call types should be further analyzed to determine if they need to be broken down into smaller categories (new call types) in order to effectively delineate a response, if they need an in-person response at all, or if they merit a co-response between armed and unarmed responders (in alphabetical order):
 - Assisting Another Government Resource; Disorderly Conduct; Dispute; Domestic; Drugs; Harassment; Missing Person; Overdose; Psychiatric; Sex Offense; Suspicious; Traffic Complaint; Traffic Offense; Transport; Trespassing; Unsecured Premise; 911 Call with No One Talking.
 - A joint response between the Division of Police and the Division of Community Solutions

Born out of a desire to center the city’s marginalized and vulnerable populations, the vision for the new agency is to direct police resources to the activities that require and merit law enforcement intervention, and to use the new unit of civilian first responders to address public safety issues that would be better served by a different expertise and approach.

should be considered in cases which merit it (for example, trespassing incidents where there is a potential threat to public safety). A co-response model will be determined under the leadership of the new Commissioner of Community Safety.

- **Staffing level, beat design, and shift assignments for the Department of Community Safety divisions:**

- For the new Division of Community Solutions:
 - The City of Ithaca should initially hire five unarmed responders for the Division of Community Solutions under the Department of Community Safety, with the Commissioner of Community Safety to determine additional staffing needs.
 - Unarmed responders should have the title of “Community Responders,” and be responsible for addressing calls that do not require law enforcement expertise. These unarmed responders should bring skills in community engagement, de-escalation, crisis intervention, and referral to mental health and social service providers.
 - The Division of Community Solutions may be assigned beat assignments, but only as

appropriate to increase community engagement, and to be concentrated within beats in which their services are most needed.

- For the Division of Police:
 - The Division of Police should restructure its beat design with the priorities of creating an even distribution of 911 calls between beats and incorporating walking beats, while maintaining neighborhood integrity.
 - By the next collective bargaining process, the City of Ithaca and its Police Department/ Division of Police should adopt the Pitman shift assignment configuration¹ in order to meet community needs, and maximize officer sustainability, efficiency, and equity.
- For both divisions:
 - The Division of Community Solutions and the Division of Police should work in tandem to improve intra-departmental efficiency and communications.
 - Responders from both the Division of Community Solutions and the Division of Police should provide ten hours of paid service per month to predetermined community service sites; for patrol officers, the sites they serve should be located within the geographic boundaries of their beats.
 - Common Council should create a committee or task force to further investigate details regarding implementation of these recommendations, particularly the questions identified by this Subcommittee as relevant but meriting more consideration.

- **Training for the Department of Community Safety:**

- Training for staff of the Department of Community Safety (including the Division of Police and the Division of Community Solutions) should emphasize a community-centered model which prioritizes community protection through de-escalation tactics, alternatives to use of

force, trauma-informed approaches, mental health awareness, holistic responses, and data collection practices;

- Training resources should focus on trainings that are shown to have a positive impact on officer engagement with the community.
 - To better assess the impact of the recommended training, the Department of Community Safety should establish an evaluation process for its training program.
 - Information on the Department of Community Safety’s annual training offerings and mandates should be publicly listed.
- **Equipment and technology needs for the Department of Community Safety:**
 - In addition to the existing equipment and technology of the Division of Police and the start-up equipment and technology necessary for the new Division of Community Solutions, the new Department of Community Safety should provide the following:
 - Improvements to the online records management system (RMS);
 - Speech recognition technology to make report writing more efficient and accurate;
 - A mechanism for reporting lower-priority occurrences online.
- **Research and data needs for the Department of Community Safety:**
 - The Department of Community Safety should collect and publicly report the following data:
 - The type, number, and share of 911 calls by response;
 - Certain outcomes of Division of Community Solutions activities, disaggregated by race and other demographics;
- Certain outcomes of Division of Police activities, disaggregated by race and other demographics;
 - Complaints filed against responders from either the Division of Community Solutions or the Division of Police.
- The Department of Community Safety should standardize data entry practices to align with other city and county services, and consistently and proactively input data into the city-county data dashboard, as defined in the Reimagining Public Safety Collaborative resolutions.
 - The Department of Community Safety should establish partnerships with the Community Justice Center and with academic institutions in the Ithaca area to explore more complex research questions.
 - The Department of Community Safety should dedicate staff resources within the Department of Community Safety to continue this work (including leading the work in the above suggestions, and contributing to the other data-related recommendations contained in the “Public Safety, Reimagined” report), including the hiring of a data analyst for the new department.

BACKGROUND

In June 2020, following the murder of George Floyd by Minneapolis police officer Derek Chauvin and citing “a long and painful history in New York State of discrimination and mistreatment of Black and African-American citizens,” then-New York Governor Andrew Cuomo issued Executive Order 203.

Executive order 203, the New York State Police Reform and Reinvention Collaborative, compelled all jurisdictions with a “police agency” to develop a plan to improve public safety policies and practices to better serve the community, including addressing “any racial bias and disproportionate policing of communities of color.” Local legislative bodies were directed to vote on their plan and report to the Governor’s Office by April 1, 2021.²

In response to Executive Order 203, then-Tompkins County Administrator Jason Molino and then-City of Ithaca Mayor Svante Myrick convened a joint city and county collaborative to assess the state of policing in their jurisdictions.³ This 40-person group, made up of individuals appointed for their expertise, role, and ability to implement solutions, convened in September 2020.⁴ The collaborative, which also included the Center for Policing Equity (a national nonprofit focused on racial justice in law enforcement practices) sought to center its approach within the safety needs and perceptions of the community, and with an eye towards reimagining (rather than reforming) what policing could mean for public safety, equity, and justice for all. The collaborative committed to recommending the kinds of systems and structures necessary to achieve sustainable and meaningful community well-being.

In February 2021, the collaborative released a report for public comment, “Public Safety, Reimagined.” The final report, based on the collaborative’s deliberations, as well as extensive additional community input, included an

in-depth analysis of the policing functions of the county and city as well as 19 recommendations for reimagining public safety in Tompkins County and the City of Ithaca.⁵ On March 31, 2021, the Tompkins County Legislature accepted and the City of Ithaca Common Council unanimously voted to accept the “Public Safety Reimagined” report, and to adopt the recommendations contained within it.⁶ The report was then submitted to the New York State Division of Budget and the Governor’s Office.⁷

The first recommendation within the “Public Safety, Reimagined” report forms the center of the City of Ithaca’s public safety restructuring. As approved by the City of Ithaca Common Council, this recommendation calls for the City of Ithaca to: “Create a new department, tentatively named the Department of Public Safety (DPS), which may be led by a civilian to manage various public safety functions in the City.” At the direction of Common Council, the new department is to include two units: one of “unarmed first responders” who will be tasked with responding to “certain non-violent call types,” and a unit “whose members will qualify in all respects under New York State law as police officers...led by someone who shall qualify in all respects under New York State law as a Chief of Police.”⁸ In the resolution, the City of Ithaca Common Council members noted the goal of advancing “positive changes in policing practices.”⁹ The resolution also called for the formation of a working group, consisting of various city stakeholders and technical experts, to produce implementation recommendations for Common Council to vote upon.

RPS TIMELINE

2020

JUNE

Executive Order 203

SEPTEMBER

Joint City of Ithaca and Tompkins County collaborative is convened

2021

FEBRUARY

Collaborative releases “Public Safety Reimagined” report

MARCH

City and County legislative bodies vote to adopt recommendations contained within “Public Safety Reimagined”

APRIL

“Public Safety Reimagined” report submitted to Governor’s office in compliance with Executive Order 203

JULY

City of Ithaca forms Working Group for the implementation of Recommendation #1; first Working Group meeting is held

SEPTEMBER

First Subcommittee meetings are held

OCTOBER

Reimagining Public Safety website is launched to solicit community input

2022

MARCH

Recommendation #1 implementation report is submitted to common council

IMPLEMENTATION PLANNING PROCESS

The Reimagining Public Safety Working Group

In June 2021, then-Mayor Myrick, working closely with City of Ithaca Director of Human Resources Schelley Mitchell-Nunn, formed the Reimagining Public Safety Working Group (“the Working Group”) to “facilitate the replacement of the City of Ithaca Police Department with a Department of Public Safety,” in accordance with the first recommendation of the Reimagining Public Safety Plan.¹⁰ The Working Group was tasked with delivering specific plans for the new public safety agency: the new department’s title; “naming conventions” for the new department’s staff and units; job descriptions for key leadership positions; delineated call type responsibility between the two units; training of department members; and an operating budget. As outlined in the Common Council resolution, the Working Group was to include “some combination of IPD staff, other City staff, Alderpersons, interested City residents, and outside experts or consultants.”¹¹

Then-Mayor Myrick named Eric Rosario, a community leader and former member of the City of Ithaca Common Council, as project lead for the Working Group. The Mayor named the Working Group leaders from various stakeholder groups in Ithaca, including community members.¹² Rosario then selected Karen Yearwood, an administrator with Cornell Cooperative Extension and a former Executive Director of the Village at Ithaca, to serve as co-project lead with him. The Center for Policing Equity would serve as facilitators for the Subcommittees and as content advisors for both the Subcommittees and the Working Group. Technical advisors would be brought into Working Group meetings and discussions according to the expertise and support needed for any given meeting or planning process. The Working Group and its technical advisors participated in a two-day orientation, which introduced them to one another’s working and decision-making preferences and provided background and context for the history of policing in Ithaca, the reimagining public safety work to-date, and the Working Group’s role in making suggestions for the implementation of the first recommendation of the public safety redesign.

Working Group subcommittees and technical advisors

In order to inform Working Group decisions on the first recommendation, the collaborative created four Subcommittees consisting of Working Group members and additional community members. These Subcommittees were tasked with addressing key aspects of the new department: Subcommittee A on Staffing Levels, Shift Assignments, and Beat Designs; Subcommittee B on Training, Equipment, and Technology; Subcommittee C on Research and Data; and Subcommittee D on Proposed Operating Budget for the New Public Safety Model. The Subcommittee to address Call Type Responsibility (which units would respond to which types of calls) was of such central importance to the new department that it was subsumed into the Working Group as a whole. (For a full list of Working Group and Subcommittee members, and technical advisors, please see Appendix A).

Community input

Community input was a cornerstone of the decision making process. In order to solicit community input and to keep the community updated on the Working Group’s progress, the City of Ithaca and Tompkins County created a website: www.publicsafetyreimagined.org. The website contains: a list of all resolutions and plans passed by the City of Ithaca Common Council and Tompkins County Legislature related to reimagining public safety; news releases and other updates on the process; and tools for the community to provide their input on key Working Group decisions. Through the website, community members also have the opportunity to sign up for email updates on the Working Group’s progress. The city and county held in-person and virtual information sessions for community members to learn more about the website, and how to use the website to provide input on the public safety reimagining process. The website will contain information on all current and future reimagining plans, and serve as both an archive for past plans and tool for future plans.

For the new public safety agency, there were two key decisions for which community input was solicited: the name for the new department, and the delineation of responsibility for various call types. Community members were encouraged to submit their own ideas for each of these decisions. Community members could also comment on ideas posted by others, including those submitted by the Working Group, generating conversation within the community, and helping the Working Group assess the level of community consensus or conflict around various ideas. In order to post or comment on the website, community members had to create an account confirming their residency in the City of Ithaca or Tompkins County.

The City of Ithaca and Tompkins County held in-person and virtual community forums where community members could share ideas. The in-person forums were designed for those who did not have easy access to participate virtually. Weekly half-page ads were placed in the free Tompkins Weekly newspaper from September 2021 and will run for one calendar year featuring process updates and a cut-out section for community members to write and mail-in ideas. And at libraries in Tompkins County, reference librarians received communications on how to use the website, and how to help community members access it via library computers.

Throughout the process, the City of Ithaca and Tompkins County kept the community apprised on updates through the website, in-person and virtual forums, and an email list (members of the public can continue to sign up using [this link](#)).¹³ The goal was maximum transparency, allowing the community to track the process from the origination of an idea to its implementation. The collaborative's email list had just under 1,000 subscribers as of February 2022.

Decision-making process

The Working Group held its first meeting on July 21, 2021, and met 16 times to advance an implementation plan for the new public safety agency. In order to aid in the group's decision-making process, the full group received briefings on public safety information to help inform decision making.

Community input was a cornerstone of the decision making process... the City of Ithaca and Tompkins County kept the community apprised on updates... The goal was maximum transparency, allowing the community to track the process from the origination of an idea to its implementation.

Subcommittees held their first meetings in late September, and each met between 9 and 13 times to advance their work. Subcommittees also received briefings specific to their committee assignment. At the end of their deliberation process, each Subcommittee shared suggestions on which they had reached consensus to the larger Working Group for inclusion in this report.

The Working Group's decisions on a department name and call type delineation were informed by the community input collected on those decisions. Working Group co-leads Eric Rosario and Karen Yearwood assessed the community ideas collected on these issues, and incorporated finalists into a list from which Working Group members voted. Each suggestion considered by the Working Group was presented to the full Working Group for a vote. Suggestions with majority support were included in this report plan.



For too long, marginalized and vulnerable communities in the City of Ithaca have lived without the true sense of peace and safety we all are promised. Those same communities, along with allies from every facet of our community, have been asking and working for change to the city's overreliance on police to resolve non-criminal or non-violent public safety.

< Image Caption

Mural of Toni Morrison by Maryam Adib, Corner of Plain and Clinton Street, Ithaca

Photograph by Sheryl Sinkow

IMPLEMENTATION PLAN FOR THE NEW PUBLIC SAFETY AGENCY

Naming a new umbrella city agency for public safety

SUGGESTION

The Working Group suggests to the Common Council that the new city agency for public safety be named the Department of Community Safety.

CONTEXT

In its April 1, 2021 legislative mandate, Common Council charged the Reimagining Public Safety Working Group with recommending a name for the new public safety agency.¹⁴ Working Group members submitted name suggestions to the Working Group co-leads. Members of the public submitted name suggestions through the City of Ithaca and Tompkins County website for this project (www.publicsafetyreimagined.org), as well as through online and in-person community forums.¹⁵

Submissions from both the Working Group and the public were then reviewed by the co-leads of the Working Group, and assessed using four criteria:

- **Whether the name reflects the charge for a new department.**
 - Does the name effectively communicate an agency that will adopt and implement alternative response models to calls for service?
- **Whether the name allows for future responsibilities of the new department.**
 - Does the name allow for a broader scope of “public safety” that may include other units in the future?

- **Whether the name is intuitive, meaning that it will help people understand what the department does.**
 - Will people who hear or see the name understand that it is responsible for multiple public safety activities?
- **Whether the name is inclusive and innovative.**
 - Does the name capture the goal of reimagining public safety?
 - Is it responsive to the needs of Black, Brown, and other vulnerable communities in Ithaca?

The Working Group co-leads presented a list of finalist names to the entire Working Group, which the Working Group voted on in accordance with the same criteria articulated above. The majority of voting Working Group members selected the “Department of Community Safety” as the new name. The name underscores the vision for the new department as an umbrella agency that will grow to become the hub for community safety in Ithaca, and may eventually come to include some of the City’s other safety-related units.

Leadership of the new Department of Community Safety

SUGGESTIONS

The Working Group suggests to Common Council that:

- **The title of the leader of the Department of Community Safety should be “Commissioner of Community Safety”;**
- **The position of Commissioner of Community Safety should be filled by a civilian leader;**

- **The Commissioner of Community Safety should bring a background in racial justice and social work, public health, public or business administration, and demonstrates in-depth knowledge of the intersections of race, public health, and public safety.**

CONTEXT

This position represents the first time that the City of Ithaca will have a leader whose sole job is to oversee multiple facets of the city’s public safety system. The title of this position, “Commissioner of Community Safety,” was chosen to reflect the breadth of the department’s charge and the seniority of this leadership position within the city’s organizational structure.

In its April 1, 2021 resolution, Common Council articulated that the new public safety agency “may be led by a civilian to manage various public safety functions in the City.”¹⁶ Given the impetus for reform, the Working Group felt it was important to have the Commissioner be a civilian, and not a current law enforcement officer. The Working Group believes that a civilian leader with full-time oversight of public safety will give the Department of Community Safety its best chance to develop a culture of service and transparency that centers the community experience and will define the department’s values. The Commissioner would report directly to the Mayor.

In terms of the Commissioner’s qualifications, the Working Group agrees that the position will require a strong leader with a passion for racial and social equity. As the Commissioner of Community Safety will be responsible for developing and implementing the newly formed Department of Community Safety, this position will also require extensive project management and interdisciplinary leadership experience.

Names and leadership structures of the two Department of Community Safety units

SUGGESTIONS

The Working Group suggests to Common Council that:

- **The two units of first responders within the Department of Community Safety should be titled the Division of Police (staffed by police officers) and the Division of Community Solutions (staffed by civilian first responders).**
- **The Commissioner of Community Safety should oversee both divisions.**
- **Reporting to the Commissioner of Community Safety, the head of the Division of Police should be called the Director of Police (who may also be referred to as the Police Chief, where necessitated by state law). Initially, this division will consist of all existing staff of the current Ithaca Police Department.**
- **Reporting to the Commissioner of Community Safety, the head of the Division of Community Solutions should be called the Director of Community Solutions. This division should consist of unarmed civilian first responders.**

CONTEXT

In its April 1, 2021 resolution, Common Council mandated that the new public safety agency include two units: one of “unarmed first responders” who will be tasked with responding to “certain non-violent call types,” and a unit “whose members will qualify in all respects under New York State law as police officers...led by someone who shall

IMPLEMENTATION PLAN FOR THE NEW PUBLIC SAFETY AGENCY *continued*

qualify in all respects under New York State law as a Chief of Police.”¹⁷

When a 911 call for service comes in, dispatch must “hand-off” the call to a unit of first responders. Currently, in the City of Ithaca, there are only three units of first responders: the fire department, emergency medical services (EMS) and the police department. This means that for all calls not related to a fire or medical emergency, dispatch hands off the call to the police department, even in cases that do not require law enforcement authority or expertise. A new division of unarmed civilian responders, the Division of Community Solutions, provides the ability to deploy first responders who are better suited to address certain call types (more detail on this in the call delineation suggestion below). The division will be led by the Director of Community Solutions.

Recognizing that law enforcement will continue to play an important role in public safety, the Department of Community Safety will also house the Division of Police. This division will contain the staff of the Ithaca Police Department, and will continue to be bound by the labor contract agreed to by the City of Ithaca and the Ithaca Police Benevolent Association (unanimously passed by Common Council in December 2021). State law requires that if a jurisdiction has a staff of more than four police officers it must have a police chief.¹⁸ Thus, the head of the Division of Police will have two formal titles: the Director of Police and Police Chief (where required by state law). Unless certain protocols require otherwise, the primary title for this position will be Director of Police, designed to align with the title of Director of Community Solutions.

Key responsibilities of the two Department of Community Safety units

SUGGESTIONS

The Working Group suggests to Common Council that:

- **The Division of Police should retain key law enforcement responsibilities, in particular those calls that represent a serious threat to public safety and/or that state law requires be conducted by a police officer.**
- **The Division of Community Solutions should respond to quality of life and other incidents (including those involving referrals to mental health or other social service providers), and may also include law enforcement duties that can be carried out by non-police (i.e. the administration of certain kinds of fines and penalties).**

CONTEXT

Currently in the City of Ithaca, the Tompkins County Emergency Response System (911) can dispatch calls to three response units: the fire department, the police department, and emergency medical services. All 911 calls received by dispatch must be routed to one or more of these three options. By establishing a new Department of Community Safety, including a Division of Community Solutions staffed by civilian first responders, the City of Ithaca would create an alternative to the three existing dispatch options.

This is in line with models established in jurisdictions across the country, where public safety systems are adopting and evaluating alternative responses to 911 calls. In particular, public safety systems are assigning responsibility for quality-of-life and other non-violent incidents to civilian responders, rather than armed police officers. As stated in the Center for American Progress report “The Community Responder Model”: “dispatching armed officers to calls where their presence is unnecessary is more than just an ineffective use of safety resources; it can also create substantially adverse outcomes for communities of color, individuals with behavioral health disorders and disabilities, and other groups who have been disproportionately affected by the American criminal justice system.”¹⁹

The Working Group recognizes the importance of and, in some cases, the legal requirement of having police engage in and respond to public safety threats. For example, certain kinds of crime reports require the response of police officers based on state law, insurance requirements, or other parameters. The Working Group suggests that the core responsibilities of the Division of Police remain similar to those of the current Ithaca Police Department.

