



*Leaders at the Core of Better Communities*

**Final Report  
Fire/EMS Operations  
Novi, Michigan**

Submitted by:

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## **ICMA Background**

The International City/County Management Association (ICMA) is the premier local government leadership and management organization. Since 1914, ICMA's mission has been to create excellence in local governance by developing and advocating professional local government management worldwide. ICMA provides an information clearinghouse, technical assistance, training, and professional development to more than 9,000 city, town, and county experts and other individuals throughout the world.

## **ICMA Consulting Services**

The ICMA Consulting Services team helps communities solve critical problems by providing management consulting support to local governments. One of ICMA Consulting Services' areas of expertise is public safety services, which encompasses the following areas and beyond: organizational development, leadership and ethics, training, assessment of calls for service workload, staffing requirements analysis, designing standards and hiring guidelines for police and fire chief recruitment, police/fire consolidation, community-oriented policing, and city/county/regional mergers.

## Table of Contents

Executive Summary .....	4
I. Introduction .....	8
II. Overview .....	8
III. Operations Analysis .....	13
A. Operations .....	14
B. Quality and Services .....	16
C. Equipment.....	17
D. Communications .....	19
E. Human Resource Management .....	21
F. Citizen Involvement .....	21
G. Communications Center .....	21
H. Equipment and Facilities.....	22
IV. Data Analysis .....	23
A. Aggregate Call Totals and Dispatch .....	16
B. Workload by Individual Unit .....	42
C. Dispatch Time and Response Time .....	48
V. Comments, Observations, and Recommendations .....	69
A. Communications .....	69
B. Administration .....	71
C. Strategic Planning .....	77
D. Hiring, Recruiting, Diversity .....	77
E. Marketing.....	79
F. Communication Equipment .....	81
G. Review of Fees for Service.....	82
H. Outcomes versus Outputs .....	84
I. Organization.....	85
J. Methodology for Future Stations.....	87
K. Proposed Table of Organization .....	93
Exhibit A. Proposed Table of Organization, Novi Fire Department.....	93

## **Executive Summary**

The City of Novi Fire/EMS Department (NFD), while consisting of dedicated and well-trained personnel, is handicapped by a dysfunctional deployment system which has created two separate fire departments under one management structure. This dysfunction is enhanced by two separate unions, two standards for operations, and continues to the level of uniforms worn by employees.

While functions have been impacted, the personnel are dedicated – both in the paid-on-call as well as the career firefighters. The City is served by excellent, knowledgeable, well-trained staff. The challenge ahead will be uniting that staff into a focused, outcome-based department.

It was clear from interviews with citizens, staff of the department, city personnel, elected officials, and management that service is provided economically but the efficiency was questionable and the safety to both the responder and public can be improved. The department provides a high level of specialized services to the citizens of and visitors to the city at a very affordable cost. Ensuring that performance measures are in place and being utilized on a daily basis is critical to evaluating where and how changes should be made in deploying the resources of the department.

### ***Administrative***

Part of the dysfunction in the department can be traced back to a change in leadership in the department. From interviews and information supplied to the ICMA team, former administrators of the department were not aggressive and written documents had not been

kept current with processes communicated to employees. Because of the nature of operations within the NFD, implementing written rules, regulations, and processes can be viewed suspiciously. The new leadership has attempted to implement rules and regulations along with policies and procedures that should be adopted in every modern fire/EMS department. This change in "traditional operation" is often viewed as punitive by some in the department.

Suspicion runs high within the department, possibly exacerbated by ballot initiatives that were viewed as trying to eliminate paid-on-call employees within the department.

A command structure is in place but there appears to be two types of command: career and paid-on-call. There cannot be two different types of command; all command should be unified and, if one or the other is not qualified, then steps should be taken to create an equal structure that governs all facets of the organization. Officers can be created within and from the paid-on-call; they should be recognized as equals to the career and such promotions should be based upon merit and skills. Persons promoted should also have to regularly demonstrate competency or they should be returned to former classifications.

The example of the divisions within the department is shown even in the level of uniforms worn by personnel. Personnel should be uniformly dressed with specific pants, shirts, collar brass, name tags, and badges that recognize rank from firefighter to chief. Having different uniforms

for career and paid-on-call only further exemplifies that there are two different parts to the one department.

### ***Communications Data Analysis***

If the department transforms into a unified, non-traditionally deployed and managed agency, it will be critical that performance measures be adopted and regularly reviewed to identify weaknesses in the system. The adoption of these performance measures should be done as a team, utilizing the knowledge of administration, career, and paid-on-call personnel.

In order to present an accurate picture of the time demands facing the department; all activity should be recorded on the Computer Aided Dispatch/Records Management System (CAD/RMS) and accessed to prepare monthly progress reports to City Administration. If service does not meet adopted levels, an explanation should be given for the non-compliance.

### ***Deployment and Staffing***

Customer service should always be the focus of deployed staff and resources for NFD. Traditionally fire departments have had a focus on tactics – numbers and type of apparatus and numbers of personnel creating a series of “outputs” which may or may not achieve results that are sought by the customer. NFD has been using the traditional output system. The department should instead deploy using strategies – how that apparatus and personnel will be utilized to create a successful “outcome” or series of outcomes.