Regardless of any change in the responsibilities of the Division of Police, the Working Group emphasizes that it is particularly important to change the culture of policing in Ithaca. Over the course of the process, the Working Group gathered community input from particularly vulnerable community members, some of whom noted experiencing physical and/or verbal abuse from IPD, and voiced a strong desire that their public safety system inflict no mental or physical harm on the civilians it interacts with. As such, the Division of Police should create a culture that prioritizes the needs and safety concerns of Black, Brown, and other marginalized communities in Ithaca. By building a culture that is respectful of community needs and protective of all community members, the Division of Police can begin to repair the mistrust that continues to exist between vulnerable communities and the police. The work starts with division leadership and accountability. It can be enhanced by giving police the time and training they need to build better community relations in purposeful and meaningful ways.

The Working Group recognizes that certain public safety functions that are currently handled by the police would be better served by unarmed civilian first responders within the Division of Community Solutions or in coordination with the County Mobile Crisis Unit (for example, certain incidents related to mental health or homelessness). The Working Group considered alternative response models from other jurisdictions in the US. For example, for over thirty years, the CAHOOTS (Crisis Assistance Helping Out On The Streets) program in Eugene, OR has been rerouting 911 calls related to addiction, disorientation, mental health crises, and

homelessness to teams of first responders (including a medic and a crisis worker) from a local mental health clinic.²⁰ The calls diverted to CAHOOTS exclude those in which there is a danger posed to others (for example, incidents involving a weapon). Similarly, in Denver, CO, the STAR (Support Team Assistance Response) program deploys Emergency Medical Technicians and Behavioral Health Clinicians to non-violent calls involving mental health issues, poverty, substance abuse, and homelessness.²¹ The new Division of Community Solutions in Ithaca could have similar responsibilities. A co-response by the Division of Police and the Division of Community Solutions might further address both public safety threats and holistic community needs. The responsibilities of the Division of Community Solutions will continue to be refined as part of the implementation of Recommendation #2 of the “Public Safety, Reimagined” report (“Evaluate existing models and implement an alternative to law enforcement response system for crisis intervention and wraparound health and human services delivery”).

Call delineation

SUGGESTIONS:

The Working Group offers the following suggestions on call delineation, meant to serve as high-level guidance for which types of calls should be handled by law enforcement and which types of calls should be handled by unarmed first responders. There were certain call types that contained a wide range of possible circumstances, and thus could not be clearly delineated between units. These call types may need to be refined (broken into more specific subcategories) in order to be delineated in an effective, responsible way. There were other call types which may necessitate a co-response between law enforcement and unarmed responders. Co-responses may be varied, and could include units on standby in case a co-response need emerges, telephonic responses to calls, or other forms of alternative responses. As such, the Working Group did not come to a delineation decision on all call types, and grouped these into an “it depends” category

IMPLEMENTATION PLAN FOR THE NEW PUBLIC SAFETY AGENCY *continued*

for further analysis. These remaining details of call delineation would come under the leadership of the new Commissioner of Community Safety.

The Working Group suggests to Common Council that:

- **The Working Group voted to delineate the following call types between “armed” and “unarmed” responses, but recognizes that these decisions will need to be refined and adjusted under the leadership of the Commissioner for Community Safety, and based on factors including staff capacity, departmental policies, and further analysis of call types:**

- The new Division of Police should respond to the following calls for service (in alphabetical order):
 - Assault; Bomb Threat; Burglary; Criminal Mischief; Dead Body; House Alarm Triggers Police; Intoxication; Robbery; Shots Fired; Stabbing; Warrant; Weapons; 911 Call Hangup.
- The following call types should be handled by unarmed responders from the Division of Community Solutions and other departments (in alphabetical order):
 - Animal Bites; Animal Problem; Bad Check; Child Abuse; Civil Complaint; Escort; Fire Outside; Fireworks; Fraud; Hazmat; Information; Local Law; Noise Complaint; Parking Problem; Personal Injury Collision; Property Check; Property Complaint; Repossessed Vehicle; Service Call; Special Detail; Theft of Mail/Packages; Traffic Collision; Unclassified; Vehicle Fire; Welfare Check.
- The following call types were categorized as “it depends.” These call types should be further analyzed to determine if they need to be broken

down into smaller categories (new call types) in order to effectively delineate a response, if they need an in-person response at all, or if they merit a co-response between armed and unarmed responders (in alphabetical order):

- Assisting Another Government Resource; Disorderly Conduct; Dispute; Domestic; Drugs; Harassment; Missing Person; Overdose; Psychiatric; Sex Offense; Suspicious; Traffic Complaint; Traffic Offense; Transport; Trespassing; Unsecured Premise; 911 Call with No One Talking.
- A joint response between the Division of Police and the Division of Community Solutions should be considered in cases which merit it (for example, trespassing incidents where there is a potential threat to public safety). A co-response model will be determined under the leadership of the new Commissioner of Community Safety.

CONTEXT:

In the context of this report, call delineation refers to the assignment of 911 calls for service to either the Division of Police or to unarmed responders, including from the Division of Community Solutions. The Working Group analyzed approximately 60 call types, selected from a list of all call types provided by the Tompkins County Emergency Response (911) dispatch system. (For a complete list of considered call types and their definitions, please see Appendix B.)

Several call types reflect broad categories, within which a range of incidents could be included and necessitate different types of response. For example, one call type is “Domestic,” which includes calls involving abuse in progress (requiring a Division of Police response), and calls without an immediate threat to personal safety (which may be better served by a Division of Community Solutions response).

Other calls may be better served by a co-response, for example “psychiatric”, which includes incidents where the person in crisis poses a threat to others (requiring a Division of Police response) and is in need of social services assistance (which may be better served by a Division of Community Solutions response). In order to implement call delineation on the remaining call types, the call types may have to be segmented into smaller categories (creating new call types). These new call types should be crafted for ease of clear delineation between an armed response, unarmed response, a co-response, or perhaps an administrative response that does not require a responder being sent to the scene at all. Over the course of COVID-19, the Ithaca Police Department was handling an increasing number of lower-priority calls telephonically (for example, a call related to bike theft). This practice could potentially be expanded to ensure that response resources are being deployed to the incidents that most require in-person support.

The Working Group considered several factors in making its suggestions on call delineation: community input, analysis of 911 call data, consultation with 911 dispatch experts, research on the value of alternative responses, and model practices from alternative response programs in other US cities. The principle applied was to route call types requiring law enforcement expertise to the Division of Police, and diverting call types better served by a non-law enforcement response to unarmed first responders. In making determinations about call delineation, the Working Group adopted the following criteria:

- **Decisions should be inclusive and innovative;**
- **Decisions should capture the intent of reimagining public safety;**
- **Decisions should be responsive to the need of Black, Brown, and other vulnerable communities in Ithaca;**
- **Decisions should include input from experts, Common Council, and the surrounding community.**

Taking into account all of these inputs, the Working Group then held a series of facilitated discussions culminating in a vote. The suggestions for call delineation listed above reflect decisions on which either a majority of Working Group members were in favor or, in case of a tie, the Working Group co-leads decided with the counsel of the Director of Department of Emergency Response (DoER).

The City of Ithaca and Tompkins County will continue this process as they work to implement Recommendation #3 of the “Public Safety, Redesigned” report: “Better align available resources with emergency response needs by establishing a pilot program for non-emergency calls.” This pilot program will include responses by the new Division of Community Solutions within the City of Ithaca, and also may include collaboration with and responses by the County’s Mobile Crisis Team.

Staffing level, beat design, and shift assignment suggestions for the Department of Community Safety divisions

SUGGESTIONS

The Subcommittee on Staffing Levels, Shift Assignments, and Beat Designs suggests to Common Council that:

- **For the new Division of Community Solutions:**
 - The City of Ithaca should initially hire five unarmed responders for the Division of Community Solutions under the Department of Community Safety, with the Commissioner of Community Safety to determine additional staffing needs.
 - Unarmed responders should have the title of “Community Responders”, and be responsible for addressing calls that do not require law enforcement expertise. These unarmed

IMPLEMENTATION PLAN FOR THE NEW PUBLIC SAFETY AGENCY *continued*

responders should bring skills in community engagement, de-escalation, crisis intervention, and referrals to mental health and social service providers.

- The Division of Community Solutions may be assigned beat assignments, but only as appropriate to increase community engagement, and to be concentrated within beats in which their services are most needed.

- **For the Division of Police:**

- The Division of Police should restructure its beat design with the priorities of creating an even distribution of 911 calls between beats and incorporating walking beats, while maintaining neighborhood integrity.
- By the next collective bargaining process, the City of Ithaca and its police department/ Division of Police should adopt the Pitman shift assignment configuration²² in order to meet community needs, and maximize officer sustainability, efficiency, and equity.

- **For both divisions:**

- The Division of Community Solutions and the Division of Police should work in tandem to improve intra-departmental efficiency and communications.
- Responders from both the the Division of Community Solutions and Division of Police should provide ten hours of paid service per month to predetermined community service sites; for patrol officers, the sites they serve should be located within the geographic boundaries of their beats.
- Common Council should create a committee or task force to further investigate details regarding implementation of these

recommendations, particularly the questions identified by this Subcommittee as relevant but meriting more consideration.

CONTEXT

Guiding principles

The Subcommittee considered several guiding principles in making these suggestions, intended to capture the spirit of reimagining public safety in a community-centered way:

- **The Department of Community Safety and all of its employees should show respect and kindness to all members of the community, regardless of race, class, sexual orientation, occupation, etc.**
- **The staffing and beat design of the Department of Community Safety should pay particular attention to the experiences of disproportionately impacted Black and Brown communities in Ithaca.**
- **The staffing and beat design of the Department of Community Safety should serve the holistic needs of community members, and enable genuine and empathic community engagement.**

The Department of Community Safety should be aware of and integrated with existing infrastructure and wraparound services in Ithaca.

Staffing Levels

To determine potential staffing levels for the Division of Police and the Division of Community Solutions, the Subcommittee analyzed existing Ithaca Police Department (IPD) workload by call type, identifying which calls could involve an unarmed response. The subcommittee noted that about one-third of the community-generated 911 calls IPD responds to could potentially be handled by unarmed officers or with some kind of co-response. This number is only intended to be a rough approximation, especially since the Division of Community Solutions will be expected to provide additional services that IPD is not currently responsible for.

For a more precise breakdown of suggested call diversion to the Division of Community Solutions, please see the section titled “Call delineation” within this report. The implications of this analysis inform the Subcommittee’s subsequent suggestions on the roles and responsibilities of unarmed responders.

This Subcommittee suggests that the City of Ithaca initially hire five full-time responders for the Division of Community Solutions, with potential staffing expansion based on an evaluation of initial outcomes after one year. Unarmed officers are intended to 1) provide the Ithaca community with services and skill sets that would improve public safety outcomes, particularly those of Black, Brown, and other vulnerable communities; and 2) supplement IPD’s capacity by reducing workload that can appropriately be handled by unarmed officers. The subcommittee recommends that hired unarmed officers represent the diversity of Ithaca, and be hired from within the local Ithaca community.

Roles of unarmed responders

Drawing inspiration from other call diversion models across the country, the Subcommittee has outlined the proposed role of “Community Responder”: a civilian responder position that works collaboratively as part of the Division of Community Solutions within the Department of Community Safety. Community Responders would respond to calls related to quality-of-life concerns, some community conflicts, and some mental health issues that do not require an armed intervention. This could include 911 call types like “Welfare Checks”, “Noise Complaint”, “Property Complaint”, “Traffic Collision”, “Civil Complaint”, and “Animal Problem”.

The Community Responder’s primary duties involve:

- **Responding to non-hazardous, non-emergency and other calls for service in lieu of or in tandem with an armed officer.**
- **Performing a variety of specialized and technical duties in the areas of patrol, community services, training, and other areas as assigned.**

- **Conducting active patrol of public spaces to promote community safety and engagement.**
- **Writing reports documenting incidents and calls for service and preparing other written correspondence as needed.**
- **Supporting a variety of administrative functions for the department and assisting with projects as needed.**
- **In the event of emergencies, requesting emergency services assistance, including providing key information to other responders and evacuating persons.**
- **Accompanying armed responders on patrol as allowed by the officer in charge.**
- **Working in collaboration with other community resources—including but not limited to armed responders, unarmed responders, Downtown Community Outreach Workers, and Law Enforcement Assisted Diversion (LEAD)—to make appropriate referrals to mental health and other social services.**

For more information on the proposed training for Division of Community Solutions responders, please see the section “Training protocols for the Department of Community Safety.”

The Subcommittee recognizes that the precise roles, responsibilities, and configurations of unarmed responders will require further inquiry once operational, and that their job descriptions will be refined under the leadership of the new Department of Community Safety and as part of the Common Council recommendation to: “Evaluate existing models and implement an alternative to law enforcement response system for crisis intervention and wraparound health and human services delivery.” Of specific importance will be determining responses to mental health crisis calls, which may involve collaboration with the Tompkins County Mobile Crisis Unit.

IMPLEMENTATION PLAN FOR THE NEW PUBLIC SAFETY AGENCY *continued*

The Subcommittee also recognizes that staffing structure and responsibilities for the Division of Police will be governed by the current and next collective bargaining agreement. Out of deference to that process, and recognizing the expertise behind IPD's current staffing configurations, the Subcommittee does not make recommendations on staffing levels for armed responders.

Beat design

Given the addition of a new Division of Community Solutions, the Department of Community Safety has an opportunity to restructure its beat design. A "beat" is the assigned territory and times in which a police officer patrols within the community. These patrols can happen by car, bicycle, on foot, or a combination of all three.

While recognizing that any formal re-drawing of beats will require additional review and approval, the Subcommittee does suggest that beats be restructured, with the following priorities in mind:

- **Equalizing call volume and workload between the beats.**
- **Keeping neighborhoods together in order to facilitate community engagement.**
- **Accounting for the unique and diverse geography of Ithaca, including the ways its six square miles are shaped by waterways that create transportation barriers.**
- **Responding to community input on where walking beats would be most useful.**

A report by Matrix Consulting Group (Appendix C) represents a useful starting point for this restructuring of beats. It suggests an alternative beat configuration that equalizes workloads between beats to within a 20% variance, and proposes areas for walking beats. To account for fluctuations in the volume of community-generated call activity and variations in the types of call activity, the Subcommittee also raised the

possibility of having different beat schedules depending on time of day, days of the week, and seasonality. The subcommittee also raised the question of whether officers should rotate in and out of patrol beats based on a predetermined schedule or be assigned to patrolling the same beat for an extended duration. The subcommittee flags both questions as important for future stakeholders to consider before finalizing beat redesign for the department.

Where appropriate, the new beat design and patrol schedule should encourage collaboration and co-responses between the two units. Research shows that, in cases involving a behavioral health crisis, a co-response by police officers and mental health professionals reduced the likelihood that the individual in crisis would be arrested, compared to a police-only response.²³

Furthermore, to promote sustained and generative interaction between the community and public safety officers, and to orient the culture of armed officers towards community engagement, both armed and unarmed officers should provide at least ten hours of paid service per month to predetermined community service sites. For patrolling officers, the sites they serve should be located within the jurisdiction of their beats.

Shift assignments

Because of the current contract between the Police Benevolent Association and the City of Ithaca, the shift schedules for responders within the Division of Police cannot be adjusted until the collective bargaining process is engaged again in 2023. As part of the new collective bargaining process, the subcommittee suggests that the Division of Police adopt the 12-Hour Schedule, also known as the Pitman Configuration, to improve department efficiency, workload equalization, and officers' work-life balance.

Currently, the IPD operates with 8.25 hour shifts, with officers working in a pattern of 4 days on followed by 2 days off (equating to 38.6 hours per week). Because the current cycle repeats every 6 days, officers do not have fixed workdays.

According to Matrix Consulting Group: “A constantly changing set of workdays can, for some, misalign and isolate officers from life outside of work that generally follows a regular weekly pattern.”

Under the proposed Pitman Configuration, officers would have 12-hour shifts, with a regularly repeating set of fixed workdays over a 2-week cycle. In this schedule, over 14 days, officers would work: 2-on, 2-off, 3-on, 2-off, 2-on, and 3-off. This cycle translates to 84 hours biweekly, with consistent days on and off, allowing for more predictable work-life balance.

For more details on the proposed Pitman Configuration and other shift schedules, please see the full Matrix Consulting Group report in Appendix C.

Training protocols for the Department of Community Safety

SUGGESTIONS

The Subcommittee on Training, Equipment, and Technology suggests to Common Council that:

- **Training for staff of the Department of Community Safety (including the Division of Police and Division of Community Solutions) emphasizes a community-centered model which prioritizes community protection through de-escalation tactics, alternatives to use of force, trauma-informed approaches, mental health awareness, holistic responses, and data collection practices.**²⁴
- **Training resources should focus on trainings that are shown to have a positive impact on officer engagement with the community.**
- **To better assess the impact of the recommended training, the Department of Community Safety should establish an evaluation process for its training program.**

- **Information on the Department of Community Safety’s annual training offerings and mandates should be publicly listed.**

CONTEXT

The Subcommittee on Training, Equipment, and Technology received detailed briefings on the current training requirements, offerings, and protocols for the Ithaca Police Department, as well as information on promising training programs for police and other first responders.

Responders within the Division of Police are police officers under New York State, serving the City of Ithaca. As such, they are mandated by state law to complete the state’s Basic Course for Police Officers (BCPO). Training suggestions in this section for these officers are in addition to the state’s basic training program for new officers.

In its work, the Subcommittee on Training, Technology, and Equipment evaluated: the BCPO training schedule offered by the Broome County Sheriff’s Law Enforcement Academy; a list of the Ithaca Police Department’s annual training offerings; and heard from Ithaca Police Department Acting Chief John Joly and Sgt. Dave Amaro, who runs the department’s training, about the department’s approach to its training program.

The BCPO training curriculum, which includes around 700 hours of training, is set by the state, not the city.²⁵ The BCPO requirements cover a wide range of issues, including crisis intervention, use of force, ethics & professionalism, and cultural diversity. For a complete list of the BCPO training curriculum, please see Appendix D. While New York State’s BCPO training is widely-regarded, it’s training curriculum has received criticism, including from law enforcement officers. For example, in a Times Union opinion piece, Tim Dymond, President of the New York State Investigators Association, noted, “The New York State Police...offers some of the best police training available. However, the amount of training we receive in mental health, crisis negotiation and de-escalation is woefully inadequate compared with the amount of time spent on vehicle operation, firearms,

IMPLEMENTATION PLAN FOR THE NEW PUBLIC SAFETY AGENCY *continued*

defensive tactics, penal law, criminal procedure law and investigation techniques.”²⁶

Apart from an officer’s initial BCPO training, New York State does not set any additional minimum training requirements for police officers. While not required by the state, the Ithaca Police Department has offered various annual training opportunities for its officers, on a wide range of topics. (For the IPD curriculum please see Appendix E.) The IPD has expressed a goal of having its own police academy-like structure to deliver comprehensive training for its officers, but currently lacks the resources to institute such a service.

The basic training program for the Division of Community Solutions is still to be determined. But, For the Department of Community Safety, the Subcommittee suggests all responders (including the Division of Police and the Division of Community Solutions) have access to the following training (above and beyond the training included in BCPO, existing IPD training, and any additional basic training required for the Division of Community Solutions). These suggested trainings are designed to improve the full scope of interactions between responders and the community, shifting focus towards the most common, everyday ways that first responders and community members are likely to interact. The suite of suggested trainings is intended to ensure everyone in the Department of Community Safety is able to effectively engage with the community, making the community feel valued and protected.

- **Crisis intervention training**²⁷

- With a focus on mental health crises, crisis intervention training teaches responders about mental illness, connects them to local mental health professionals, and emphasizes non-violent tactics.

- **Procedural justice training**²⁸

- This training covers the four pillars of procedural justice as they relate to public safety:

- Voice: To provide people with the opportunity to share their side of the story, and to take their story into consideration before a decision is made;
- Neutrality: To make decisions without bias and with transparent reasoning;
- Dignity and respect: To treat all people with dignity and respect;
- Community trust: To establish the authenticity and sincerity of the officer’s motives and approach to justice.

- **Implicit bias training**²⁹

- This training teaches responders about recognizing their implicit bias (the unconscious and differential treatment of a person based on a set of discriminatory factors including race, sex, religion, sexuality, disability, age, nationality, and others) and the impact it has on their community interactions.

- **Enhanced communication techniques, including training in “verbal judo”**³⁰

- Verbal judo trains responders to diffuse conflict through advanced verbal communication techniques; it can help ameliorate a common civilian complaint of police: how the officer communicates with them during an interaction.