The challenge that is facing the department, and ultimately the City, is changing from a reactive, centrally managed, output focused department to one that is lean, flexible, and looking at outcomes.

Central to becoming an outcome focused department is to develop a comprehensive plan that focuses on key service delivery. That stated service delivery must agree with the elected body and the citizens. It also must be developed from within the department and ultimately be embraced by the department to govern everything that it does for the citizens of Novi.

The next step is to create performance measures for goals that achieve the adopted strategies. The performance measures should evaluate outcomes. Instead of just saying the department responded to 10 cardiac arrests last year – the question should be asked and answered: “What was the outcome of that intervention?” If the strategy is to successfully treat and transport viable patients who recover from sudden cardiac onset, performance measures have to be in place to determine if that is being achieved. HIPPA and other rules complicate the quality improvement and performance measuring aspects of departments; they are not total roadblocks.

Similarly, if the strategy is to develop Novi as a fire preventive community, then all aspects of achieving that strategy need to be aligned and functioning.

The department as a whole needs to focus on the outcomes and not just the commanders of the various units. A significant number of

hours are being paid by the City for work by various employees in the department. Not all of these hours are being used and there is substantial talent within the ranks to deliver improved levels of service. By involving all personnel who are being paid to deliver the service to the citizens of Novi, more effort can be made by the many that is consuming the few. The challenge for the command then becomes managing the efforts and coordinating those efforts; not the efforts themselves.

## **I. Introduction**

This study of the operations and deployment of the Novi Fire/EMS Department was authorized by the City of Novi, Michigan. Our work focused on the internal performance of the department and offers a detailed data analysis in Workload, Deployment, and Response Times. As in most communities, fire is not the predominant call that consumes the time of the NFD; rather, medical calls for service occupy an increasing percentage of the deployed time and resources.

Fire departments traditionally use fire loss, fire injury (civilian and personnel), and fire death (civilian and personnel) to measure the “success” of the department. Using the traditional methods is to manage by failure versus managing by successes such as in preventing calls for service. The focus of the department needs to change to one of a proactive nature – not just waiting for the call to be received but attempting to prevent the call in the first place. The adoption of “Integrated Risk Management Planning” techniques should be the strategy used to guide the operations of the department now and into the future.



Integrated Risk Management Planning or IRMP, looks at the risks and hazards that are present in the community and seeks to prevent or mitigate any risk if at all possible BEFORE an incident occurs. These all-hazard planning processes require a greater effort on the part of departments and communities but demonstrate value when reviewed in both the short and long term. IRMP, which evolved in the United Kingdom, builds upon the traditional "Standard of Cover" process. Interestingly, the SOC processes is just gaining acceptance in the United States despite being developed in 1936 with subsequent revisions until 1985 when the UK moved towards the IRMP. According to a 2002 study in the UK, the conventional Standard of Cover did not go far enough in preventing incidents and improving safety; rather it only communicated what an agency would do when an incident happened. The IRMP process seeks not to have the incident at all.

The SOC process was found to focus on outputs; the IRMP process required agencies to focus on desired outcomes and match deployment to achieve the outcome. The difference is meeting customer expectations: customers usually have expectations about both the process and the output (how they get what they want, and what they actually get). That is where outcomes fit in. An outcome is a level of performance or achievement. It may be associated with the process or the output but an outcome implies quantification of performance.

It will be this basis that the following data analysis will be applied to the NFD. Using the analysis and interviews of various groups involved in service delivery, a series of recommendations will be created that can be used to guide the transformation of the NFD.

Just as in the police study, we applied broadly accepted contemporary concepts and principles of organization and management. We recognize that there is no one right way to organize a fire/EMS department and that every department must be structured to meet the specific needs of the community it serves. However, certain principles of organization have been proven valid over time:

- Tasks that are similar or related in purpose, processes, methods, or clientele should be grouped together under the control of one person. The tasks do not have to be performed strictly by this one individual but can be assigned on the basis of deployed personnel with the responsibility for achieving completion upon the assigned leader.
- Each task should be clearly and concisely made the duty of a team or "assigned company"; responsibility for planning, execution, and control should be placed definitively on designated individuals.
- Each individual, company, and situation should be under the immediate control of one, and only one, individual, thus achieving the principle of unity of command.
- Each assignment or duty should carry with it the authority necessary to fulfill the responsibility. The authority need not be with just career members; paid-on-call should also be responsible for carrying out the mission of the department and, ultimately, the city.
- Lines of demarcation between the responsibilities of units should be clearly drawn by a precise definition of the duties of each.

- Rank should be consistent with the duties and responsibilities assigned to the position.
- Personnel who supervise others should hold supervisory rank. There should be no difference between a lieutenant or captain from the paid-on-call or from the career or from the auxiliary.
- Qualified civilian employees should staff functions that can be performed by non-sworn personnel. Civilian employees can be shared between law enforcement and fire functions thus maximizing the investment made.
- Nontraditional or highly specialized functions should be established only if a demonstrated ongoing need exists.