- **Trauma informed training**³¹

- Trauma is a response to physical and emotional harm, and can have a significant impact on one’s physical, psychological, emotional, and social health. Trauma-informed training provides responders with an understanding of trauma and how to recognize its effects in victims, suspects, and the larger community. Through a trauma-lens,

responders learn how to: navigate victim's needs; connect with early intervention programs to disrupt cycles of violence; and identify appropriate community services for traumatized individuals.

- **Brain development training**³²
 - Research shows that the human brain is not fully developed until our mid-20s. Understanding the brain development of adolescents and young adults can help responders navigate interactions with teens and early adults, resulting in better communication, trust, and outcomes for both young civilians and responders.
- **Conflict resolution training**³³
 - Responders are often present to manage conflict between individuals, and conflict resolution training provides officers with practical verbal and non-verbal techniques to manage conflict towards a safe and peaceful resolution for all parties.
- **Critical thinking/problem-solving training**³⁴
 - Critical thinking or problem solving training teaches responders to identify and implement solutions to advance the holistic needs of community members.
- **Collaborative public safety training**³⁵
 - Collaborative public safety models approach public safety as a shared responsibility of law enforcement, community groups, government health and social service agencies, and individuals. Training can provide responders with concrete tools to coordinate across different public safety functions and engage community members.

- **Data collection training**

- High-quality data collection is essential to understanding the impact of Department of Community Safety activities, including any disproportionate impacts on racial or ethnic minorities. Training on the value of data and how to input data into RMS would help ensure that the Department's data is as consistent and useful as possible.

- **Training on the history of policing and public safety in Ithaca**

- By understanding the dynamics of the Ithaca community and the history of policing in Ithaca, responders will be informed on the relationship between public safety systems and various communities, providing context to the present day work of implementing a reimagined public safety system.

The City of Ithaca will continue to refine this training plan as it works to implement Recommendation #5 of the "Public Safety, Reimagined" report: "Identify new curriculum, redesign and implement a culturally-responsive training program that incorporates de-escalation and mental health components into a comprehensive response for law enforcement."

Equipment and technology needs for the Department of Community Safety

SUGGESTIONS

The Subcommittee on Training, Equipment, and Technology suggests to the Common Council the following equipment and technology investments for the Department of Community Safety:

IMPLEMENTATION PLAN FOR THE NEW PUBLIC SAFETY AGENCY *continued*

- **Improvements to the online records management system (RMS);**
- **Speech recognition technology to make report writing more efficient and accurate;**
- **A mechanism for reporting lower-priority occurrences online.**

These technology investments would be in addition to the existing equipment and technology of the Division of Police and the start-up equipment and technology necessary for the new Division of Community Solutions.

CONTEXT

The Subcommittee's equipment and technology suggestions are meant to apply to both units of responders within the new Department of Community Safety. The suggested improvements are in addition to the existing equipment and technology being used by various public safety agencies in Ithaca (for example, police body cameras, a 211 helpline for community resource inquiries, traffic cameras), and the start-up equipment and technology necessary for the new Division of Community Solutions.

Improvements to the online records management system (RMS)

An RMS³⁶ is an automated tool that allows a department to store, retrieve, retain, and view reports, records, files, or any other information documenting a department's work. Such a tool can save a department time, and enhance internal and external data collection and data sharing opportunities.

The Department of Community Safety needs access to a records management system (RMS) that allows for efficient and consistent data entry, and easy extraction of public safety data. The RMS should capture and produce key statistics including but not limited to: the number and outcome of pedestrian stops, the number and outcome of vehicle stops, and the number and outcome of use of force incidents. All statistics captured and produced via the RMS should allow

for disaggregation by race and other demographic attributes.

There exists a county-level RMS system currently used by IPD and other public safety agencies. This system should be evaluated to identify whether and how it can meet the Department of Community Safety's RMS needs.

The lack of an effective RMS system will impede the Department of Community Safety's ability to assess department-generated information, and would make it difficult for policymakers, police oversight entities, and members of the public to effectively assess the operations of the department.

The RMS system would be useful to and used by all responders within the Department of Community Safety.

Speech recognition technology for report writing

When a police officer responds to a call, that officer completes paperwork that describes the nature of the call, the actions of the citizens involved in the call, the actions of the responding officers, and other relevant information. Thus, paperwork can represent a significant portion of an officer's job. Speech recognition technology allows officers to dictate rather than write reports, offering the possibility of increased efficiency and of capturing a fuller extent of any given incident call.³⁷ The increased efficiency provided by speech recognition technology will give responders within the Department of Community Safety more time for critical thinking and community engagement. The suggested speech recognition technology would be provided to all responders within the Department of Community Safety.

A mechanism for reporting lower-priority occurrences online

This would provide a way for community members to report lower-priority incidents from their phone or computer. Online reporting of non-emergency incidents is convenient for community members, allowing them to report at any time of

day, without needing to wait for an officer to respond. It also reduces face-to-face interaction, which may reduce disproportionate minority contact with the criminal justice system and help mitigate the spread of COVID-19 for as long as the pandemic continues. For the responding agencies, it allows the department to reallocate its resources to higher-priority activities. While there are models for online reporting systems in other jurisdictions, the concept will need to be tested and refined within the context of the Ithaca community, including specifics on which incidents would qualify for various responses, and how the response outcomes will be tracked.

Research and data needs of the Department of Community Safety

SUGGESTIONS

The Subcommittee on Data Analysis and Recommendations suggests to the Common Council the following data collection and research practices for the Department of Community Safety:

- **Collect and publicly report data on the type, number, and share of 911 calls by response:**
 - Division of Community Solutions only response;
 - Division of Police only response;
 - Division of Community Solutions and Division of Police co-response.
- **Collect and publicly report data on the following outcomes of Division of Community Solutions activities, disaggregated by race and other demographics:**
 - The number of individuals experiencing mental health crisis served by the Division of Community Solutions, and the nature of service provided;
 - The number and share of Division of Community Solutions responses that ended in an arrest.
- **Collect and publicly report data on the following outcomes of Division of Police activities, disaggregated by race and other demographics:**
 - The number and rate of community members stopped by the Division of Police;
 - The number and rate of community members arrested by the Division of Police;
 - The number and rate of community members who experience use of force by responders from the Division of Police (as documented by the Division of Police or as reported by community members).
- **Collect and publicly report data on complaints filed against responders from either the Division of Community Solutions or the Division of Police:**
 - Number of complaints;
 - Number of investigations;
 - Outcomes of investigations.
- **Standardize data entry practices to align with other city and county services, and consistently and proactively input data into the city-county data dashboard as defined in the Reimagining Public Safety Collaborative resolutions.**
- **The Department of Community Safety should establish partnerships with the Community Justice Center and with academic institutions in the Ithaca area to explore more complex research questions.:**

IMPLEMENTATION PLAN FOR THE NEW PUBLIC SAFETY AGENCY *continued*

- Partner with researchers at Ithaca College, Cornell University, and Tompkins Cortland Community College to explore complex research questions (e.g. changes in community perception of public safety, community reactions to new alternative response models, etc.)
- **The Department of Community Safety should dedicate staff resources within the Department to continue this work (including leading the work above suggestions, and contributing to the other data-related recommendations contained in the “Public Safety, Reimagined” report), including the hiring of a data analyst for the new department.**

CONTEXT

As the Department of Community Safety is established, it is important to measure its impact in real time, to publicly report that data to the community, and to use that data to identify and implement improvements in service.

One major piece of this research would be to measure the usage of the new Division of Community Solutions. As a unit designed to divert some call types away from law enforcement, one metric of success would be the type, number, and share of 911 calls handled by the Division of Community Solutions. This would allow the community to clearly understand the role of the new Division of Community Solutions (i.e. what call types they actually responded to), and the extent to which they served as an alternative to law enforcement (i.e. what share of those call types they responded to).

It is also important to measure the outcomes of Division of Community Solutions activities. For example, did the presence of the Division of Community Solutions reduce the likelihood of negative outcomes, like arrest or use of force? To what extent did the activities of the Division of Community Solutions drive positive outcomes, like referral to mental health services or substance abuse treatment? In order for

this data to be useful and available, Division of Community Solutions officers will need to be trained in data entry into the shared service system managed by the county (including RMS), as outlined in the training section above.

When it comes to the Division of Police, this plan represents an opportunity to fill key gaps in existing data collection and reporting. Currently, IPD reports very little data on the nature and outcomes of its activities. For example, IPD doesn't track the racial breakdown of traffic stops, and also does not report what share of calls result in arrest. Part of this is due to inconsistent data entry on the part of IPD, and part is due to limitations in the shared services RMS system managed by the county. The county-managed RMS system is capable of collecting this data and should be optimized to require standardized data inputs, including clearly capturing the race of all community members stopped and arrested as a mandatory field. These changes may require collaboration with other agencies that use the RMS system as changes would potentially affect all users. In addition, the new Division of Police should also train officers on the value of data collection, and how to input data into the county-managed RMS in a consistent and high-quality manner. In particular, Division of Police officers should collect and publicly report data that clearly connects police activities to outcomes, and disaggregates this data by race, ethnicity, geography, and other key demographics. For example, the community should know the number and rate of police stops by race. These data points would be an essential component in identifying and measuring the disproportionate racial impact of policing in Ithaca.

A unique strength of the Ithaca community is its proximity to leading research institutions like Cornell University, Ithaca College, and Tompkins Cortland Community College. The Department of Community Safety should leverage these relationships, forming partnerships with local researchers to study the impact of the Department in greater depth. For example, social science researchers could explore questions beyond the scope of RMS data collection, measuring

changes in community perception of public safety, and layering additional variables into analysis (e.g. poverty, educational attainment, etc.)

Finally, the Department of Community Safety should dedicate staff resources to continue to improve research and data practices, which includes the hiring of a data analyst for the new department. The Department of Community Safety will continue the work outlined above, and contribute to implementing the remaining data-related recommendations in the “Public Safety, Reimagined” report: including a recommendation to “Collect and evaluate the results of officer-initiated traffic stop enforcement”; a recommendation to “Standardize data entry and review existing data sets for more actionable insights and allocation of public safety resources”; and a recommendation to “Develop a real-time public safety community dashboard”.

IMPLEMENTATION PLAN FOR THE NEW PUBLIC SAFETY AGENCY *continued***Budget****SUGGESTIONS**

The Subcommittee on Proposed Operating Budget for the New Public Safety Model (Budget Subcommittee) suggests to Common Council that the new Department of Community Safety be initially provided with \$1,150,000.00 in additional budget (which may be spent over multiple years, depending on the pace of hiring new staff and purchasing other improvements). This budget would be in addition to the existing budget of IPD (whose staff will continue to work within the Department of Community Safety), and is broken down as follows:

Item	Budget
DEPARTMENT OF COMMUNITY SAFETY LEADERSHIP	
New Commissioner of Community Safety salary	\$139,000.00
New Director of Community Solutions salary ³⁸	\$105,000.00
Benefits for the above positions ³⁹	\$117,000.00
DIVISION OF COMMUNITY SOLUTIONS STAFF AND START-UP COSTS	
New Community Responders (5)	\$285,000.00
Benefits for new Community Responders (5)	\$136,000.00
Vehicles with radio equipment (2)	\$100,000.00
Uniforms, computers, other tech costs, and office supplies for Community Responders	\$66,000.00

Item	Budget
RESEARCH AND DATA STAFF	
New Data Analyst position (1)	\$57,000.00
Benefits for new Data Analyst position (1)	\$27,000.00
TRAINING	
Additional training for all responders within the Department of Community Safety ⁴⁰	\$90,000.00
EQUIPMENT AND TECHNOLOGY IMPROVEMENTS⁴¹	
Speech recognition technology	\$28,000.00
TOTAL	\$1,150,000

IMPLEMENTATION PLAN FOR THE NEW PUBLIC SAFETY AGENCY *continued***CONTEXT**

The intent of this proposed budget is to represent the initial financial commitment necessary to fully implement the proposed Department of Community Solutions, and to reflect the goals and principles of the Reimagining Public Safety efforts. The proposed budget is based on the suggestions of the Working Group and the three RPS Subcommittees (detailed above in this report). The Working Group and each Subcommittee worked independently to develop suggestions for policy, programs, and personnel. Additionally, the Working Group and Subcommittees provided recommendations and budget implications. Where possible, they provided cost estimates, which the Budget Subcommittee supplemented with its own research.

The Working Group suggests two new leadership positions for the Department of Community Safety: the Commissioner of Community Safety, and the Director of Community Solutions. For the Commissioner of Community Safety, the Budget Subcommittee suggests an annual salary of approximately \$139,000.00; and for the Director of Community Solutions, the Budget Subcommittee suggests an annual salary of approximately \$105,000.00 (both commensurate with experience). These suggestions are based on benchmarking of similar positions within Ithaca and beyond. A salary for the Director of Police position is not reflected here because that line item is already contained within IPD's budget (as the Chief of Police position). For all new positions, the Budget Subcommittee suggests the City calculate benefits at approximately 48% of salary (a standard ratio).

For the new Division of Community Solutions, the Subcommittee on Staffing Levels, Shift Assignments, and Beat Designs suggests that five civilian responders (called "Community Responders") should be initially hired. The Budget Subcommittee suggests an annual salary of approximately \$57,000.00 for these Community Responder positions, based on benchmarking of similar positions. The Community Responders will require two new vehicles with radio equipment, computers, uniforms, and other office supplies;

the Budget Subcommittee suggests that \$140,000.00 be allocated to these start-up costs.

The Subcommittee on Training, Equipment, and Technology suggests several new trainings that should be made available to responders from both the Division of Police and the Division of Community Solutions. The Budget Subcommittee suggests that \$90,000.00 be initially allocated to these additional trainings, with a focus on crisis intervention, implicit bias, de-escalation, and verbal judo training. Some of these training sessions could be provided in Ithaca by the RITE Academy and the Verbal Judo Institute. With Ithaca acting as the host for the RITE Academy trainings, there may also be an opportunity to subsidize Ithaca's costs by selling seats to other jurisdictions.

The Subcommittee on Training, Equipment, and Technology also suggested investment in speech recognition technology. The Budget Subcommittee suggests purchasing 28 licenses for Dragon Law Enforcement reporting software, to be used by all responders within the Department of Community Safety. This investment in speech recognition technology would cost approximately \$28,000.00.

The Budget Subcommittee recognizes that additions or adjustments to this proposed budget will be necessary once the Department of Community Safety is operational and its impact can be evaluated. The Budget Subcommittee suggests that this proposed budget continue to be refined under the leadership of the Commissioner of Community Safety.

The Budget Subcommittee also recognizes the importance of impact evaluation, and tying future budgeting, policy, and management decisions to departmental performance. Public-facing performance measures and results build trust and support from the community. (For more detail on suggested performance metrics for the Department of Community Safety, see the Research and Data section of this report.) In making future budget decisions, the City of Ithaca should

adjust funding based on which aspects of the Department of Community Safety are driving positive outcomes.

Conclusion

The above plan for implementing a new public safety agency represents the first step in reimagining public safety in the City of Ithaca: a shared vision and commitment to look at public safety through an equity lens, and create a system that serves all community members. Beyond the establishment of a new public safety agency, the resolutions passed by the City of Ithaca and Tompkins County contains 18 more recommendations (covering topics such as officer recruitment, data dissemination, and creating a public safety review board), which will be implemented over the coming months and years. As with the creation of this plan, implementing the remaining recommendations will require extensive collaboration between city leaders, public safety agencies, and community members. The City of Ithaca and Tompkins County have begun planning for the implementation of the remaining recommendations.



“What we’ve learned is that when we improve public safety for People of Color, we improve public safety for everyone. This process looked through a new lens, studying the problems facing our community and the people in it. We see clearly how the city can respond differently to increase access to meaningful solutions and decrease interactions with the criminal justice system and disproportionate negative outcomes for Black and Brown people in Ithaca.

In this report’s suggestions I see better outcomes for People of Color, I see increasing trust in local government, and I see our most vulnerable neighbors feeling more safe and less afraid. We’re on a path of using our people and resources in the City of Ithaca to meet the needs of our community better and more equitably. This represents long-term, structural change that is needed to truly have community safety for all.”



— **Schelley Michell-Nunn**

*Director of Human Resources, City of Ithaca
Project Management Team Member,
Reimagining Public Safety, City of Ithaca*

< Image Caption

Detail from Black Girl Alchemy Mosaics, Southside Community Center
Photograph by Sheryl Sinkow

ENDNOTES

- 1 Matrix Consulting Group, “Report on Patrol Staffing and Deployment,” January 27, 2022.
- 2 State of New York Executive Chamber, “Executive Order 203, The New York State Police Reform and Reinvention Collaborative,” June 12, 2020, https://www.governor.ny.gov/sites/default/files/atoms/files/EO_203.pdf.
- 3 “Letter from Tompkins County Executive Jason Molino and City of Ithaca Mayor Svante Myrick to Governor Andrew Cuomo,” April 1, 2021, <https://www2.tompkinscountyny.gov/files2/2021-04/Master%20Final%20Document%20City%20of%20Ithaca.pdf>.
- 4 City of Ithaca Common Council, “A Resolution Adopting and Authorizing Mayor to Submit the Reimagining Public Safety Plan Pursuant to New York State Executive Order 203,” March 21, 2021, <https://www2.tompkinscountyny.gov/files2/2021-04/Master%20Final%20Document%20City%20of%20Ithaca.pdf>.
- 5 City of Ithaca and Tompkins County Collaborative, “Public Safety, Reimagined,” April 1, 2021, <https://www2.tompkinscountyny.gov/files2/2021-04/Master%20Final%20Document%20City%20of%20Ithaca.pdf>.
- 6 Id.
- 7 Id.
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- ⁴¹ These equipment and technology improvements are meant to be used by both the Division of Police and the Division of Community Solutions.

APPENDIX

Appendix A: Working Group and Subcommittee Members

Appendix B: Call Type Definitions

Appendix C: Matrix Consulting Group Report on Patrol Staffing and Deployment

Appendix D: New York State Basic Course for Police Officers Training Curriculum

Appendix E: Ithaca Police Department Training Topics

APPENDIX A:

WORKING GROUP AND SUBCOMMITTEE MEMBERS

Ithaca RPS Working Group Members:

1. Amir Tazi
2. Amos Malone
3. Ducson Nguyen
4. Eric Rosario
5. George McGonigal
6. John Guttridge
7. Karen Yearwood
8. Laura Lewis
9. Luca Maurer
10. Mar’Quon Frederick
11. Mary Orsaio
12. Scott Garin
13. Tom Condzella
14. Travis Brooks
15. Yasmin Rashid

Technical Advisors to the Working Group:

1. Schelley Michell-Nunn
2. Michael Stitley
3. Greg Thomas & Jewel Kinch-Thomas
4. Faith Vavra
5. Derek Osborne
6. Melody Faraday
7. Jessica Verfuss
8. John Halaychik
9. John Joly

Subcommittee A: Staffing Levels, Shift Assignment, Beat Design

1. Travis Brooks
2. Mary Orsaio
3. Laura Lewis
4. George McGonigal
5. Rob Gearhart

Subcommittee B: Training, Technology, and Equipment Needs

1. Amir Tazi
2. Eric Rosario
3. Tom Condzella
4. Yasmin Rashid
5. Richard Onyejuruwa
6. Camille Tischler
7. Tierra LaBrada
8. Ben Ortiz
9. Norma Gutierrez

Technical Advisors to Subcommittee B:

1. David Amaro
2. John Joly

Subcommittee C: Data Analysis and Recommendations

1. Luca Maurer
2. Ducson Nguyen
3. John Guttridge
4. Scott Garin
5. Karl Lewis

Technical Advisors to Subcommittee C:

1. Michael Stitley
2. Kim Moore
3. Alan Karasin
4. Greg Potter

Subcommittee D: Proposed Operating Budget

1. Amos Malone
2. Mar’Quon Frederick
3. Karen Yearwood

Technical Advisors to Subcommittee D:

1. Schelley Michell-Nunn

APPENDIX B:

CALL TYPE DEFINITIONS

Delineated Call Types: Example Sheet

Call Type	Example
Traffic Offense	Calls related to violation of the motor vehicle code. Not coming to a full stop at a stop sign. Going through a red light. Suspicion of DUI or DUID
Property Check	Calls to check a property for signs of break in while the owners are not present. Calls to check a property for signs of break in while the owners are not present. Checking to make sure a business' doors and windows are locked and secure on night shift. Vacation property checks to make sure an unoccupied house has not been broken into.
Traffic Accident	Calls to investigate a motor vehicle collision Collision with no injuries and under \$1000 property damage. Collision with no injuries and over \$1000 property damage Collision with injuries.
Assisting another Gov. Resource	Calls relating to assisting another agency or resource. NYSP is serving a warrant in Ithaca. US Marshalls are looking for a fugitive. Health inspector is doing a restaurant inspection.
Traffic Complaint	Calls related to problem intersections or speeding.