These principles, coupled with the knowledge of the community possessed by the chief and other NFD command personnel, should guide the development of an appropriate table of organization and the operational policies necessary for the direction of the department.

The NFD must be structured to perform its essential functions efficiently and effectively, within its fiscal restraints, consistent with the nature and particular needs of the community it serves. We will identify suggested improvements for provision of essential functions; the timetable to implement these recommended changes is the responsibility of the city.

The ICMA team wishes to thank the officers and civilians of the Novi Fire/EMS Department for their assistance and frankness in completing this project. In particular, we commend Chief Frank Smith and his administrative staff (Deputy Chief Johnson and Training Officer John

Martin and Fire Marshall Mike Evans) for their enthusiasm and their exceptional cooperation with the ICMA team during this study.

## **II. Overview**

We encountered similar issues to those found when analyzing police department data as we analyzed the data supplied by the fire department. We made assumptions and decisions to address these issues. We describe these issues in detail later in the Data Analysis section of this report. However, even with the limitations caused by these data issues, ICMA was able to develop a comprehensive analysis of fire operations.

With regards to the internal functions of the agency, we had no such difficulties. The department provided the ICMA team with specific information on performance and work being accomplished. During interviews with personnel, an often frank and spirited discussion ensued. The concern going forward is that the divisions identified in the interviews be remediated to allow the Novi Fire/EMS Department to deliver the caliber of service it is capable of providing.

The extent of the division cannot be understated. Among departments that the ICMA has reviewed, this level of division has not been seen. The concern is that in a stressful environment the divisions rise to the surface and hinder the outcome that is expected of the department.

The department cannot operate as two 12 hour deployments that do not interact with each other and that are not uniformly commanded.

The two have to be unified and draw upon the considerable talents that each possesses to achieve the desired outcomes.

Despite the high level of performance of NFD officers and management, we believe the present rank structure should be redefined and adjusted to prepare for future growth of the community. The present structure is nontraditional and problematic in that it lacks a significant command level staff/structure. Rank is held by persons in the paid-on-call divisions but is not transferable to authority and responsibility of equivalent rank in the career part of the department.

In the final section of this report, we will recommend and discuss a structure that will take the NFD in to the 21<sup>st</sup> century. We will provide a proposed table of organization and analysis in section V-H.

The proposed table of organization will not affect the level of service provided to the public; fire personnel safety; or citizen satisfaction with the department.

### ***Recommendations***

The ICMA team's report should act as a blueprint for both the city and fire administrations. The city should have periodic meetings with the NFD administration and affected employee groups to ensure that our recommendations are implemented and followed up in a timely fashion.

## **III. Operations Analysis**

The Novi Fire Department has an authorized strength of 31: one chief, one deputy chief, one fire marshal, an account clerk, a part-time

secretary, 20 fire protection officers, three fire protection officer II's, three captains, and one training officer along with 60 paid-on-call members. However, some of the paid-on-call fire fighters are not active.

Senior management staff is made up of one deputy chief, the fire marshal, the training officer, and the three captains. The captains are assigned to 24 hour shifts and are stationed away from other staff but respond to alarms. The ICMA study team believes that it may be necessary to reconfigure or restructure the department somewhat so that it can be divided into two divisions. The two divisions would utilize the COMPSTAT – Computer Statistics or Comparative Statistics -- (explained in later sections) to manage the staff throughout the department with assignments not exclusive to specific individuals but instead shared among all of the members of the various platoons. We will discuss this restructuring more fully at the end of this report.

## **A. Operations**

The operations section of the department is responsible for handling the calls for service received by the department. Staff would continue to utilize the 12 hour shifts but there would be mixing of paid-on-call with career members to provide direction and a seamless approach to service.

The challenge of operations will be updating and communicating with all of the members of the department with a focus on achieving the mission adopted by the department and city council. That mission should utilize jointly created strategies developed from within the

department and from all of its members with specific goals and objectives to meet and report. The city has the resources and knowledge of 90+ individuals with experience across the spectrum; utilizing an open management approach can exploit this experience for the good of the citizens of Novi in a cost-effective manner.

It appears that a more traditional approach is or has been utilized with a chief, deputy chief, and then commander responsible for specific actions. Such an organizational approach creates silo operations which can burden an individual while leaving the great depth and talent of the department unchallenged in achieving the outcome identified by creating the function in the first place. All members need to be charged with achieving the outcome; it cannot rest with one or a couple of the members.

Examples are in the area of fire marshal and training. The current supervisory staff is overwhelmed by the volume of work being required. The supervisor should have the ability to create work assignments that are then communicated to the individual platoons which have been properly trained with reporting back to the supervisor on the outcome of the assignment. If the assignment is not completed, the various personnel should be held accountable for their actions.

Inspections are not the job of only the career personnel. All personnel respond to calls for fire and EMS service. Knowing the building construction and hazards therein is critical to successful outcomes. A glaring example of failure is the Charleston, South Carolina sofa warehouse fire that killed nine firefighters. One of the critical points of

that failure was that personnel did not leave the station, did not know the dangers in the fire district, and had prevention/mitigation had not occurred through an inspection process which led to catastrophic failure.

Every building should be inspected in the City of Novi; non-regulated structures on a voluntary basis.

## **B. Quality and Services**

The second change establishes a “Quality and Services” deputy chief with responsibility for analyzing the performance of the individual functions of the department and providing the information to administrators and council.

The NFD has excellent tools at its disposal; ensuring that the tools are being effectively deployed and utilized is critical.

Services that can be coordinated include working with all city departments to ensure that AED's are operational and that staff is trained. An added dimension would be integrating the location of all AED's in the city to the CAD/dispatch system. Today, publicly available AEDs are rarely retrieved and used because bystanders generally can't see them and 911 dispatchers are unaware they are nearby. In fact, public access AEDs are only used to help an estimated 0.5% of all Sudden Cardiac Arrest (SCA) victims – typically when a device is visible within about 50 feet of the victim's location.

By subscribing to the AED Link system, 911 agencies are able to know



the whereabouts of nearby registered AEDs and can expand from 50 feet to 300 feet the effective coverage range of each AED. Knowing AED location information enables 911 agencies to help increase the number of times AEDs are used from 0.5% to nearly 20%, a 3,500% increase. This difference is remarkable, and this benefit is achieved even without adding any new AEDs.

Other quality issues include interfacing with the building department to ensure fire inspections are completed which may require coordination with on-duty personnel. Reports should be created and results provided for management team meetings to ensure quality is being delivered on all shifts and by all personnel.

A new assignment would be the creation of competency testing and performance of personnel. All personnel receive excellent training and have access to state-of-the-art equipment. Quality measures should be created to determine the competency of all personnel in the operations of equipment in the department, compliance with rules, regulations, policy and procedure with annual testing to determine deficiencies and identify corrective training. The same testing should apply to all members of the agency to provide assurance that the department is progressing and maintaining competency; not just one group or individuals.

### **C. Equipment**

The department has traditionally purchased box-type vehicles for fire response but that double as a potential vehicles for transporting patients and serve as back up the contracted Advanced Life Support

EMS service. These vehicles are ambulances and the justification was that persons have to be transported from time to time.

A review of the number of times that transports occurred revealed the following:

No.	Date	Time	Incident #	Tx-Novi FD Unit	Cx-Chief Complaint	Receiving Hospital	CEMS Disposition
1	05/02/08	15:31:28	0001364	SQD2	Chest Pain from Seat Belt	Providence Novi	MVA- multiple pts.
2	05/16/08	6:36:45	0001540	SQD4	Seizures	Providence Novi	CEMS late arrival-medic rode
3	05/28/08	17:31:51	0001678	SQD4	Diabetic / Seizures	Providence Novi	CEMS late arrival-medic rode
4	06/05/08	5:52:56	0001757	SQD4	Seizures	Providence Novi	CEMS late arrival-medic rode
5	09/21/08	3:47:43	0003060	SQD3	Cardiac Arrest	Providence Novi	CEMS late arrival-medic rode
6	09/25/08	10:04:47	0003104	SQD4	Chest & Head Pain	Providence Novi	MVA- multiple pts.
7	10/01/08	11:35:23	0003184	SQD3	Injury from Fall	Providence Novi	Novi Firefighter - CEMS possibly not called
8	10/05/08	11:39:48	0003231	SQD2	Medical- Anxiety	HVH	CEMS to far- Canceled
9	10/08/08	16:50:21	0003281	SQD3	Dizzy/ General Weakness	Providence Novi	CEMS to far- Canceled
10	10/10/08	8:25:27	0003305	SQD3	Fainting / Weakness	Providence Novi	CEMS late arrival-medic rode
11	11/18/08	12:38:06	0003733	SQD4	Chest Pain	Providence Novi	CEMS late arrival-medic rode
12	12/22/08	16:19:38	0004123	SQD3	Fall- Possibly Fx wrist	Providence Novi	CEMS delayed response - multiple calls for service, medic rode
13	01/10/09	16:25:53	0000126	SQD2	Head Injury- Struck by Vehicle	Providence Novi	Snow/Weather Delay
14	01/14/09	7:43:28	0000164	SQD2	Back Injury- Slip and Fall	Providence Novi	CEMS late arrival-medic rode
15	01/26/09	9:15:23	0000348	SQD2	Neck/Back Pain	Providence Novi	MVA- more than one pt.
16	01/31/09	21:26:29	0000416	SQD3	Dizziness/Vomiting	Providence Novi	CEMS extended response, never made it to the scene
17	02/25/09	12:30:42	0000695	SQD2	Hand Trauma	Providence Novi	CEMS report shows unit responded- possibly canceled to far
18	02/26/09	17:44:48	0000716	SQD4	Seizures	Providence Novi	CEMS late arrival-medic rode
19	03/21/09	20:05:44	0001003	SQD3	Chest Pain	Providence Novi	Multiple Calls - 4 calls within 1 hour

The analysis showed that transports occurred only 19 times between May 1, 2008 and May 1, 2009.