	<p>Reported speeding in school zone.</p> <p>Calls concerning safety at specific intersections</p>
Welfare Check	<p>Calls related to requests to check on the health or safety of a subject.</p> <p>Someone is sleeping on a bench in the Commons.</p> <p>An adult child hasn't heard from an elderly parent in several days.</p>
Parking Problem	<p>Calls related to illegal or hazardous parking.</p> <p>No parking zone.</p> <p>Too close to a fire hydrant</p>
House Alarm Triggers Police	<p>Calls relating to home alarms auto-triggering police.</p> <p>Audible alarm called in by a neighbor.</p> <p>Silent alarm called in by an alarm company.</p>
Theft	<p>Calls related to the unlawful taking of property from the possession of another entity.</p> <p>A theft in which both parties are still present.</p> <p>A theft in which there are no suspects and the value of the item stolen is less than \$1000</p>
Suspicious	<p>Calls related to reports of suspicious persons, vehicles, or circumstances.</p> <p>A call concerning a person acting strangely</p> <p>A call concerning a vehicle that doesn't belong in the neighborhood parked for an extended period of time.</p>
Harassment	<p>Calls related to reports of being the subject</p>

	<p>of ongoing unwanted contacts.</p> <p>A call in which both parties are still there.</p> <p>A call in which only the victim is on scene and the suspect is unknown.</p> <p>A call in which the victim is on scene and the suspect is known.</p>
Dispute	<p>Calls to investigate a dispute between individuals.</p> <p>A call in which the suspect is still on scene.</p> <p>A call in which the suspect is no longer on scene.</p>
Noise Complaint	<p>Calls relating to excessive or bothersome noise.</p> <p>A call concerning a neighbor's loud muffler</p> <p>A call concerning a loud late night party</p>
Property Complaint	<p>Calls relating to complaints regarding private property.</p> <p>A dispute between neighbors concerning a property line.</p>
Domestic	<p>Calls related to disturbances or assaults involving adult members of a domestic relationship.</p> <p>A call concerning a physical assault by a family member.</p> <p>A call concerning an argument by a family member.</p>
Animal Problem	<p>Calls related to animals that are either in danger or pose an immediate threat to the public.</p> <p>A call concerning a possible rabid fox</p> <p>A call concerning a family of geese in the road</p>

<p>Special Detail</p>	<p>Calls relating to special events and investigations, etc.</p> <p>Assigning officers to a community event such as a basketball game.</p> <p>A call concerning safely getting event attendees across a main street.</p>
<p>Trespassing</p>	<p>Calls to investigate a person unlawfully on another's property</p>
<p>911 Call Hangup</p>	<p>Calls relating to 9-1-1 calls that are terminated by the caller before they are answered, and 9-1-1 calls that are terminated by the caller after they are answered by a dispatcher.</p> <p>A person calls 911 and hangs up because they are being abused by a spouse and are afraid to be heard speaking to the police.</p> <p>A child is playing with the phone and accidentally calls 911</p>
<p>Criminal Mischief</p>	<p>Calls related to the destruction of property</p> <p>A call in which the suspect is still on scene.</p> <p>A call in which the suspect is not on scene.</p>
<p>Fraud</p>	<p>Calls related to the use of deceit to induce an entity to part with something of value or to surrender a legal right.</p> <p>A call in which a shopkeeper discovered a counterfeit bill when closing out the register.</p> <p>A call in which a customer is attempting to use a stolen credit card and is still in the store.</p>
<p>Disorderly Conduct</p>	<p>Calls relating to public activity or behavior that's offensive or disruptive, and interrupts other people's ability to enjoy a public space.</p> <p>A call concerning loud patrons of a bar in the street at closing time.</p>

	A group of children playing basketball in the street
Warrant	<p>Calls related to court issued warrants.</p> <p>A call to check an address to see if a wanted person is there.</p>
Local Law	Calls relating to municipal code violations (e.g skateboarding on a city street, etc.)
Unclassified	<p>Calls that do not fit in any predetermined category</p> <p>A call in which a resident wants to speak to an officer concerning a topic that does not fit any of the predetermined categories.</p>
Civil Complaint	<p>Calls that relate to complaints not criminal in nature</p> <p>A call concerning money owed to an ex spouse.</p>
Burglary	<p>Calls related to the unlawful entry into a building or other structure with the intent to commit a theft. Includes residential and commercial burglaries.</p> <p>A call in which it is unknown if the suspect is still in the building.</p> <p>A call in which the suspect is not still on scene but is known to the victim.</p> <p>A call in which entry was gained however nothing is missing.</p>
Transport	<p>Calls related to police car needs for transport (e.g., scene of incident, transport suspects, etc.)</p> <p>A call in which a suspect in a crime needs to be transported to jail.</p>
Drugs	Calls related to illegal narcotics.

	<p>A call of a suspected house in which someone is selling narcotics</p> <p>A call in which someone is believed to be holding narcotics in their pocket.</p>
Escort	<p>Calls relating to police escorts.</p> <p>A call in which a funeral home wants an escort to the cemetery.</p>
Missing Person	<p>Calls relating to missing person reports.</p> <p>A call in which a person is missing under suspicious or questionable circumstances.</p>
Shots Fired	<p>Calls related to reports of hearing gunshots with no indication of a victim.</p>
Information	<p>Calls related to general inquiries</p>
Repossessed Vehicle	<p>Calls related to vehicles being repossessed</p>
Intoxication	<p>Calls related to intoxicated individual(s)</p>
Sex Offense	<p>Calls related to any sexual act directed against another person, without the consent of the victim, including instances where the victim is incapable of giving consent or reports of unlawful, non-forcible sexual intercourse.</p> <p>Calls in which the suspect is known to the victim but not present.</p> <p>Calls in which the suspect is unknown to the victim and present.</p>
Unsecured Premise	<p>Calls related to investigating a premise with an unsecured door or window</p> <p>A call in which a neighbor reports the neighbors door is ajar and the neighbors are at work.</p> <p>A call in which an officer finds a closed business has an unlocked door and it is unknown if entry has been gained.</p>

Assault	Calls related to the unlawful attack by one person upon another. Includes stabbings, shootings, and other types of assault.
Fireworks	Calls related to illegal, hazardous, or noisy fireworks. A call concerning children playing with fireworks in the Commons.
Weapons	Calls related to weapons, people being in the possession of or a found weapon.
Public Health Complaint	Calls related to a public health related event A call to provide public notifications or provide educational information (COVID-19 - Social Distancing complaints)
Child Abuse	Calls related to the act of willful harm to a child. Includes abandonment and neglect. A call in which a child is reportedly in a house with no heat in the winter. A call in which a child has been disciplined by spanking with a belt.
Robbery	Calls related to the taking or attempt to take anything of value from the control, custody, or care of another person by force or intimidation. A call of a bank robbery. A call in which a person's cell phone was taken by force.
Injured Person	Calls related to medical conditions or injuries which may or may not be the result of a crime or accident. A call in which a person has reportedly twisted an ankle. A call in which a person is having difficulty

	breathing.
Psychiatric	<p>Calls related to mental health</p> <p>A call in which a person is reportedly talking to themselves while walking through the Commons</p> <p>A call in which a person with a diagnosed mental health disease is calling for assistance.</p>
Bad Check	<p>Calls related to a person attempting to use a check with insufficient funds to cover the check.</p>
Recovered Vehicle	<p>Calls to investigate a vehicle reported stolen.</p> <p>A call in which a person finds their car that has previously been reported stolen.</p> <p>A call in which an officer through an investigation discovers a car previously reported stolen</p>
Animal Bites	<p>Calls related to an animal biting a person.</p> <p>A call in which a stray dog has reportedly bitten a PERSON.</p>
Personal Injury Accident	<p>Calls related to a vehicle collision in which someone is injured as a result</p>
Stabbing	<p>Calls related to a person being stabbed with an object. NOTE: Dispatch also uses the stabbing code for a shooting victim.</p>
911 Call with No One Talking	<p>Calls related to a 911 call and the line is open with no one speaking.</p> <p>A call in which a person in need of help calls 911 but can't talk because they are in fear of the person with them.</p> <p>A call in which a child accidentally calls 911</p>

	and walks away from their parents cell phone without hanging up or saying anything.
Bomb Threat	Calls related to a threat to bomb
Dead Body	<p>Calls relating to the scene of death; differs depending on whether medical attention or CSI (crime scene investigation) is needed.</p> <p>A call of a person who appears dead in a private or public place other than a medical facility or nursing home (unless suspicious circumstances are reported)</p> <p>A call in which a family member reports an expected death due to an illness.</p>
Overdose	Calls related to overdoses
EMS	<p>Calls related to assisting EMS units</p> <p>A call for a person having difficulty breathing in a neighborhood known to have had past violent crime.</p>
Unconscious	<p>Calls related to investigating the report of an unconscious person</p> <p>A call in which a person appears to be unconscious on a bench</p> <p>A person laying on the sidewalk with no signs of movement</p>
Service Call	Calls related to needs for police service.
Breathing Problem	Calls related to a person experiencing breathing problems.
Cardiac Arrest	Calls related to a person experiencing reported cardiac arrest.
Chest Pain	Calls related to a person experiencing chest pains.
Headache	Calls related to a person experiencing a headache.
Sick Person	Calls related to a person feeling sick.

Traumatic Injury	Calls related to reported injured person A call in which a forklift has driven off a loading dock and the driver is injured
Fire Outside	Calls related to a fire outdoors.
Hazmat	Calls related to Hazardous Materials
Vehicle Fire	Calls related to a fire involving a vehicle.

APPENDIX C:

MATRIX CONSULTING GROUP REPORT ON PATROL STAFFING AND DEPLOYMENT

Report on Patrol Staffing and Deployment

ITHACA, NEW YORK

FINAL

January 27, 2022

Table of Contents

Introduction and Executive Summary

.....

Patrol Workload Analysis

.....

Analysis of Patrol Resource Needs

.....

Self-Initiated Activity

.....

Shift Schedule Optimization Analysis

.....

Redesign of the Patrol Beat Structure

.....

1. Introduction

(1) Project Overview

Matrix Consulting Group was retained by Center for Policing Equity to conduct analysis of field services and staffing needs for the Ithaca Police Department. Our scope of work includes:

- **Comprehensive analysis of patrol workload**, examining service needs and workload throughout Ithaca.
- **Analysis of patrol staffing needs and call diversion opportunities**, focusing on the capacity of patrol units to both handle incoming workloads and be proactive in the field.
- **Study alternative deployment configurations**, including new shift schedules and allocations of personnel, as well as redesigning the patrol beat structure.

This draft document presents the analysis of these scope areas, including findings and recommendations. Further analysis in the study will examine alternative call response and other alternative service delivery alternatives.

(2) Key Findings

The comprehensive analysis of call data presents a clear picture of workload in 2019, the year focused on to examine patrol staffing and capacity, as well as over the entire five-year period for which data was received. This enabled us to accurately measure patrol workload in terms of both the number of incidents that patrol units responded to, as well as how much time was spent handling these calls.

Similarly, department personnel data provides a measure of the capacity to handle these workloads by examining how many hours staff are on duty after accounting for factors such as time spent on leave, training, and other categories that take officers out of the field.

In measuring patrol workload and comparing that workload against staff capacity to handle it, several findings are evident:

- Patrol handled 12,217 community-generated calls for service in 2019.

- The workload that community-generated calls for service create take up 41% of officers' net available time, leaving the remaining 59% for proactive use.
- A proactive (uncommitted) time level of 59% indicates that there is not only sufficient staffing to handle workloads, but also to have exceptional proactive capabilities.
- Based on this analysis, current staffing is sufficient to handle community-generated workloads and provide a high level of service.
- Over the past five years, there has not been consistent or meaningful growth in call for service workloads.
- Self-initiated activity, however, has diminished rapidly since 2018.
 - Officers are using less of their proactive (uncommitted) time to generate activity such as traffic stops and other proactive policing efforts.
 - Given the lack of significant increase in workload during that time period, it does not explain the decline in how officers use proactive time.
- The current beat structural is effective overall; however two of four beats have moderately unequal workload levels that can create different experiences for officers day-to-day in terms of their ability to be proactive and not be overloaded by call workloads.
- The current shift schedule is problematic from perspectives of both officer quality of life and efficiency in deploying staff against when workload is greatest:
 - A variable schedule of four-on, two-off does not give officers fixed workdays.
 - This configuration also only gives officers an average of about 2.3 days off per week, in contrast with 10 and 12-hour alternatives.
 - The schedule results in only 2,008 work hours per year, as opposed to 2,080 hours in a normal 40-hour workweek pattern.
 - Equal allocations of staff by shift result in a highly inefficient distribution of personnel against workload.

(3) Recommendations

The following recommendations are made in this report to address the issues identified through the analysis:

- **Maintain the current staffing level in patrol.**
- **As part of the collective bargaining process, implement either the 10-hour fixed workday schedule or the 12-hour Pitman schedule, allocating and deploying officers as outlined in the analysis.**
- **After a process of review and revision in consultation with the Ithaca Police Department and the community, adopt the alternative patrol beat structure in order to equalize workload and better facilitate community policing.**

2. Patrol Workload Analysis

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

(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 the entirety of calendar years 2016 through the end of 2020. Although the entire five-year span is used to analyze trends and examine comparability, the staffing analysis focuses on workload in 2019, due to the irregularity of 2020 data stemming from the impacts of the COVID-19 pandemic.

For incidents to be identified as community-generated calls for service and included in our analysis of patrol staffing and capacity to handle workload, each of the following conditions needed to be met:

- The incident must have been unique.
- The incident must have been first created in calendar year 2019.
- The incident must have involved at least one officer assigned to patrol, whether designated as car patrol or foot patrol, as identified by the individual unit codes of each response to the call.
- The incident must have been originally initiated by the community, as identified using the following methods:
 - The source of the call must correspond to a community-generated event. Thus, if the call source value is listed as either “Radio” or “Officer Report”, it is not counted as a community-generated event.
 - Additionally, 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 self-initiated (e.g., “special detail”) 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 any time stamps.

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

(2) Calls for Service by Hour and Weekday

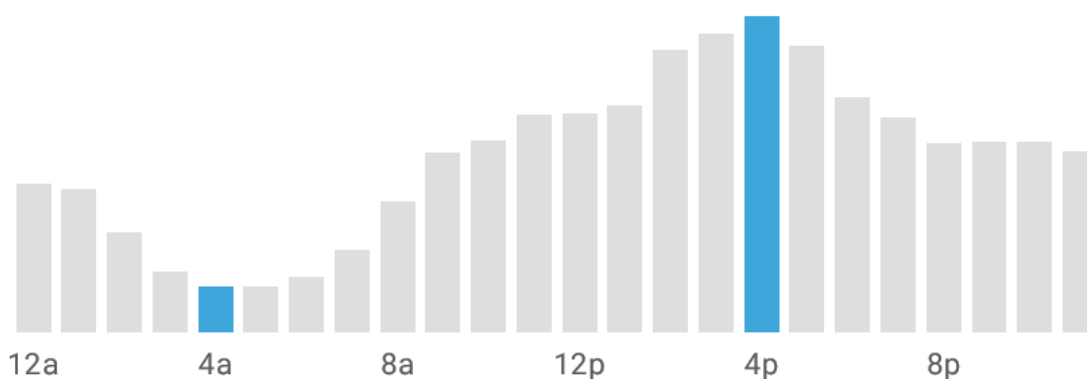
The following table displays the total number of calls for service handled by patrol units by each hour and day of the week:

Calls for Service by Hour and Weekday

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
12a	99	42	41	42	40	69	95	428
1am	91	40	42	45	40	61	93	412
2am	67	24	26	35	31	37	67	287
3am	36	17	19	23	25	29	28	177
4am	24	18	16	20	16	23	16	133
5am	20	16	17	21	19	24	18	135
6am	22	25	23	22	22	26	22	162
7am	25	30	25	43	34	44	36	237
8am	42	56	46	61	60	65	50	380
9am	69	86	70	83	64	69	79	520
10am	63	103	73	91	79	85	58	552
11am	72	98	83	97	79	95	102	626
12pm	90	97	80	76	91	108	91	633
1pm	83	91	94	101	80	110	96	655
2pm	85	115	120	119	121	148	105	813
3pm	88	122	116	127	151	126	130	860
4pm	104	143	146	133	143	130	113	912
5pm	84	125	123	156	113	130	94	825
6pm	76	109	102	98	94	109	91	679
7pm	80	99	89	78	74	107	94	621
8pm	63	84	97	76	71	78	78	547
9pm	75	68	70	74	75	87	99	548
10pm	67	80	66	67	85	92	94	551
11pm	55	55	66	56	81	101	110	524
Total	1,580	1,743	1,650	1,744	1,688	1,953	1,859	12,217

The chart demonstrates that, across all days of the week, call activity during the late night and early morning hours is minimal compared to the busier hours of the day – generally during the afternoon and early evening. This is particularly notable given the deployment schedule of the department, which assigns equal numbers of officers to all three shifts (days, swings, and nights) despite vastly different workload levels. The following chart summarizes call for service activity on an hourly basis across all days of the week:

Call for Service Activity by Hour



Call activity has a relatively even buildup and decline up to and trailing from the peak of 4:00PM. This is somewhat more pronounced than in other agencies, where there is often a longer-lasting ‘plateau’ of higher levels of call activity.

(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	783	
Feb	777	-17.8%
Mar	950	
Apr	974	
May	1,055	+0.9%
Jun	1,052	
Jul	1,076	
Aug	1,183	+14.2%

Sep	1,230	
Oct	1,143	
Nov	1,039	+2.7%
Dec	955	
Total	12,217	

Seasonal variation is significant in Ithaca, likely owing to influence of the cold winters experienced in Upstate New York. The variation in call generation due to this factor does not appear to be significantly moderated by the additional population in Ithaca during Fall through Spring as a result of Cornell University and Ithaca College being in regular session.

(4) Most Common Types of Calls for Service

The following table provides the ten 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)¹ for each:

Most Common Call for Service Categories

Incident Type	# CFS	HT	12a	4a	8a	12p	4p	8p
ASSIST	1,224	29.7	[Heatmap visualization]					
WELFARE CHECK	1,015	29.5	[Heatmap visualization]					
PD ACCIDENT	919	37.5	[Heatmap visualization]					
THEFT	760	45.6	[Heatmap visualization]					
ALARM POLICE	732	12.8	[Heatmap visualization]					
NOISE CMLPNT	665	16.6	[Heatmap visualization]					
SUSPICIOUS	637	25.8	[Heatmap visualization]					
DISPUTE	633	36.4	[Heatmap visualization]					
PARKING PROBLEM	596	19.5	[Heatmap visualization]					
TRAFFIC CMLPNT	532	18.6	[Heatmap visualization]					

¹ 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.

All Other Types	4,504	39.6
Total	12,217	32.4

IPD uses relatively broad categories for CAD incident types, with the generic “ASSIST” category comprising 10% of all calls for service handled by the department.

It is worth noting that “PD ACCIDENT” refers to accidents that the department responds to, not accidents *involving* the police department.

Even so, there is a noticeable clustering of the top four incident categories – which together account for just under one third of all calls for service – in terms of when they are most likely to occur. Each peaks around the late afternoon and early evening hours, with their frequency rising and declining over the several hours preceding and following that period. Most of the other leading call categories, by contrast, peak in the evening and nighttime hours.






The department’s demand profile of high-volume, low-priority incidences is typical, with most police forces having similar trends. The significant workload incurred from some of these incident categories, which involve lower-priority, non-violent offenses, indicates that there is opportunity to divert some of these calls for service to alternative response. The next phase of the study will examine the feasibility of such options further, such as non-armed professionals, in addition to non-response report options (e.g., online reports and telephone reporting).

(5) Call for Service Response Time by Year

The following table displays call for service statistics priority level, showing the median (middle value) response time² and distribution of calls by response time for each category:

² 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.

Call for Service Response Time by Priority Level

Priority Level	# CFS	% of CFS	Median RT	RT Distribution
				20 40 60
2016	12,460	21%	10.0	
2017	12,493	21%	9.8	
2018	11,717	19%	10.2	
2019	12,217	20%	10.5	
2020	11,789	19%	12.0	

In 2019, response time performance was exceptional, with 85% of all calls for service – regardless of severity – answered within 30 minutes. 97% of all calls were answered within an hour. It is important to stress that the computer-aided dispatch data received by the project team did not contain priority level information. Thus, this analysis is not able to break response times down by priority, which generally works as a proxy for call severity.

Nonetheless, a median response time of 10.5 minutes for *all* calls for service is extraordinarily low, and could indicate – but does not necessarily prove – that current staffing allows for the capacity to handle community-generated workloads.

3. 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 service needs of the community, 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 community issues, conduct problem-oriented policing, and perform other self-directed engagement activities within the community. 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 process used by the project team to determine the patrol resource needs of the Ithaca Police Department based on current workloads, staff availability, and service level objectives.

(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 amount of 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 qualifications to this, which include the following:

- Optimal proactivity levels are a generalized target, and a single percentage should be applied to every agency. The actual needs of an individual department vary based on a number of factors, including:
 - Other resources the department has to 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, to provide effective patrol services and handle community-generated workload, IPD should generally target an overall proactivity level of at least 40-45% as an effective benchmark of patrol coverage. Agencies below this number typically lack the resources to avoid issues caused by resource shortages, such as frequently experiencing queues of calls that lead to longer response times, particularly for lower-priority calls for service. An important qualifier is that even agencies above this number can have inefficient deployment schedules that do not staff high-activity periods of the day with sufficient resources, thus resulting in the same effects on response times as if staffing as a whole is adequate. Thus, **the overall proactivity target of 40-45% should be thought of as a benchmark for the potential to provide effective levels of service** – to avoid both longer response times to lower-priority calls for service, as well as to be able to have the time available to be proactive outside of responding to calls.

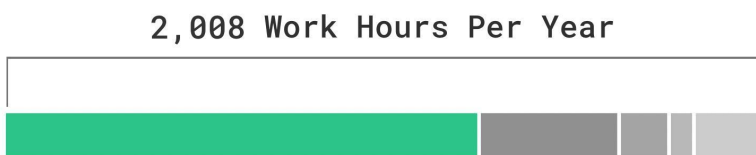
(2) Patrol Unit Staffing and Net Availability

The Ithaca Police Department follows an 8.25-hour shift configuration that assigns personnel to workday sets of 4 days on, followed by 2 days off. As a 6-day rotation, the workdays are not fixed to days of week, and are instead constantly rotating forward.

The 24³ officers in patrol and their supervisors are assigned to one of three shifts: Day (2245–0700), Swing (1500–2315), or night (0700–1515). Officers on a platoon are assigned to a specific sergeant who is responsible for direct field supervision on shared workdays and for completing regular performance evaluations.

Given patrol staffing allocations, net availability calculations can provide a realistic picture of how staffing translates to active on-duty hours. Out of the 2,008 hours per year that officers are scheduled to work in a year (excluding overtime), a large percentage is not actually spent on-duty and 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 IPD 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 this process in detail, outlining how each contributing factor is calculated:

Factors Used to Calculate Patrol Net Availability

³ Filled positions only. Numbers do not include trainees, those in the academy, or officers on long-term disability leave.

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 from.

Base number: 2,008 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.

Calculated from IPD data: 391 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: 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 that are completed while on-duty and not on overtime. This number based using watch sheet data for 2019 to estimate the training hours that would have been conducted on regular time, as opposed to overtime. If training is completed on overtime, it does not necessarily take away from the number of regular work hours an officer works in a pay period, and thus is not relevant to this analysis. However, data systems rarely designate which training is conducted on regular time versus overtime.

Estimated/calculated from IPD data: 139 hours of on-duty training time per year

Administrative Time (subtracted from total work hours per year)

The total number of hours per year spent completing administrative tasks while on-duty, including briefing, meal breaks, and various other activities.

The number is calculated as an estimate by multiplying 60⁴ minutes of time per shift times the number of shifts actually worked by officers in a year after factoring out the shifts that are not worked as a result of leave being taken.

Estimated: 196 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:

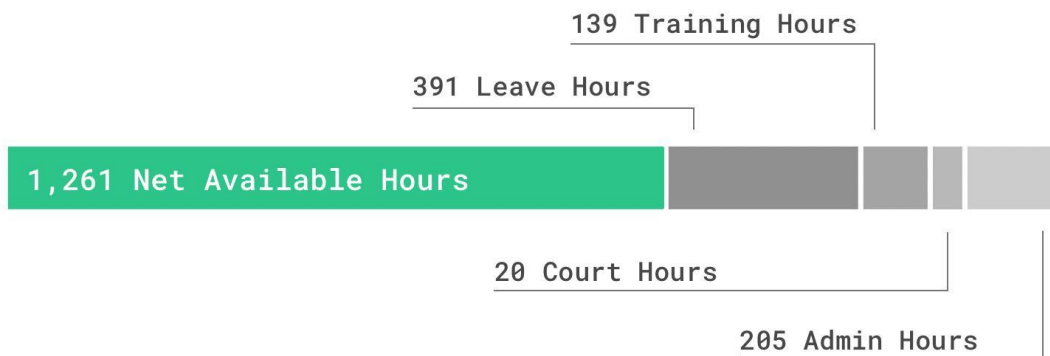
⁴ Typically, 60 minutes are assumed for shifts from 8-9 hours in length, and 90 minutes per shift for longer patrol shifts.

1,261 net available hours per officer

The following table and chart summarize this calculation process, displaying how each net availability factor contributes to the overall net availability of patrol officers:

Calculation of Patrol Unit Net Availability

Base Annual Work Hours		2,008
Total Leave Hours	-	391
On-Duty Training Hours	-	139
On-Duty Court Time Hours	-	20
Administrative Hours	-	196
.....		
Net Available Hours Per Officer	=	1,261
<i>Number of Officer Positions</i>	×	24
Total Net Available Hours	=	30,274



Overall, the 24 filled officer positions combine for 30,274 net available hours per year, representing the total time in which they are on duty and able to respond to community-generated incidents and be proactive.

(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 amount of workload, much of which is not captured within the handling time of the primary unit. Some of these factors can be calculated directly from data provided by the department, while others must be estimated due to limitations in their measurability.

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

Factors Used to Calculate Total Patrol Workload

Number of Community-Generated Calls for Service

Data obtained from an export of CAD data covering a period of an entire year that has been analyzed and filtered in order 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 IPD data: **12,217 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 scene of the incident and the duration of on-scene time. For each incident, this number is calculated as the difference between '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. At 32.3 minutes per call, IPD is somewhat on the lower end of most agencies, although not an outlier by any means.

*Calculated from IPD data: **32.3 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, as well as 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 is inclusive of any additional backup units beyond the first.

*Calculated from IPD data: **0.55 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, representing the time from the unit being dispatched to the unit clearing the call.

*Calculated from IPD data: **24.7 minutes of handling time per backup unit***

Number of Reports Written

The total number of reports and other assignments relating to calls for service that have been completed by patrol units, estimated at one report written for every three calls for service. This includes any supporting work completed by backup units. *In this case, the number has been estimated based on the experience of the project team. This was done for several reasons, as explained below:*

The project team requested a dataset showing written reports and their incident numbers; however, this dataset was not available or possible to produce with IPD resources.

As a backup methodology, the CAD/RMS data provided by the department includes a call clear field with a disposition added, which can in some cases be used to estimate report writing. There are four options, each of which repeating for all backup units on the call:

- BLANK CLEARANCE CODE (3)
- NO REPORT NEEDED (2,381)
- REPORT TO FOLLOW (9,540)
- TRANSFERRED TO OTHER AGENCY (1)

9,540 out of 12,217 community-generated calls for service had the disposition value of "REPORT TO FOLLOW" listed in that field. At 0.78 reports per call for service, this would represent an unrealistically high report writing rate. The degree to which it is an outlier is also relevant – the vast majority of agencies fall within a report writing rate of 0.25 to 0.35. At 0.78, IPD would be more than double. Consequently, it must be assumed that the disposition values for "REPORT TO FOLLOW" correspond with some type of reporting required in CAD/RMS upon clearing, given the type of incident it corresponds to. For instance, 81% of calls under the category 911 Hang Up are listed with the "REPORT TO FOLLOW" disposition code. In reality, reporting requirements for such a call type would not likely be significant.

Given these considerations, a normative estimate was used that is at the conservative (higher) end for communities the size of Ithaca, at 1 report for every 3 community-generated calls for service.

Estimated: 0.33 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 minutes are spent per written report, including the time spent by backup units on supporting work assignments.

Estimated: 45 minutes per report

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, reporting writing time, and jail transport/booking 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 12,398 total hours in 2019.

Calculated from previously listed factors: 60.9 total minutes of workload per call for service

Each of the factors summarized in this section contribute 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	12,217	}	53%
Avg. Primary Unit Handling Time	32.3 min.		
Backup Units Per CFS	0.55	}	22%
Avg. Backup Unit Handling Time	24.7 min.		

Reports Written Per CFS	0.33	} 25%
Time Per Report	45.0 min.	
<hr/>		
Avg. Workload Per Call	60.9 min.	
Total Workload	12,398 hrs.	

Overall, each call represents an average workload of 60.9 minutes, including all time spent by the primary unit handling the call, the time spent by any backup units attached to the call, as well as any reports or other assignments completed in relation to the incident.

(4) Calculation of Overall Patrol Proactivity

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 function proactively. The result can then function as a barometer from which to gauge the capacity of current resources to handle call workload demands, given objectives for meeting a certain service level.

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		30,274
Total Patrol Workload Hours	-	12,398
<hr/>		
Resulting # of Uncommitted Hours	=	17,876
Divided by Total Net Available Hours	÷	30,274
<hr/>		
Overall Proactive Time Level	=	59.0%

Overall, 59.0% of on-duty time is available to be proactive – well above the targeted threshold of 40-45% as a base. This indicated that IPD has not only sufficient capacity to handle community-generated workloads, but also to provide exceptional proactive policing.

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

Proactivity by Hour and Weekday

	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Overall
2am–6am	76%	78%	85%	74%	79%	81%	73%	78%
6am–10am	81%	75%	79%	73%	70%	73%	71%	75%
10am–2pm	49%	50%	48%	41%	52%	39%	51%	47%
2pm–6pm	55%	36%	38%	34%	35%	38%	44%	40%
6pm–10pm	60%	48%	57%	58%	56%	46%	47%	53%
10pm–2am	56%	60%	68%	68%	66%	60%	56%	62%
Overall	63%	57%	62%	58%	60%	56%	57%	59%

The consistency in proactive time capabilities is highly evident. The chart’s color scale ranges from white to gray to green, fully reaching the end of the scale at 40% – indicating that proactive time is not only sufficient to handle workload on a consistent basis, but to provide exceptional levels of proactive service as well. In IPD’s case, virtually every four-hour block reaches this threshold, even during the daytime hours when workload is highest. A few blocks narrowly reach this level, falling just short at 38-39%, which remains a high level of proactive policing for peak activity hours.

Consequently, it can be strongly concluded from the results of this analysis that current staffing in patrol meets the demands of workload and provides for ample time to be proactive.

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

Given the results of the workload and availability analysis, staffing levels can be determined based on achieving a certain target for proactive time. Prior to this, however, there are several considerations that must be made that provide context to staffing requirements.

(5.1) Adjusting for the Impact of Turnover

For staffing targets to be grounded in the long-term reality of a workforce, is 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 occurring as a result of retirement, termination, and other factors. When these events occur, it takes a significant amount of 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' that an agency requires should be based on the historical rate of attrition 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, in that they create an open position slot 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.

Given these considerations, **an additional 5% *authorized* (budgeted) positions should be added on top of the actual number currently filled (actual) positions in order 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.

(5.2) Additional Considerations

The overall patrol proactivity level should function as a barometer of potential resource capacity to handle workloads and be proactive, and different levels have varying implications for the effectiveness of an agency in being proactive at addressing public safety issues and engaging with the community. These considerations can be summarized as follows:

- In agencies that are severely understaffed in patrol functions, 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 such agencies would have little to no time to be proactive.

When gaps do occur, the high rate of workload relative to available time can have 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**), the generation of self-initiated activity rapidly increases, as officers are able to 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 increases further, 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 decrease. Despite this, no limitations exist on the time that can be spent on activities such as saturation/directed patrols and community engagement activities.

(5.3) Calculation of Staffing Needs

Staffing calculations provide the culmination of the proactive time analysis, using the proactive time target to determine how much time must be staffed for relative to workload such that the proactive time target equals the target on an overall basis. Based on number of net available hours per officer, the number of authorized positions needed to achieve the requisite number of hours staffed can be calculated, with a buffer for turnover added thereafter.

It is important to note that the calculations do not take into account the effect of cumulative vacancies that are not able to be replaced and 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.

Nonetheless, the following table presents these calculations, showing the number of officers needed to maintain the current level of proactive time, at 59% overall:

Staffing Needs @ 59% Proactive Time Target

Total Workload Hours	12,398
Proactivity Target	59%

<i>Staffed Hours Needed</i>	=	30,239
Net Available Hours Per Officer	÷	1,261
Turnover Factor	+	5%
Patrol Officer FTEs Needed	=	26

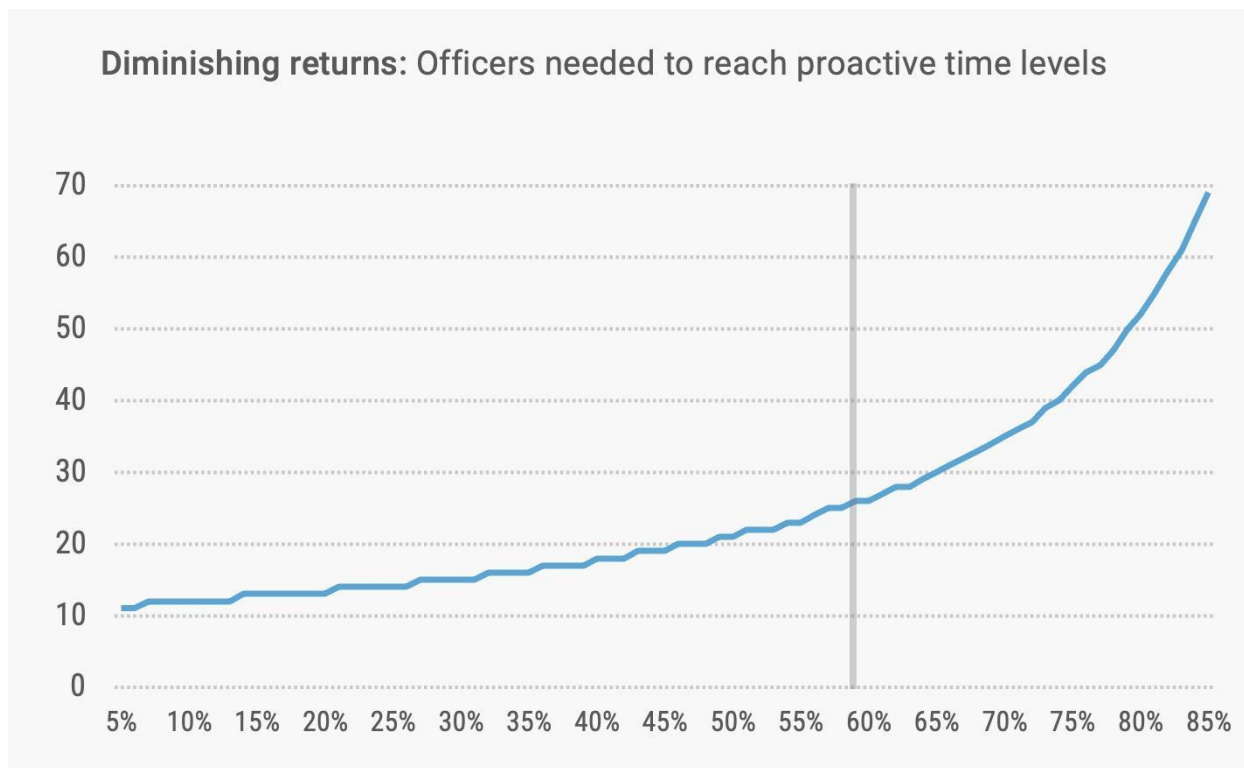
This process can be repeated for any proactive time target, as shown in the next table:

Officers Needed by Proactive Time Level

% Proac. Time	# of Ofc.	# to Raise +1%
55%	23	
56%	24	+1
57%	25	+1
58%	25	+0
59%	26	+1
60%	26	+0
61%	27	+1
62%	28	+1
63%	28	+0
64%	29	+1
65%	30	+1
66%	31	+1
67%	32	+1
68%	33	+1
69%	34	+1
70%	35	+1

The findings from this analysis are particularly notable given that as the proactivity level increases, the number of officers needed to raise it further grows exponentially. Whereas at low proactivity levels, adding several more officers would have a significant effect on overall proactivity, doing so at high proactivity levels (>60%) would have very little effect if the proactivity level was around 60 or 60%.

The following chart provides a visualization of this issue, showing the diminishing returns of adding additional officers on patrol proactivity and service levels:



The gray vertical bar indicates the current level of patrol proactivity.

The steeper the curve, the less returns are gained from investing additional resources in patrol. This chart demonstrates that, generally, 40-50% represents the level that should be aimed for, and that improvements to service level experience diminishing returns beyond that point. Below 40%, however, adding staff to patrol achieves significant effects on proactive time with comparatively minimal financial expenditures.

Recommendation:

Maintain the current staffing level in patrol.

4. 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 are able to 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.

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 types of activity. However, many categories of officer-initiated activity are nonetheless recorded, such as traffic stops, predictive policing efforts, and follow-up investigations.

Nonetheless, CAD data does provide for a significant portion of officer-initiated activity to be analyzed to examine how uncommitted time is utilized for proactive policing.

(4.1) Self-Initiated Activity by Hour and Weekday

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

Self-Initiated Incidents by Hour and Weekday

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
12am	66	66	45	72	66	79	82	476
1am	31	37	44	48	43	42	61	306
2am	52	27	28	28	23	39	33	230
3am	21	13	23	19	17	29	18	140
4am	17	9	9	16	11	14	20	96
5am	8	9	9	7	10	15	8	66
6am	10	7	7	9	11	5	4	53
7am	6	9	3	6	3	8	9	44
8am	13	12	19	14	9	28	16	111
9am	23	25	20	28	15	20	23	154
10am	20	34	23	25	19	26	29	176
11am	32	18	24	18	18	17	30	157

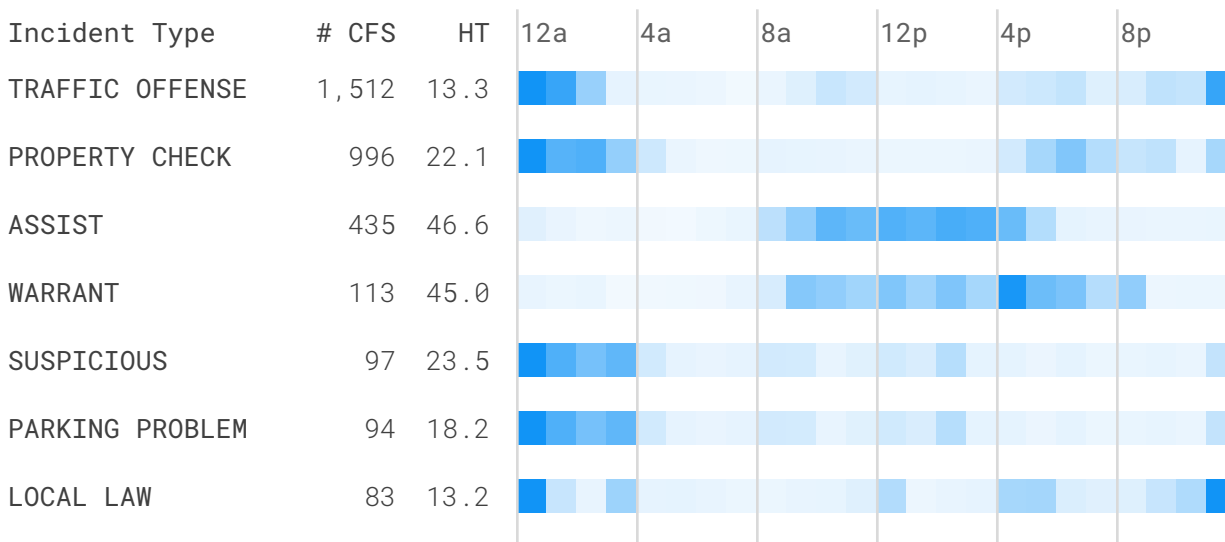
12pm	25	23	23	14	16	31	12	144
1pm	15	13	18	17	19	31	26	139
2pm	31	27	23	18	14	14	19	146
3pm	11	16	19	11	13	13	25	108
4pm	31	32	29	25	29	41	26	213
5pm	36	23	18	23	25	29	28	182
6pm	35	31	27	28	24	25	29	199
7pm	28	18	15	15	19	20	23	138
8pm	14	10	27	23	20	16	24	134
9pm	12	26	14	19	24	26	29	150
10pm	13	18	13	15	15	20	12	106
11pm	45	35	28	34	33	43	38	256
Total	595	538	508	532	496	631	624	3,924

Interestingly, self-initiated activity peaks sharply from around 12:00AM to 1:00AM, with an hour or so on either side having comparable levels of activity. At these times, vastly more proactive policing is conducted than during other hours. Possible explanations could include it being immediately after shift change, as well as the high levels of proactive time that exist during those hours.