The costs for purchasing the box ambulances from Spartan Motors which is located in Michigan are in the \$135,000 to \$160,000 range. The units are designed for transporting patients. If the city is not going to provide transport which is now delivered by private company, purchasing and replacing these units is an extreme cost that is not necessary.

A successful EMS system uses trained citizens to begin immediate intervention at the onset of a medical emergency. Responders arrive within 4 minutes to increase the level of intervention possible with transport/paramedic staff arriving within 8 minutes and transporting a viable patient to an appropriate and pre-determined trauma center.

Each level of intervention allows for increased levels of treatment. The box ambulances now purchased should be replaced with SUV's that could transport two emergency responders in a quicker time and at a far cheaper price – in the range of \$37,000 each. One box ambulance could be retained at the central station for extraordinary circumstances but having one at each location is an unnecessary cost. The private firm should have a negotiated franchise agreement to operate within the City that should include performance measures.

The Fire Marshal/Quality position should review the performance and compliance of the private firm as well as looking at the outcome of intervention at all levels of service delivery.

### ***Recommendation***

Amend the purchasing and replacement program to phase out purchase of ambulances and instead provide SUV-type vehicles to respond to medical calls.

### **D. Communications**

Moving towards an open management to eliminate silos of function will require regular sharing of information among commanders as well as other staff.

A critical issue with the NFD has been the tendency to operate as two distinct departments – a career department and a paid-on-call. The two parts must operate with each other, particularly in delivery service during emergency conditions.

A COMPSTAT approach may afford one additional way to begin breaking down the barriers that have been erected within the department.

COMPSTAT or “Computer Statistics” or “Comparative Statistics” is an organizational management tool that can be used to monitor calls for service, work required to be performed by the department with the focus on deploying the right resources in the right manner at the right time through performance measurement processes.

The program allows for a cross section of the department to provide input on issues and concerns. The program has been successfully used

by many police departments for years and has begun to find its way into fire departments in areas of the Northeast. This program may assist NFD in the transition from a traditional, rigid, hierarchal department to a flexible, lean, and rapidly deployed department. Communication is key to the success of the transformation and the COMPSTAT model provides an excellent base on which to create future deployments.

### ***Recommendation***

We suggest the administration explore the feasibility of implementing COMPSTAT meetings and involve in these meetings a cross section of department personnel. COMPSTAT is an acronym for Computer Statistics or Comparative Statistics.

### **E. Human Resource Management**

A small change that would exemplify the transition that is occurring in the department would be the adoption and enforcement of a uniform model across the department. The public's first and only impression is often the way a department members appears when interacting on city functions. Communicating a professional appearance is vital. All personnel should be dressed according to functions for services provided. The command staff was very well dressed and this should carry throughout the department.

### **F. Citizen Involvement**

The police department has developed an extensive network of volunteers to help in times of emergency. The NFD should participate in broadening the services offered by volunteers throughout the fire department. Citizens can be used to assist at various functions, under

the supervision of NFD members (career and POC). Citizens should also be used for staffing rehab programs that can be activated for lengthy or involved incidents. These volunteers can perform many tedious tasks and allow the professionals in the NFD to concentrate on outcome at the scene. The citizens can be used in the highly successful CERT program or expanded into Fire Corps-related programs for funding expansion.

### **G. Communications Center**

The communications center, under the direction of the police department, is a well-designed and a fairly modern facility that was receiving some technology updates during the ICMA team's visit. The civilian dispatchers assigned to the communications unit appear to be professionally trained. During our visit, they interacted well with citizens over the phone.

This unit is responsible for managing the computer assisted dispatch / records management system (CAD/RMS). It is here that we believe an opportunity exists to greatly improve the department's data management which would give managers, as well as city administrators, a greater understanding deployment and response times.

### **H. Equipment and Facilities**

The city has invested heavily in equipment for its department. The stations, for the most part, are adequate and well designed, clean, and properly maintained. In speaking with the department members, it is clear that they feel a great deal of pride as evidenced by the buildings

and assigned equipment. Station 3 is the oldest facility and may not need replacement. Because calls for service are heavy in the area of EMS, it may be more practical to deploy a unit mobile from the headquarters station during identified peak-service times versus building a new building.

This would allow time to analyze patterns that may develop when the economy begins to recover and from rail improvements. Test drives should be made to confirm the distances that can be safely traveled and then mapped into the city GIS system. Predictive software is available commercially that can help in creating a mobile deployment using predictive modeling. The System Status Management software which runs on Computer Aided Dispatch is used by several agencies, most notably by the Fargo-Moorhead Ambulance Service which covers two cities across two state lines; one of the more complicated installations.