(4.2) 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



PROPERTY CMLPNT	76	13.7	
TRAFFIC CMLPNT	59	35.9	
WELFARE CHECK	54	19.8	
All Other Types	405	19.6	
Total	3,924	21.6	

“Traffic Offense” incidents (i.e., traffic stops) account for about 39% of all self-initiated incidents, averaging just over 13 minutes per event. Beyond the top three or four categories, activity is relatively sparse. Proactive ‘suspicious’ events (e.g., suspicious vehicle, person, etc. – common categories of police self-initiated activity in most agencies) occur only 97 times over the course of calendar year 2019.

(4.3) Total Utilization

Overall, the rate at which self-initiated activity is conducted is not high relative to the amount of proactive time available. This can be shown by examining total utilization – the percentage of officers’ net available time that is spent handling both community-generated calls for service and self-initiated activity:

Total Utilization of Patrol Officers on Calls for Service and Self-Initiated Activity

	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Overall
2am–6am	30%	24%	20%	28%	24%	21%	36%	26%
6am–10am	23%	28%	21%	30%	31%	34%	31%	28%
10am–2pm	54%	52%	53%	61%	50%	64%	49%	55%
2pm–6pm	53%	67%	66%	69%	67%	66%	58%	63%
6pm–10pm	44%	53%	46%	44%	47%	57%	57%	50%
10pm–2am	29%	47%	41%	36%	40%	38%	40%	45%
Overall	42%	45%	41%	45%	43%	48%	47%	45%

Outside of the mid-afternoon to early evening hours, net available time is not highly utilized on either calls for service or officer-initiated activity. Of course, it could be argued that there are only so many opportunities to be proactive. Certain services, such as security checks, however, are highly repeatable in comparison to other types of activity.

Moreover, any proactive policing efforts should be balanced with their potential effects on community trust, a principle echoed in the report on the President's Task Force on 21st Century Policing. Too many vehicle stops in certain areas, for instance, can create long-lasting effects on relationships with those communities, creating perceptions that may not be aligned with the original intentions of the activity. Thus, it is not necessarily the goal for officers to be completely utilized, or for a certain threshold of self-initiated activity to be met.

(4.3) Historical Self-Initiated Activity Trends

To investigate this further, the CAD analysis can be extended for the entire five-year period for which data was received in order to gauge trends in activity levels, as was provided earlier in the analysis for community-generated calls for service.

The following table presents the findings of this analysis:

Five-Year Self-Initiated Incident Trends

Year	# Self-Initiated Incidents	+/- Change
2016	5,184	N/A
2017	5,723	+10%
2018	5,610	-2%
2019	3,924	-30%
2020	3,163	-19%

There is a clear drop-off in activity after 2018, with 2019 – the last pre-pandemic year – having significantly less activity than the year before. The chart below puts this into context, showing the year-by-year changes in both community-generated calls for service and officer-initiated activity:

Declining Self-Initiated Incidents Versus Community-Generated Workload



The decline in officer-initiated activity does not correlate with an increase in workload, and consequently does not appear to be indicative of a lack of staffing capacity to be proactive.

5. Shift Schedule Optimization Analysis

The following analysis examines the effectiveness of the current shift schedule and analyzes the feasibility and effects of implementing alternative schedules. This analysis is both quantitative and qualitative, balancing the objective of optimizing resource deployment with the need to have this schedule be broadly popular with officers and provide for quality of life concerns to be addressed.

The latter point is critical in part because work hours, shift length, and workday patterns are set by the collectively bargained labor agreement made with the Ithaca Police Benevolent Association (PBA), which covers all sworn personnel. **Changes to work hours or any schedule characteristics must be made through the collective bargaining process**, and cannot be made unilaterally by the department's management.

This analysis is intended to provide the analytical framework for any discussion on shift schedules, outlining a number of alternatives that most effectively deploy officers to achieve high levels of service, as well as to provide for officer quality of life considerations to be facilitated.

1. Current Shift Configuration: 8.25-Hour Schedule (Rotating Workdays)

(1.1) Overview

The current shift schedule, which has been in place since 2005, is an 8.25-hour shift, with officers working in a pattern of 4 days on, followed by 2 days off. Because this cycle repeats every 6 days, it is forward-rotating – officers do not have fixed workdays. If an officer worked Monday to Thursday in one calendar week, the next would be Sunday to Wednesday. Start times are schedule to provide for slight overlaps between shifts, as shown below:

Current 8.25-Hour Shift Configuration

Team	Start	End	# Officers
Night	2245	0700	8
Day	0700	1515	8
Swing	1500	2315	8

Working 8.25 hours in a 4 on, 2 off pattern equates to 38.6 work hours per calendar week, or approximately 2,008 scheduled work hours over an entire year. **This is a highly**

unusual configuration, with the vast majority of departments following a 40-hour workweek that equates to 2,080 hours annually. The weekly average of 38.6 hours results in fewer hours worked per officer while also likely not reducing costs overall.

An advantage of the forward-rotating workday schedule is that it gives all officers some weekend days off. This typically a leading consideration for officers, particularly among newer or younger officers that value an active social life and that lack the seniority to bid for workday sets that provide for weekend days off.

However, on balance with other concerns, the 4-on, 2 off pattern does not necessarily provide for ideal officer quality of life. Forward-rotating workday patterns such as this can often be unpopular due to their disruption on domestic and social life. It can be more difficult to schedule child care and align life outside of work with a domestic partner. Organized activities such as sports or clubs generally have fixed days when they occur, making regular attendance impossible in a rotating workday pattern. Off-duty work is also much more difficult to schedule in a rotating workday pattern – a critical issue for officers in many departments, particularly those that work 10 or 12-hour shifts and have more consecutive off days. In essence, a constantly changing set of workdays can, for some, misalign and isolate officers from life outside of work that generally follows a regular weekly pattern.

Consequently, despite this being a schedule that was and is collectively bargained for – and one that has been in place for more than 15 years – **the lack of fixed workdays must be considered a key weakness of the current schedule.**

(1.2) Performance and Efficiency of the Current Schedule

The following chart provides the proactive time levels, a measure of capacity and service level, achieved by the current shift schedule in four-hour blocks. As values drop below 40%, the color of the cell shifts closer to gray:

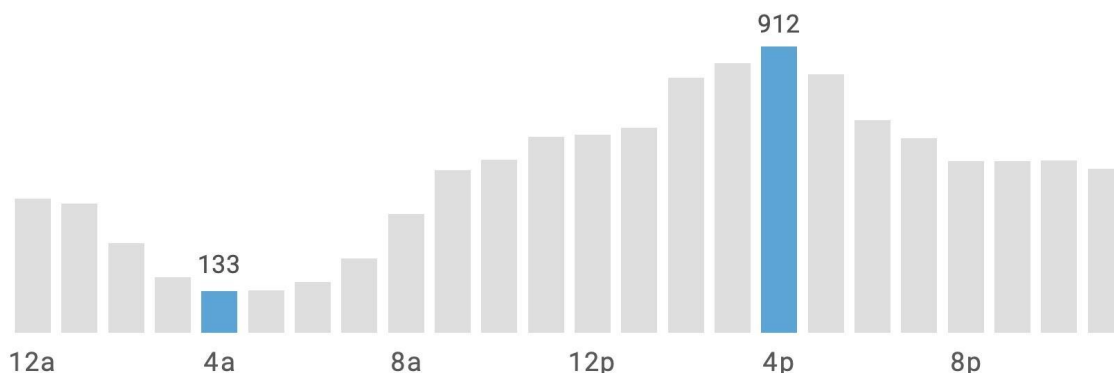
	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Overall
2am–6am	76%	78%	85%	74%	79%	81%	73%	78%
6am–10am	81%	75%	79%	73%	70%	73%	71%	75%
10am–2pm	49%	50%	48%	41%	52%	39%	51%	47%
2pm–6pm	55%	36%	38%	34%	35%	38%	44%	40%
6pm–10pm	60%	48%	57%	58%	56%	46%	47%	53%
10pm–2am	56%	60%	68%	68%	66%	60%	56%	62%
Overall	63%	57%	62%	58%	60%	56%	57%	59%

Overall, the schedule clearly is able to accomplish high levels of proactive time throughout the day, dropping below 40% only during the afternoon and early evening, without decreasing below 34%.

The high proactive time levels do necessarily mean, however, that the schedule is achieving the results efficiently. At 59% proactive time on an overall basis, staffing is at such a high level relative to workload that even moderately inefficient schedules still accomplish deployment objectives.

While not the only aim of developing an optimized shift schedule, schedules should efficiently match staff deployments against periods when workload is greatest. In Ithaca, as explored in the patrol staffing analysis, the difference in workload levels between day and nighttime hours is exceptional. To this point, 7 times more calls for service are generated during the busiest daytime hour and the least busy nighttime hour:

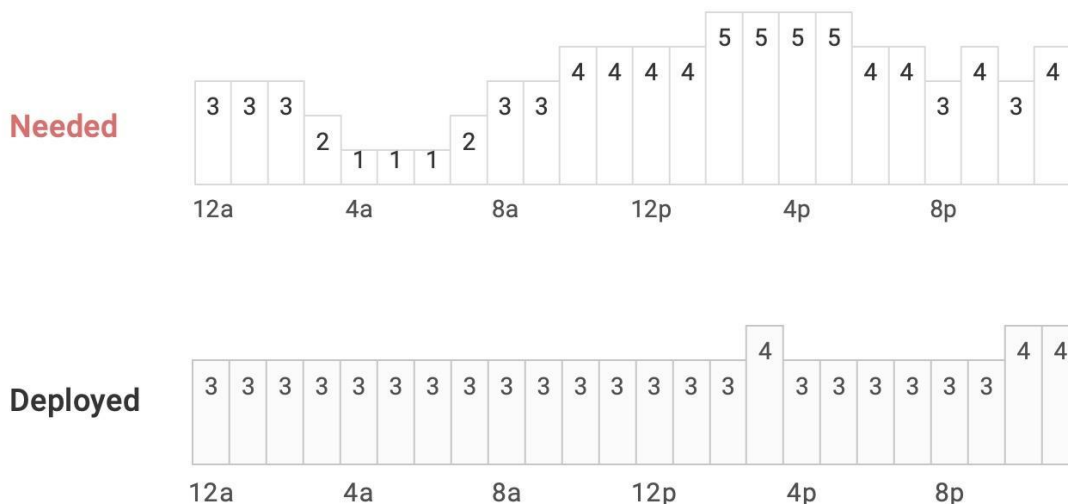
Calls for Service Activity by Hour



Granted, it should not be inferred that 1/7th of the staff are needed at night – during those hours, staffing for officer safety and emergency response capability are paramount. The objective of filling beats in itself is important only so far as it allows for response time to be minimized. In a community the size of Ithaca, this is less likely to be an issue.

Using workload and net availability data, the project team calculated the number of staff that would need to be deployed in order to achieve a proactive time level of 50% – which would represent an extraordinarily high level of service during the daytime hours. While not the only consideration in scheduling, it provides a benchmark against which to gauge how the current schedule used by the Ithaca Police Department allocates personnel against workload demands.

Deployed Staff Required for 50% Hourly Proactive Time vs Expected Number Deployed⁵



With IPD using an equal deployment of 8 officers to each shift, the 4 officers expected at certain times (as opposed to 3) is the result of slight overlaps increasing the average slightly enough to be rounded up.

Nonetheless, the results show that, if 50% proactive time is targeted for at any given hour – an exceptional level of service – too few officers are deployed during the afternoon and early evening hours, with more officers deployed than needed during the nighttime and early morning hours.

2. Priorities for Alternative Schedule Creation

To be able to offer concrete advantages over the current schedule and ensure that they could realistically be adopted through the collective bargaining process, the following aims are central to the development of alternative schedules:

- Deploy officers efficiently based on workload patterns by hour and day in order to provide for consistently high levels of service.
- Provide for officer safety and emergency response capabilities to be maintained at all hours of the day.

⁵ The expected number deployed takes into consideration the number scheduled on any particular day and factors in net availability factors such as leave, training, etc. to develop the 'typical' scenario. This does not factor in the usage of overtime to fill positions or controls against officers taking time off, nor does it include sergeants in the counts.

- Prioritize and provide for officer quality of life by:
 - Using workday patterns that are fixed over a weekly or biweekly cycle.
 - Maximizing the number of officers that receive weekend days off.
 - Scheduling reasonable shift start and end times, particularly for night shift personnel.
- Ensure that alternative schedules are implementable and have the potential to be popular among officers, by using configurations that are analogous to schedules that are popular in other departments.

Effective schedules are able to balance these concerns, which are both qualitative and quantitative and qualitative in nature.

3. **Alternative A: 10-Hour Schedule (Fixed Workdays, Adjusted Start Times)**

The first alternative is a 10-hour shift in which officers work the same days each week in a four-on, three-off pattern. Such a configuration is extremely common throughout the country, given its ability to provide for overlap between shifts during high-activity periods, while also giving officers the same three days off each week. This results in a 40-hour workweek, totaling 2,080 hours per year.

In this configuration, officers are staggered across workday sets, spreading staff out as evenly as possible across the week. This avoids a critical issue in many departments' 10-hour schedules that assigns a shared overlap day where every officer is on duty. This is inherently inefficient, as any time in which an above average officers are deployed results in other times having a *below* average number of officers deployed. By doubling the officers on one specific day, this occurs in an extreme magnitude, having a noticeable effect on service levels on other days of the week.

Staggering officer workday sets to address this problem also achieves the benefit of giving officers more options and more ways to have at least one weekend day off, whereas most two-team approaches give half of officers the entire weekend and others no weekend days. However, a key weakness of the schedule that this creates is that officers are not working with the same sergeant each day they are on duty.

The following chart illustrates this schedule and the allocation of officers to each shift, with **darker-shaded cells** indicating a workday:

10-Hour Fixed Workday Schedule Configuration

Team	Start	End	Week 1							Week 2							# Officers	
			S	M	T	W	Th	F	Sa	S	M	T	W	Th	F	Sa		
Night	2145	0745	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	1
	2145	0745	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	1
	2145	0745	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	1
	2145	0745	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	1
	2145	0745	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	1
	2145	0745	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	1
	2145	0745	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	1
	2145	0745	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	1
Day	0730	1730	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	1
	0730	1730	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	1
	0730	1730	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	1
	0730	1730	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	1
	0730	1730	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	1
	0730	1730	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	1
	0730	1730	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	1
	0730	1730	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	1
Swing	1200	2200	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	1
	1200	2200	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	1
	1200	2200	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	1
	1200	2200	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	1
	1200	2200	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	1
	1200	2200	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	1
	1200	2200	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	1
	1200	2200	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	1

In total, 8 officers are assigned to the night shift, 8 officers on the day shift, and 8 officers on the swing shift – the same allocation that exists currently.

The following chart shows the proactive time levels achieved by this currently by hour and weekday:

10-Hour Shift Configuration Proactive Time Performance

	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Overall
2am–6am	75%	78%	84%	66%	74%	75%	72%	75%
6am–10am	81%	75%	75%	72%	64%	72%	66%	73%
10am–2pm	63%	62%	52%	51%	55%	55%	57%	61%
2pm–6pm	74%	62%	55%	57%	53%	64%	64%	62%
6pm–10pm	61%	50%	47%	49%	46%	47%	49%	50%
10pm–2am	52%	53%	57%	54%	51%	49%	50%	52%
Overall	69%	64%	62%	59%	57%	61%	61%	62%

Clearly, the schedule outperforms the current schedule significantly, consistently providing for extraordinarily high levels of proactive time while still deploying sufficient officers during the night shift to maintain officer safety and emergency response capabilities:

Potential modifications to this schedule include shifting the start times of the night shift back to 2100 in order to end at 0700, allowing for the shift to facilitate a better circadian rhythm. In this scenario, the day shift would also begin at 0700. An overlap of 15 minutes on either side could also be planned for. No adjustments would be needed to the swing shift, which already has a sufficient overlap with the night shift.

4. Alternative B: 12-Hour Schedule (Pitman Configuration)

Taking a different approach, the second alternative schedule features a 12-hour shift using the popular ‘Pitman’ configuration, which uses a regularly repeating set of fixed workdays over a 2-week cycle. In this schedule, officers work a 2-on, 2-off, 3-on, 2-off, 2-on, and 3-off pattern.

The workday cycle equates to 84 hours biweekly, or 2,184 hours per year. Some departments pay all hours as regular time and specify the 84-hour biweekly work

periods in the labor agreement, thus bypassing the FLSA requirements for overtime. Others pay the time in excess of 80 biweekly hours as built-in overtime, resulting in 2,080 hours of regular time and 104 hours of scheduled overtime per year as part of the schedule.

With officers completing 7 shifts over a two-week period, the configuration allows for a high degree of simplicity to be achieved. There are just four shift teams and sets of workdays – one each for day and night shifts, working opposite sides of the week.

The following chart illustrates this, with workdays represented by **darker-shaded cells**:

12-Hour Pitman Schedule Configuration

Team	Start	End	Week 1							Week 2							# Officers
			S	M	T	W	Th	F	Sa	S	M	T	W	Th	F	Sa	
Day	0700	1900	█	█	█	█	█	█	█	█	█	█	█	█	█	█	7
	0700	1900	█	█	█	█	█	█	█	█	█	█	█	█	█	█	7
Night	1900	0700	█	█	█	█	█	█	█	█	█	█	█	█	█	█	5
	1900	0700	█	█	█	█	█	█	█	█	█	█	█	█	█	█	5

In the Pitman configuration, all officers get one weekend day off every week. If the workdays are often backwards by one day in the biweekly cycle shown in the chart, then all officers get both Saturday and Sunday off every other week. Virtually no other leading schedule configuration guarantees weekend days off to all officers regardless of seniority.

Another key benefit of 12-hour shift schedules is that they allow for officers for greater opportunity to work off-duty employment should they chose to. This can sometimes make transitioning away from 12-hour systems unpopular among a subset of officers once they are implemented.

The effects of the 12-hour Pitman schedule on proactive time are apparent, as shown in the following chart:

12-Hour Shift Configuration Proactive Time Performance

	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Overall
2am–6am	76%	78%	85%	74%	80%	81%	73%	78%
6am–10am	86%	81%	84%	80%	78%	80%	78%	81%
10am–2pm	64%	64%	63%	59%	66%	57%	66%	63%
2pm–6pm	67%	52%	54%	51%	51%	54%	59%	55%
6pm–10pm	63%	53%	61%	62%	60%	50%	51%	58%
10pm–2am	54%	54%	64%	64%	62%	56%	51%	58%
Overall	69%	64%	68%	64%	66%	63%	63%	65%

No four-hour block falls below 50%, which places the 12-hour schedule slightly ahead of the 10-hour system in terms of efficiency and effectiveness. This is aided by the 84-hour biweekly period, which raises proactive time to 65% on an overall basis.

In spite of the positive characteristics of this schedule, the primary weakness of the schedule, is readily apparent – 12 hours is a relatively long shift in law enforcement work. Issues of fatigue and sleepiness have been attributed to 12-hour shifts by various studies, although it should also be noted that studies have found these effects for 8-hour shifts as well in comparison to 10-hour configurations.

In general, 12-hour shift configurations can be more popular and potentially cause less fatigue issues when staffing levels are adequate, or particularly, above that level. This is intuitive – if officers are going call to call for 12 hours, fatigue issues mount and be exacerbated as officers are held over at the end of a shift to handle a call or write a report. However, if officers are handling on average fewer calls per shift and have more time in between handling calls for service, then 12-hour shift configurations can be more palatable.

In Ithaca, officers have a high proactive time level of 59% of available time on an overall. This indicates that staffing levels are relatively high in comparison to workload, and consequently mean that officers often have ample time in between shifts to ward off some of the negative effects of a 12-hour shift system.

Potential modifications to the shift schedule include shifting the workday cycles back a day to guarantee a full weekend every other week for all officers, as well as adjustment of start times. It is critical, however, to have the night shift return as early as possible in order to maintain adequate circadian rhythm.