## **IV. Data Analysis**

### **A. Aggregate Call Totals and Dispatches**

The data includes calls between 1/1/2008 and 12/31/2008. In a year, 4,005 non-cancelled calls were received and responded to by equipment based at four stations dispersed throughout the city. Each of the four stations has full-time staff for an engine company and an emergency medical/SQD vehicle. Station 1 also staffs a ladder truck and keeps a tanker in reserve. Of these more than four thousand calls, 154 (3.8%) were structure fire or outside fire calls (11 to 20 that from data time required more than 30 minutes to

control), and 2,819 (70%) were EMS calls. We categorize the call type based upon call description. The correspondence between call description and call type is reported in Appendix I. A total of 675 dispatches of non primary units (500, 505, 506, 508, 509, 518, 519, 529, TAC3, U1, U2, U3, U4) were not included in call, workload and response time analysis. The runs and workloads of those units are reported in Appendix II. The analysis of call types is captured in a set of seven tables and figures.

Table 1—Call Types

Figure 2—Fire Calls Partitioned by Type and Duration (formatted as branches of a tree)

Figures 3—Fire Calls by Type (pie chart)

Figure 4—Calls by Month

Figure and Table 5—Calls by Hour of Day

Figure and Table 6—Calls by Hour of Day by Station

Table and Figures 7—Number of Non-Cancelled Units Dispatched to Calls

## **B. Workload by Individual Unit—Calls and Total Time Spent**

We report two types of statistics: dispatches and workloads. In Part I we reported that there were 4,005 non-cancelled calls, but because multiple units were often sent, the total number of non-cancelled dispatched units we analyze here is 5,313. We also look at the actual time spent by each unit at every call. Total busy time was calculated as the difference between unit clear time and unit dispatch time. The average total busy time per completed run was 26 minutes. The total unit workload in a year for all units combined



was 2,267 hours. After the introductory table, we present run data and workload data for every unit, as well as the daily average for engine, and ambulance units by call type.

Table 8— Annual Total Busy Time by Call Type Including Cancelled Units

Figure 9— Annual Total Busy Time by Call Type Excluding Cancelled Units

Figure 10—Total City: Average Busy Hours per Day by Call Type

Table 11—Workload by Unit

Table 12— **Fire Units:** Total Annual and Daily Average Number of Runs by Call Type

Table 13— **Fire Units:** Daily Average Busy Minutes per Day by Call Type

Table 14— **Ambulance Units:** Total Annual and Daily Average Number of Runs by Call Type

Table 15— **Ambulance Units:** Daily Average Busy Minutes per Day by Call Type

### **C. Dispatch Time and Response Time**

Dispatch processing time is the difference between unit dispatch time and call received time. Enroute time is calculated as the difference between unit enroute time and unit dispatch time. Travel time is the difference between unit on scene time and unit enroute time. Response time includes dispatch processing time, unit enroute time and unit travel time. We are interested in the dispatch time and response time mainly of the first arriving units. Overall, the average dispatch processing time was 1.4 minutes, and the average

total response time was 6.8 minutes. However, for structure and outside fire calls, we analyze the response time of both the first, the second and all arriving fire equipments.

Table and Figure 16—Average Dispatch Time, Enroute Time, Travel Time and Response Time of First Arriving Units by Call Type

Table and Figure 17—Which Unit Arrived First for Each Call Type

Figure and Table 18 a) **Total Calls**: Average Dispatch Time, Travel Time, and Response Time of First Arriving Units by Hour of the day for EMS, Injury, Structure Fire and Outside Fire Calls

Figure and Table 18 b) **Weekday Calls**: Average Dispatch Time, Travel Time, and Response Time of First Arriving Units by Hour of the day for EMS, Injury, Structure Fire and Outside Fire Calls

Figure and Table 18 c) **Weekend Calls**: Average Dispatch Time, Travel Time, and Response Time of First Arriving Units by Hour of the day for EMS, Injury, Structure Fire and Outside Fire Calls

Figure and Table 19—Cumulative Distribution Function (CDF) of Response Time of First Arriving Unit for **EMS** Calls

Table 20—Average Response Time of 1<sup>st</sup> Arriving Fire Equipments for **Structure Fire and Outside Fire** Calls by Unit

Table 21—Average Response Time of All Arriving Fire Units for **Structure Fire and Outside Fire** Calls

Figure and Table 22—Cumulative Distribution Function (CDF) of Response Time of First and Second Arriving Fire Equipments for **Structure and Outside Fire** Calls