5. Conclusions

The current shift schedule is highly unusual, resulting in a forward-rotating work schedule without fixed workdays, while also guaranteeing fewer hours on duty per officer than virtually any other shift configuration. The 8.25-hour shift length, in itself becoming less common as agencies shift to 10 and 12-hour systems, is particularly misaligned given the department's high proactive time levels and consequently longer time for officers on average in between handling calls for service. In a scenario where the norm is for officers to be going from stacked call to stacked call for an entire shift without break, trading a shorter shift length for fewer days off per week or non-fixed workdays might be a reasonable trade. However, with an 8.25-hour shift worked in a 4-on, 2-off rotating pattern, **given the staffing levels and service needs of Ithaca, the current schedule neither maximizes efficiency nor officer quality of life.**

The 10 and 12-hour alternatives developed for this analysis provide for a balance of both qualitative and quantitative factors, offering improvements. Both have fixed sets of workdays, meaning that officers will work the same days every weekly or biweekly period.

Despite the advantages, both schedules represent a monumental change for officers, many of whom have worked this schedule for their entire careers. Furthermore, neither schedule is without its drawbacks and weaknesses. These must be considered within the context of the issues with the current schedule, as well as the relative advantages of each options. As any change to the shift schedule must be collectively bargained, officers will decide whether it makes sense for them – both professionally, as well as in their personal lives.

Recommendation:

As part of the collective bargaining process, implement either the 10-hour fixed workday schedule or the 12-hour Pitman schedule, allocating and deploying officers as outlined in the analysis.

6. Redesign of the Patrol Beat Structure

1. Objectives in Patrol Beat Redesign

The following subsections outline the priorities used in both assessing the current beat structure, as well as creating new beat areas.

(1.1) Patrol Workload Equalization:

Workload should be equalized across all beats in order to maintain proactive capabilities and meet service level mandates.

All beats should be created to have call for service totals that are within $\pm 20\%$ of the overall average. Exceptions can be made in areas that are geographically isolated and/or have significant response time issues, such as hilly terrain or significant distances that must be covered, which require fewer calls. In these cases, a lower call for service target should be used. However, no beat should exceed $\pm 40\%$ of the average – indicating extraordinarily uneven workload – even with these exceptions in mind.

Workload equalization ensure that patrol units in each area are able to respond to calls for service in a timely manner, and that these capabilities are distributed equitably across the city.

IPD staffing provides for the potential to consistently deploy 4 officers during daytime hours, and 3 officers at night, without using high levels of overtime. Given this, a maximum of four beats can be established – the same number that exist now.

Over a five-year period from 2016-2020, the patrol staffing analysis identified 56,949 calls for service that occurred within Ithaca's city boundaries⁶. Among the four beats, this averages out to 2,847 calls per year, or 14,237 calls per beat over the entire five-year period.

To stay within the benchmark range for workload equalization of $\pm 20\%$ the average call for service total, each beat must have between 11,390 and 17,085 calls for service over five years.

⁶ This excludes any responses to incidents outside of Ithaca, as well as calls for service that could not be geolocated, though these occurred at a relatively negligible rate.

The project team geolocated the calls for service that occurred within this period and counted the number that occurred within each beat in order to measure whether workload was adequately equalized among the patrol areas.

(1.2) Neighborhood Integrity

Neighborhoods and business districts should be kept together as much as possible in order to facilitate community policing.

By designing beats around entire areas and neighborhoods – rather than through them – the patrol officers assigned to that area are better able to become familiar with the community and its issues and concerns. From the perspective of the public, this can provide for the development of trust and one point of contact for specific neighborhoods. Some departments even publicize the patrol officer assigned to the area on their website, which can further this sense of geographic responsibility and accountability for community policing.

Consider an example in another municipality where a business district, highlighted in teal could either be split between a beat or kept within one:

Less Effective: *The split down the middle of an arterial road that functions as a focal point for the business district.*

More Effective: *The beat extends to both sides of the street, keeping the business district together.*

Differences in how these boundaries are drawn have real-world impacts in how community policing is coordinated, particularly when distinct areas have assigned points of contact within the police department.

These considerations must also be balanced with call equalization and geographic barriers, although the latter is almost always congruent with neighborhood integrity. Geographic barriers – even manmade barriers such as freeways – are prominent markers that divide and form our understanding of where one community ends and another begins.

(1.3) Logical Barriers and Transportation Routes

The road and transportation network within a beat structure should facilitate timely response times.

Beats should be designed with the local road network in mind, taking into account how features such as creeks or rivers, hills, and highways with limited access impact the ability of officers to travel from one side of the beat to the other in order to respond to a call for service.

Despite its small size of around six square miles, the geography of Ithaca is shaped by its numerous features such as waterways that provide for transportation barriers. Among them, the Cayuga Inlet and several creeks run through the heart of the city, with varying degrees of access across them. Where numerous connection points exist across these features, areas can be joined together in the same beat. Where this is not possible, the transportation barrier it creates could lead to higher response times.



In Ithaca, for example, the many crossings (highlighted in green) across this part of Six Mile Creek prevent any impacts to transportation. Further upstream to the east, by contrast, there are only a few crossings across the creek.

To the contrary, the hillside on the west side of the Cornell campus has only two access points – one at the southern terminus of University Ave, and the other at the northern terminus of Lake St. Traversing west to east can take an extra minute or two as a result of this impediment.

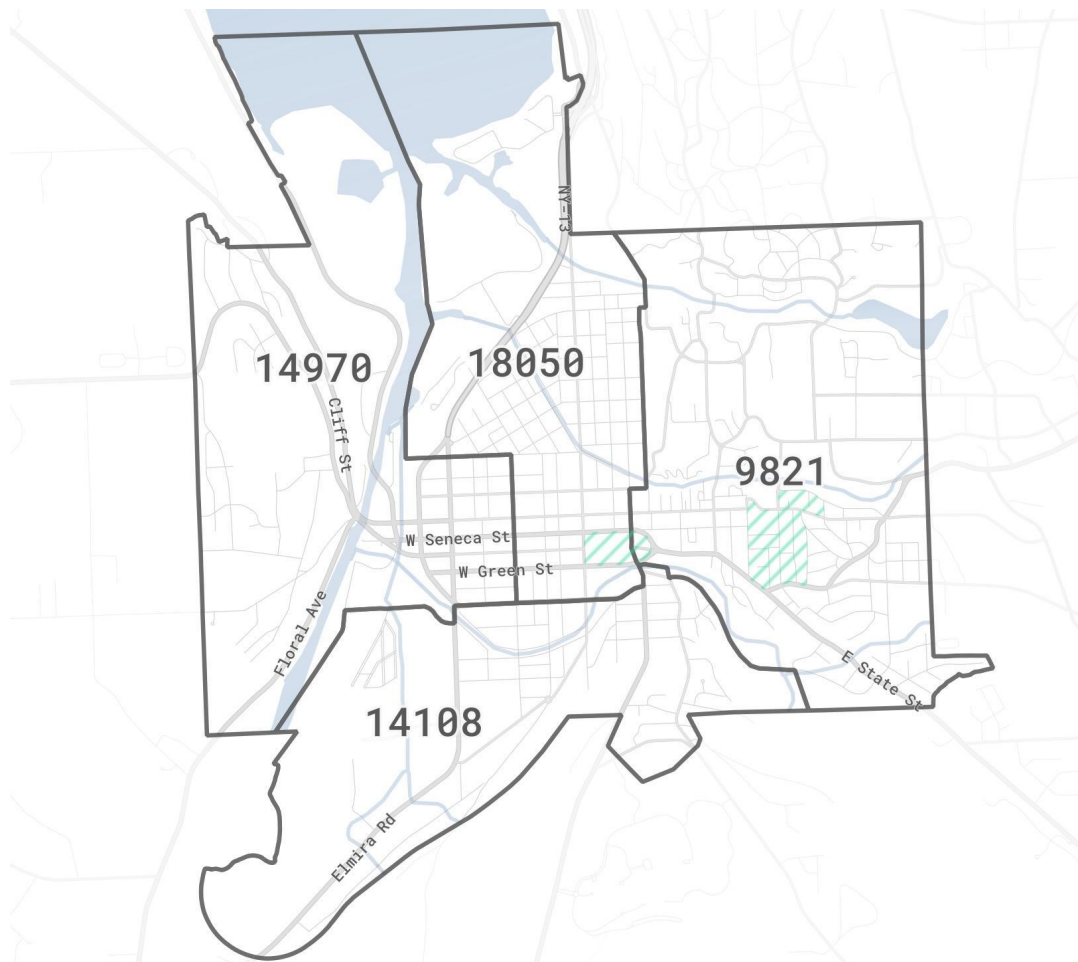
However, these considerations must also be balanced with competing priorities, such as neighborhood integrity and balance of workload. As a result, the degree to which transportation is affected must be weighed as well.

2. Assessment of the Current Beat Structure

Workload equalization the most quantifiable metric by which to evaluate how well a beat structure is able to provide the framework for community policing, by ensuring that no beats are too busy relative to others to be able to have sufficient – or at least equitable – levels of proactive time available. Calls for service over a five-year period (2016–2021) are used for the assessment, with the totals for each beat then compared against the average for all four beats.

The following map provides the five-year call for service totals by beat:

5YR Call for Service Totals by Beat (Current Beat Structure)



The hashed green areas represent officer foot beats, which overlap the car beat structure.

The four beats range from 9,821 calls (-31% below the average) to 18,050 calls (+27% above the average), with the other two remaining within around $\pm 5\%$ of the average. Compared to the benchmark established for patrol workload variation of $\pm 20\%$ from the average, beats 203 (northern) and 204 (eastern) exceed this threshold. However, no beats are more than $\pm 40\%$ of the average, which would indicate severely unequal workloads.

In other words, workload is somewhat even under the current beat structure. Officers assigned to 204 (eastern) would have a largely different day-to-day experience

compared to officers assigned to 203 (northern), assuming officers have primary responsibility for responding to calls that occur in their beat.

In terms of neighborhood integrity, a few of the principally identifiable neighborhoods include Downtown Ithaca – particularly its core, but also extending along State Street –the Cornell University campus, Collegetown, and the box store commercial district surrounding Elmira Rd that includes a Walmart Supercenter. Other neighborhoods include the industrial area along the Cayuga Inlet, the upsloping residential neighborhoods west of the inlet, and the single-family home neighborhoods north of Downtown.

For the most part, the current beat structure is able to keep each of these neighborhoods together. There are some exceptions, however.

In the greater Downtown area, a few blocks of what would generally be considered to be part of the same district are split from 203 (the downtown/northern beat) into 202 (western beat) and 204 (eastern beat), as shown in the following map:



- 1) On the western border, the area along State Street continues into another beat, separating those blocks from the main beat covering the State Street corridor.
- 2) The block between N Aurora St and E State St immediately east of the boundary contains several restaurants and bars that would be considered part of the Downtown area from the public's perspective.

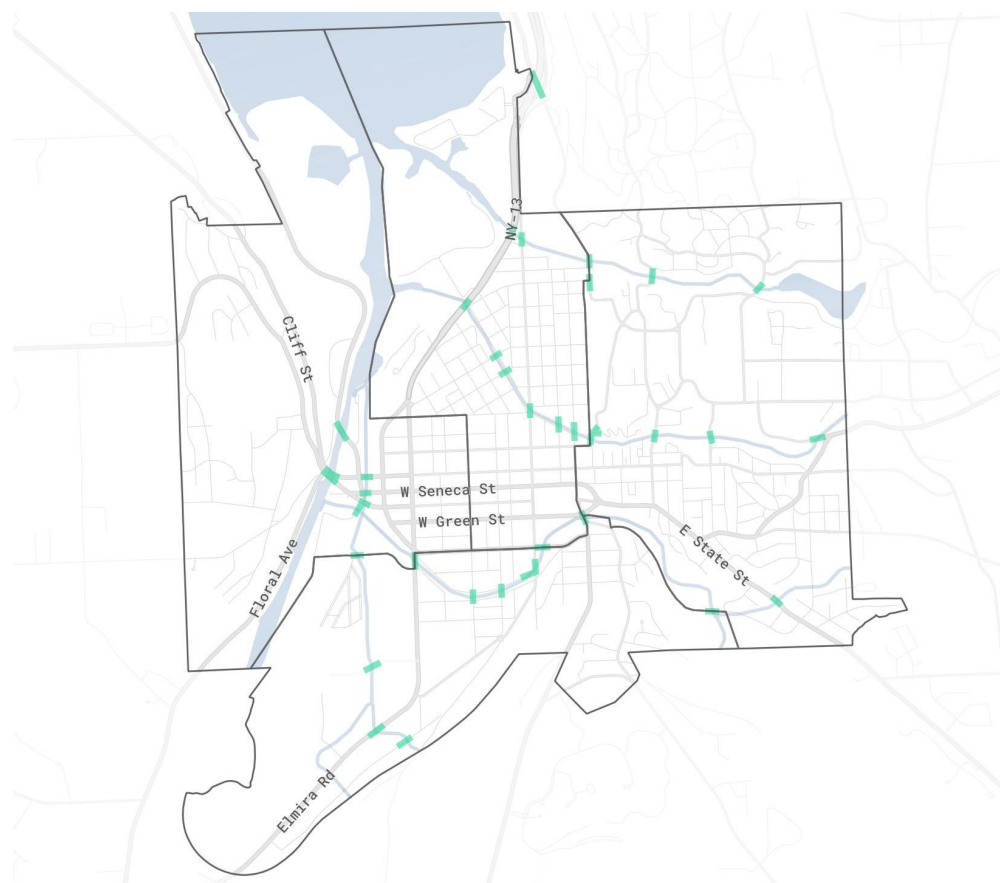
For the most part, however, the current beat structure does an effective job of aligning communities and business districts to beat boundaries.

As discussed earlier, the issue of transportation routes and logical barriers is complex in that it depends greatly on the context of the surrounding transportation network. A river

or creek can be a significant impediment if there are no routes across it for an extended area of its course, but these issues are mitigated and even eliminated if numerous bridges exist crossing it.

The following map provides the road network and waterways of Ithaca with beat boundaries overlaid on top, and bridge crossings highlighted in green:

Transportation Barriers and Waterway Crossings (Current Beat Structure)



It is evident that barriers are well accounted for in the current beat boundaries. One example is the stretch of the creek in the SW quadrant of Ithaca, just SW of E State St label on the map, which has no crossings for almost a mile. The boundary between the two beats is approximately along the river, ensuring that cross-waterway travel is not needed to respond to calls within the same beat.

The following table summarizes the findings made in this assessment of the current beat structure against the criteria established previously:

Current Beat Structure Findings

Category	Rating	Description
Workload Equalization	B-	Moderate workload inequality is an issue in 2 of 4 beats, creating differences in the ability to conduct community policing.
Neighborhood Integrity	A-	Major neighborhoods kept together with only minor exclusions.
Logical Barriers and Transportation	A	

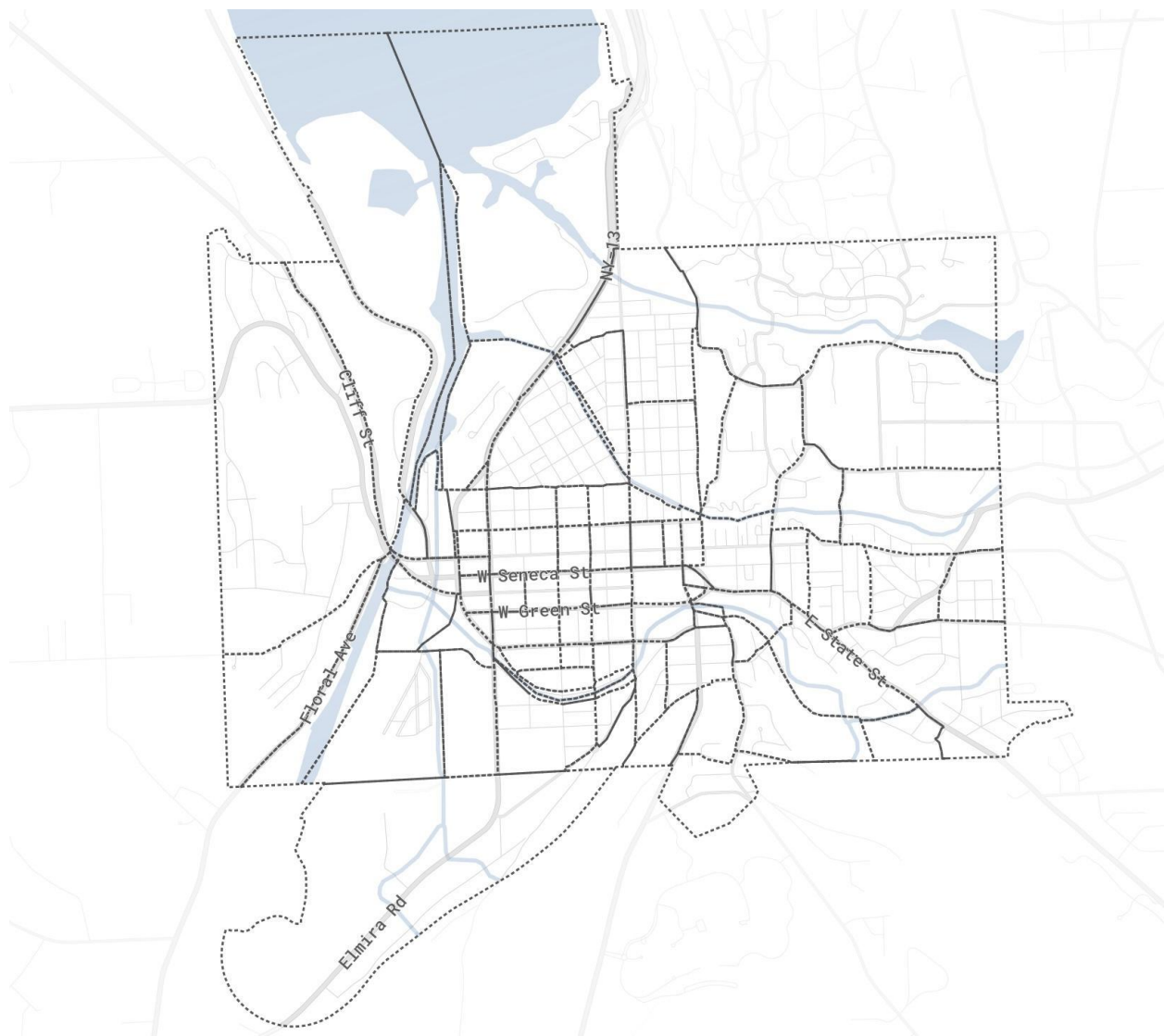
In short, there are no major issues with the current beat structure. The issue of call inequality between beats 203 (Downtown/northern) and 204 (eastern) is tempered by being somewhat moderate in severity, as well as the context of the geographic and transportation barriers that run through and around the area. However, improvements can be made to the beat structure to address call workload inequalities.

3. Redevelopment of the Beat Structure

To accomplish the objective of addressing the current call inequalities within the current structure, the project team undertook a restructuring of its beat boundaries. To accomplish this in a manner that keeps communities together and is cognizant of where concentrations of calls exist, this process must begin with an entirely clean slate.

The project team started with a shapefile layer of U.S. Census blocks – the smallest level of geography available – and combined these to form cluster areas. The resulting cluster areas, which number around 90, each represent a portion of either a neighborhood, line at a geographic barrier such as a waterway, or a notable concentration of calls for service. Within each of these areas, calls for service were totaled over the entire five-year period used in the data analysis.