## Appendix

Appendix I: Correspondence between Call Description and  
Call Type

Appendix II: Runs and Workloads Analysis for Non Primary  
Units

**Table 1—Call Types NFD (Exclusive of Contracted EMS Response)**

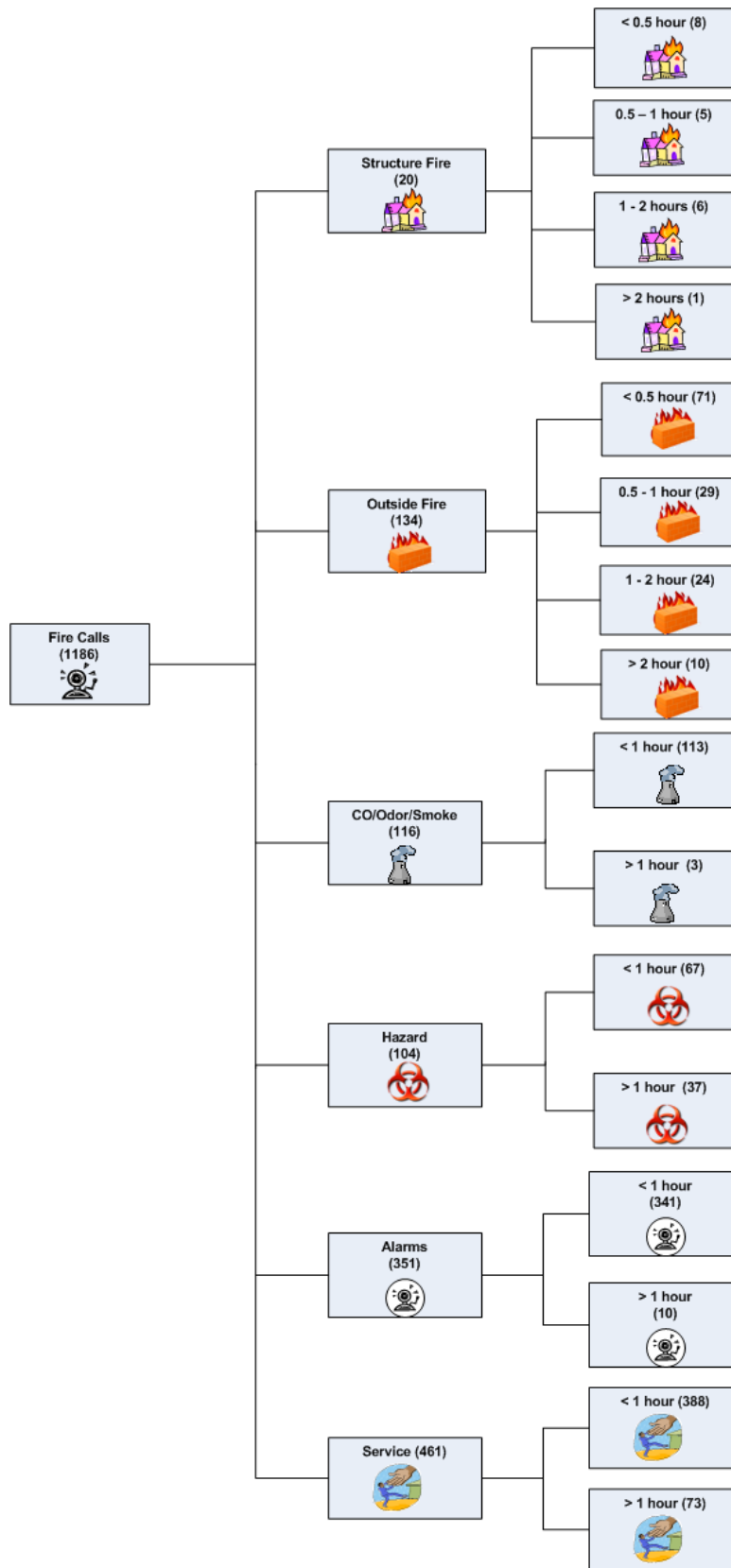
	Call Type	# of Non Canceled Calls	Calls / Day	Calls %	# of Canceled Calls	Cancelled %	Total Calls
<b>EMS</b>	EMS	2612	7.2	65.2%	85	3.2%	2697
	Injury	207	0.6	5.2%	16	7.2%	223
	<b>EMS Total</b>	<b>2819</b>	<b>7.7</b>	<b>70.4%</b>	<b>101</b>	<b>3.5%</b>	<b>2920</b>
<b>Fire</b>	Structure Fire	20	0.1	0.5%	0	0.0%	20
	Outside Fire	134	0.4	3.3%	9	6.3%	143
	CO/Odor/Smoke	116	0.3	2.9%	3	2.5%	119
	Hazard	104	0.3	2.6%	5	4.6%	109
	Alarm	351	1.0	8.8%	22	5.9%	373
	Service	461	1.3	11.5%	66	12.5%	527
	<b>Fire Total</b>	<b>1186</b>	<b>3.2</b>	<b>29.6%</b>	<b>105</b>	<b>8.1%</b>	<b>1291</b>
<b>Total</b>		<b>4005</b>	<b>11.0</b>	<b>100%</b>	<b>206</b>	<b>4.9%</b>	<b>4211</b>

*Note: Cancelled calls were defined as all units stayed on scene less than a minute.*

Observations:

- 5% calls were cancelled in a year.
- On average, the city received 11 non cancelled calls per day in 2008.
- EMS calls totaled 2,819 (70.4%), about 7.7 per day.
- Fire category calls totaled 1,186 (29.6%), about 3.2 per day.
- Structure and outside fire combined averaged 0.5 calls per day, 3.8% of total calls.
- There were 116 CO/Odor/Smoke investigation calls in a year, about 0.3 per day.
- There were 104 hazard calls in a year, about 0.3 per day.
- There were 351 alarm calls in a year, about 1 per day.
- There were 461 service calls in a year, about 1.3 per day.