Initial Cluster Areas Used to Redraw Beat Boundaries



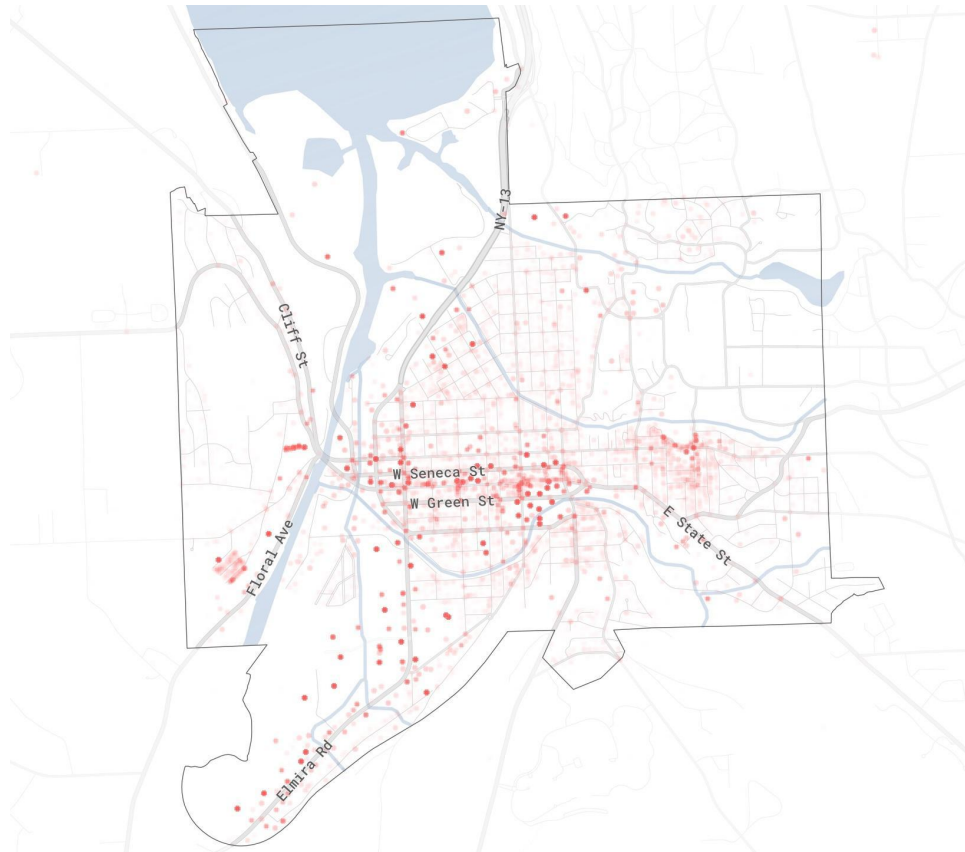
The approximately 90 clusters represent a portion of a larger area, a section of a neighborhood, a cluster of calls, or a geographical barrier (e.g., the Cayuga Inlet).

The clusters are not weighted equally in terms of calls, given the different purposes that the different types of clusters service.

To better illustrate this in the beat redesign process, these numbers are shown visually. For mapping purposes, however, a better illustration can be shown by a point overlay map, which shows each call for service as semi-transparent dots. As more calls occur at the same location or area, the overlapping points become more opaque and visible.

Given that redrawing boundaries requires notice of specific hotspots rather than more generalized areas, this approach avoids some limitations of heat maps. The following map presents this analysis:

5YR Call for Service Concentrations



Clearly, the State Street corridor is a significant area of calls based on this map. And additionally, while the commercial district along Elmira Road may not seem like a concentration, because the addresses are mostly large stores such as a Walmart Supercenter, each of those points can represent hundreds to well over one thousand calls for service.

The clusters are merged together in a continuous process until several areas of focus emerge, which later form the redesigned beats.

The 'mega-clusters' that are formed from combining the smaller clusters represent the major areas and concentrations of calls – the Downtown core, Cornell and Collegetown, the commercial district around Elmira Rd, everything west of the Cayuga Inlet, and so

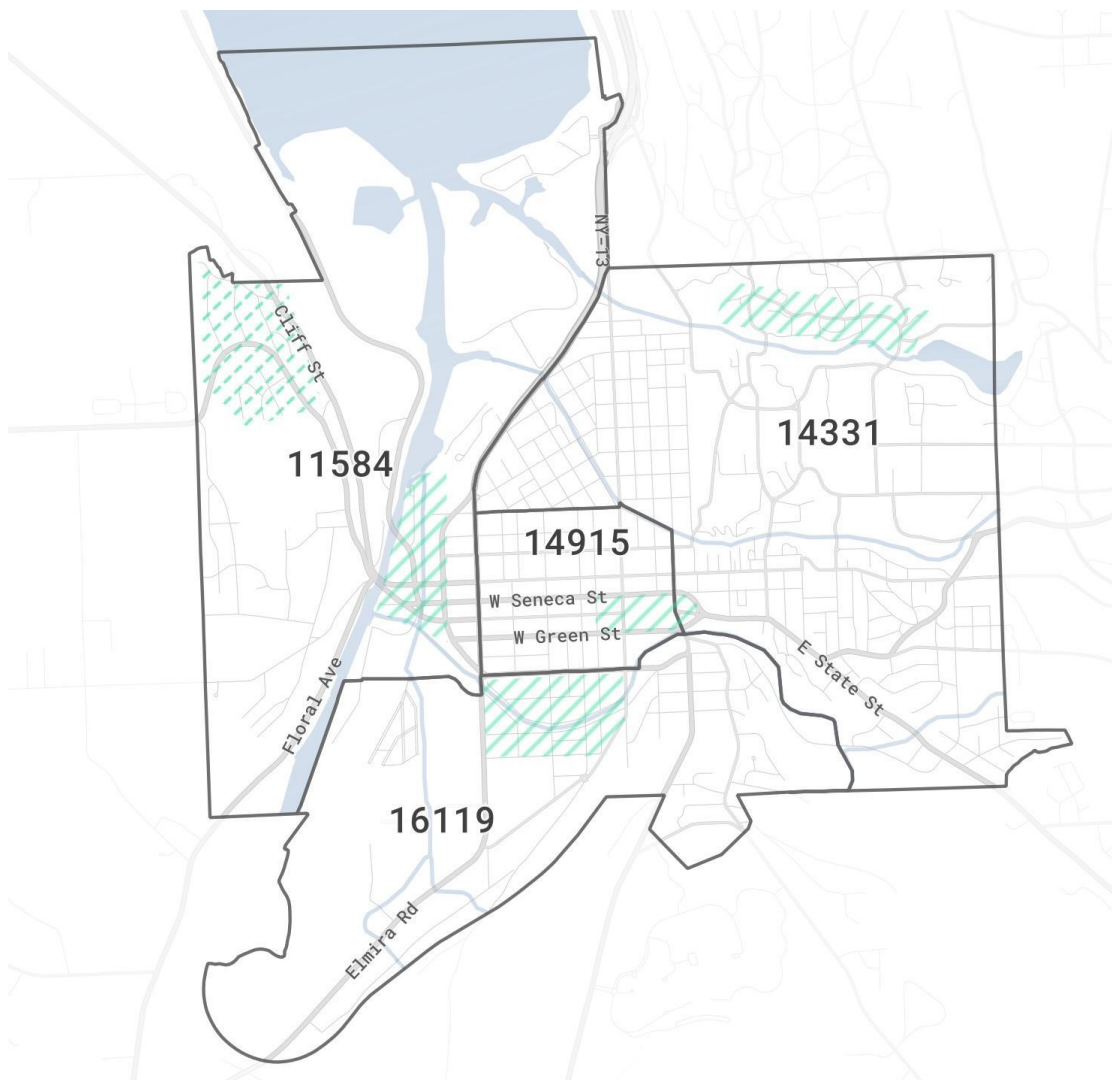
forth. Each of these are guaranteed to be joined within the same beat later in the analysis, and their call totals are recalculated.

Between each of the areas are buffers comprised of unmerged cluster areas, which are then gradually joined to the larger areas to reach equalized workload and to finetune the boundaries. Edits are made in order to ensure that neighborhoods are kept together and geographic barriers are consistent. If needed, travel time estimates from point to point are developed based on the road networks in order to ensure that in-beat travel is kept generally under 8-10 minutes without requiring lights and sirens under normal traffic circumstances.

Input was sought from the community on where walking beats would be desired. These have been incorporated into the alternative beat structure, which include additional walking beats compared to the current configuration.

The following map provides the results of this analysis, displaying the total calls for service over the past five years in the redesigned beat structure:

Redesigned Beat Structure: Boundaries and 5YR Call for Service Totals



The hashed green areas represent the community-defined officer walking beats, which overlap the car beat structure. One of these, represented with dotted lines, is a secondary/optional walking beat area.

All four beats have call for service totals that are within 20% of the average, accomplishing the goal of equalizing workload while keeping neighborhoods together. Geographic barriers are also accounted for, within the context of available road networks. Nonetheless, trade-offs are inherently part of this process. For instance, a compromise may need to be made in equalization of calls in order to keep travel times

to a minimum, as well as vice versa. In these circumstances however, the magnitude of any issues caused by these decisions are kept within tolerable limits.

The alternative beat structure should be reviewed and revised in consultation with the community and the police department, including line-level patrol officers who ultimately have the greatest day-to-day stake in the new geographic deployment structure.

The draft patrol beat structure can be downloaded electronically as a shapefile (.shp) for use in GIS applications such as ArcGIS or QGIS using the following Drive link:

<https://drive.google.com/file/d/1fEs-JiAYS1GOsxmiQR8nkXlp2aZnrhn-/view?usp=sharing>

The beat structure can also be viewed as an interactive map at the following Google Maps link:

https://www.google.com/maps/d/u/1/edit?mid=1iDD-a-INVbdCYgJUvwSOsFnDA9W9k_I0&usp=sharing

Recommendation:

After a process of review and revision in consultation with the Ithaca Police Department and the community, adopt the alternative patrol beat structure in order to equalize workload and better facilitate community policing.

APPENDIX D:

NEW YORK STATE BASIC COURSE FOR POLICE OFFICERS TRAINING CURRICULUM

New York State Division of Criminal Justice Services
BASIC COURSE FOR POLICE OFFICERS – CURRICULUM CHECKLIST
MPTC Approved 9/4/2019 – Effective Date 01/01/2020

Basic Course for Police Officers Part/Module Name	Required Hours	Actual Hours
Part 1 - Administration of Justice		
1-A. Introduction to Criminal Justice		
1-B. Jurisdictions and Responsibilities of Law Enforcement		
1-C. Adjudicatory Process and Court Structure Civil & Criminal		
Part 1 Total	4	
Part 2 - Introduction to Law Enforcement		
2-A. Constitutional Law	2	
2-B. Discretionary Powers	2	
2-C. Ethics and Professionalism	8	
2-D. Physical Fitness and Wellness - Must include 3 tests. - Must not exceed 3 hours per day nor more than 9 hours per week. - Must be a certified Physical Fitness Instructor.	65	
2-E. Procedural Justice	2	
2-F. Officer Wellness *NEW Eff. 9/1/19*	16	
Part 2 Total	95	
Part 3 - Laws of New York State		
3-A. New York State Penal Law Offenses	16	
3-B. Use of Physical Force & Deadly Physical Force - Instructor must take 2 Day BCPO Use of Force Update Training.	11	
3-C. New York State Criminal Procedure Law Standards of Proof Laws of Arrest Search and Seizure Stop, Question, and Frisk Interview and Interrogation Accusatory Instruments Appearance Tickets Evidence Concepts Eyewitness ID	21	
3-D. New York State Juvenile Law and Procedures	6	
3-E. Civil Liability and Risk Management	2	
3-F. Ancillary New York State Statutes Eff. 1/1/20: Objectives updated	2	
3-G. New York State Vehicle and Traffic Law	5	
Part 3 Total	63	
Part 4 - Law Enforcement Skills		
4-A. Essentials of Response and Investigative Skills *NEW Eff. 9/1/19*	24	
4-A. Field Note Taking Eff. 9/1/19: Consolidated with new 4-A.	2	Consolidated w/ 4-A
4-B. Report Writing	7	
4-C. Electronic Communications	4	
4-D. Observation and Patrol Eff. 9/1/19: Reduced from 4 hrs to 3 hrs	3	
4-E. Case Preparation and Demeanor in Official Proceedings	7	
4-F. Fundamental Crisis Intervention Skills for LE - Must be a certified Mental Health Instructor AND take 2018 Fundamental Crisis Intervention Skills for LE Update Course. OR - Instructor must take Fundamental Crisis Intervention Skills for Law Enforcement Instructor Course.	20	
4-G. Crimes in Progress Eff. 9/1/19: Consolidated with new 4-A.	4	Consolidated w/ 4-A
4-H. Arrest Processing	5	
4-I. Vehicle Stops and Traffic Enforcement	11	
4-J. Defensive Tactics and Principles of Control - Practice must not exceed 4 hours per day nor more than 20 hours per week. - Must be a certified Defensive Tactics Instructor (if before 6/6/18: AND 2 Day Defensive Tactics Instructor Refresher Course).	40	
4-K. Emergency Medical Services - Must provide documentation showing instructor is a certified EMT Instructor.	48	
4-L. Emergency Vehicle Operation and Control - Must be a certified EVOC Instructor.	21	

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4-M. Firearms Training - Must be a certified Firearms Instructor.	40	
4-N. Supervised Field Training Review and Orientation	160	
4-O. Traffic Direction and Control	2	
4-Q. DWI Detection and Standardized Field Sobriety Testing - Must be a certified DWI and SFST Instructor	21	
4-R. Physical Evidence Eff. 9/1/19: Consolidated with new 4-A.	42	Consolidated w/ 4-A
4-S. Off Duty and Plain Clothes Police Encounters	4	
4-T. Active Shooter - Must be a certified Firearms, Defensive Tactics OR Reality Based Training Instructor.	16	
4-U. Aerosol Subject Restraint - Must be a certified Chemical Agents Instructor. OR - Instructor must be take Aerosol Subject Restraint Instructor Course.	6	
4-V. Professional Communications	8	
4-W. Decision Making	8	
Part 4 Total	455	
Part 5 - Community Interaction		
5-A. Intoxication	1	
5-B. Community Resources - Victim/Witness Services	3	
5-C. Elder Abuse	2	
5-D. Cultural Diversity/Bias Related Incidents and Sexual Harassment	5	
5-E. Persons with Disabilities	6	
5-F. Crime Control Strategies *NEW Eff. 1/1/20* Replaced: Community Oriented Policing and Problem Solving - Media Relations	2	
5-G. Crime Prevention	2	
Part 5 Total	21	
Part 6 - Mass Casualties and Major Events		
6-A. Standardized Response Plans for Unusual Events - May replace with online courses ICS-100 and IS-700.a	8	
6-B. Behavioral Observation and Suspicious Activity Recognition	7	
6-C. The Nature and Control of Civil Disorder	3	
Part 6 Total	18	
Part 7 - Investigations		
7-A. Domestic Violence - Must be a certified Domestic Violence Instructor	14	
7-B. Organized Crime Familiarization/Enterprise Corruption Eff. 9/1/19: Removed.	2	Removed
7-C. Preliminary Investigation and Information Development Eff. 9/1/19: Consolidated with new 4-A.	2	Consolidated w/ 4-A
7-D. Interviewing Techniques Eff. 9/1/19: Consolidated with new 4-A.	5	Consolidated w/ 4-A
7-E. Common Criminal Investigation Techniques (Larceny, Robbery, Auto Theft, Arson, Burglary, Electronic Media) Eff. 9/1/19: Consolidated with new 4-A.	40	Consolidated w/ 4-A
7-F. Basic Crash Management and Reporting - Instructor must take Basic AND Intermediate Crash Management Courses OR document 70+ hours of formal training.	14	
7-G. Injury and Death Cases	3	
7-H. Sex Crimes	2	
7-I. Narcotics and Dangerous Drugs	3	
7-J. Missing and Abducted Children - Missing Adult Cases	3	
7-K. Animal Abuse Cases	2	
7-L. Contemporary Police Problems Eff. 9/1/19: Removed.	4	Removed
7-M. Human Trafficking	2	
Part 7 Total	43	
Part 8 – Reality Based Training		
8-A. Reality Based Training - Must be a certified Reality Based Training Instructor.	Varies	

APPENDIX E:

ITHACA POLICE DEPARTMENT TRAINING TOPICS

Ithaca Police Department Training Topics

Annual Training Minimums:

There are NO annual training minimums required by the State of New York. Training is conducted to increase officer's abilities, lesson agency and municipal liability, and stay updated on evolving topics or agency needs. Training may be required by individual companies who provide equipment that we use (example: Taser.)

The items listed below are representative of our minimums.

Spring Firearms

- Topics include marksmanship, weapons handling, priority of life and cover concealment usage, Legal updates, Use of Force refreshers, medical aid for gunshot wounds (suspect aid, officer aid ect.), Tourniquets, quick clot gauze. Tactics related to firearms. Department qualifications and minimum acceptable standards to successfully complete.

Taser Recert/ Updates

- Yearly updates from Taser on device usage, considerations, safety processes, aid to those who the device is used on.

Defensive Tactics

- Review of procedures and practice of techniques and principles. Introduction of newly adopted methods from DCJS updates. Use of Force refreshers, De Escalation techniques, Handcuffing, OC Spray, Baton Usage. Competency Checks.

Fall Firearms

- Topics include all of the above from Spring Firearms but also focus on low light conditions. Data shows that the majority of OIS occur in low light conditions and therefor training in colder weather and in the dark is data driven and valuable. Patrol Rifle

Reality Based Training

- Officers are exposed to a series of realistic scenarios each designed to specifically train and/or test their abilities. These training topics are adopted each year by a panel of instructors and include topics of local value, topics related to national incidents, topics that may need updating. We partner with local agencies and experts to build and conduct scenarios as often as possible. For example, we worked with TC Mental Health on a suicidal subject scenario this spring and TCMH was on site to evaluate and provide feedback on officer's performance.
- Examples of recent topics include but are not limited to:
 - o Suicidal Subjects
 - o Welfare Checks
 - o Narcan Usage
 - o Fentanyl Exposures

- Domestic Disputes
- Mental Health Related Calls for service
- Low Light operations
- Verbal De Escalation
- Rendering Medical Aid
- Traffic Stops
- Officer Rescue
- Ambushed Officers
- Emergency Vehicle Operations
- Active Killer/Shooter Response
- Search and Seizure Scenarios

Additional In Service Training

- These training topics vary from year to year and are selected based on local items of importance, national trends, changes in laws or tactics, and department needs.
- These may include entire multi day training all the way to Body worn camera review of incidents with lead discussions follow ups.
- This year's topics are:
 - Persons in Crisis
 - Search and Seizure
 - Domestic Violence Law
 - Basic Crash Investigation
 - Excited Delirium
 - Evidence Collection and Preservation
 - Juvenile Refresher (Coordinated with Suzi Cook from TC Probation)
 - Trans Mindfulness
 - De Escalation
 - Law Enforcement Assisted Diversion
 - Principle Based Policing

Instructor Development

- Maintaining a progressive and updated capable instructor cadre is vital to a program's success. It is the goal of the IPD to ensure that all instructors, in every topic area receive either in house Instructor training or are sent to an off-site program or course to update their skills, learn new methods or discover new areas of need within the Department to focus on.
- We hosted other agencies (to include our own) and delivered NYS Firearms Instructor School
- We have some of the best respected LE Instructors in New York State. Lt Jake Young and I co Created the NYS 5 day Reality Based Training Instructor Course and are considered Subject Matter Experts in the field. Lt Young also just completed revamping NYS Firearms Instructor Course as a Subject Matter Expert in that field.

Outside Training

- Trainings attended off site this year include:

- Supervisor School (New Sergeants)
- High Impact Leadership
- Peer Support and Mentoring in Law Enforcement
- NYS Human Trafficking Awareness
- Advanced Internal Investigations Course
- Initial Response Strategies for Missing Children
- Read Recognize Respond
- Legally Justified, but was it Avoidable
- Accreditation Program Manager
- Material Creation and Program Implementation
- De Escalation, Intervention and Force Mitigation
- Instructor Development Course
- Master Instructor Course work
- AMBER Alert Best Practices
- Course Director Orientation
- Explosive Detection K9 Handler Panel
- Advanced Assisting Individuals in Crisis
- Progressive Force Concepts Instructor Development
- DCJS Missing Persons
- Child Homicide Investigations
- Force Science Body Worn Camera Course
- National Criminal Justice Training Center De Escalation Training
- Property and Evidence Room Management
- Deceptive Behaviors Hidden Compartments Training
- New York Tactical Officers Association Conference
- Performance Pistol and Carbine Course
- Assisting Individuals in Crisis
- Crisis Intervention Team Training
- New York State Homicide Seminar
- National Association of Black Law Enforcement Officers Conference
- Law Enforcement Training Directors Conference
- DNA and Genetics Training
- Use of Force Summit (Daigle Law Group)
- Taser Instructor Recertification
- Sequential Mapping Exercise (Mental Health and Law Enforcement Collaboration)

Academy Training

- Ideally we would deliver and run our own Police Academy but unfortunately we do not have the resources. We currently possess an instructor in all the basic topic areas, but the logistics of staffing the necessary units simultaneously managing an academy are more than we can currently accomplish with our staffing.
- The two attachments include the DCJS Basic Academy Curriculum.
 - It's important to understand THESE ARE THE MINIMUMS
 - WE UTILIZE THE Broome Academy and the Syracuse Academy. I've attached a copy of the Broome Academy's Curriculum Content Form. You

will see that they go way beyond the minimums and add many topics that are important that do not appear on DCJS basic minimums. I do not have Syracuse's form but know that they as well go well beyond state minimums.



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