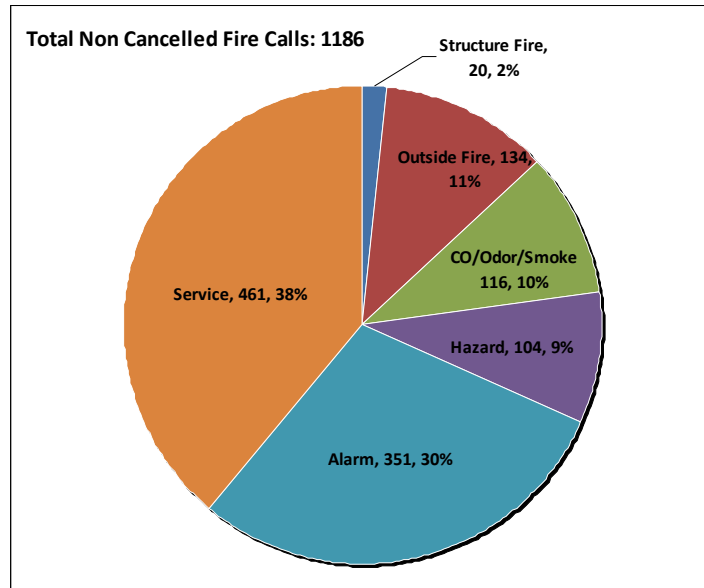
**Figure 2—Fire Calls Partitioned by Type and Duration**



Observations:

- Of the 20 structure fire calls, 1 lasted more than two hours, 6 lasted between one and two hours, and 13 lasted less than one hour.
- Of the 134 outside fire calls, 34 (25%) lasted more than one hour.
- In all, the department handled 164 calls that lasted more than one hour, slightly more than three long fire category calls per week. Two thirds of these were either service calls (73) or hazardous condition calls (37) – gas leaks, wires down, etc. .

**Figures 3— Fire Calls by Type (pie chart)**

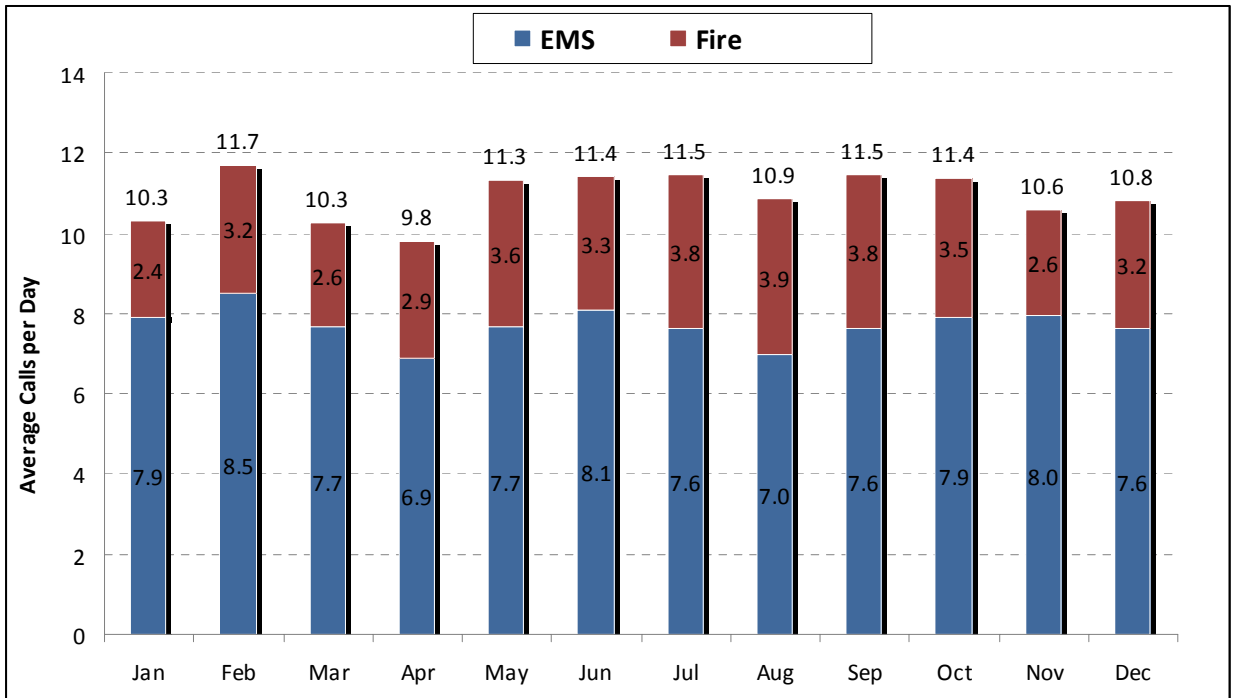


**Observations:**

- Structure and outside fire calls, accounted for 13% of the fire category total.
- The largest category was service calls, which were 38% of the total.
- Alarm calls accounted for 30%, CO/Odor/Smoke investigation calls were 10% and hazard calls were 9% of this total.



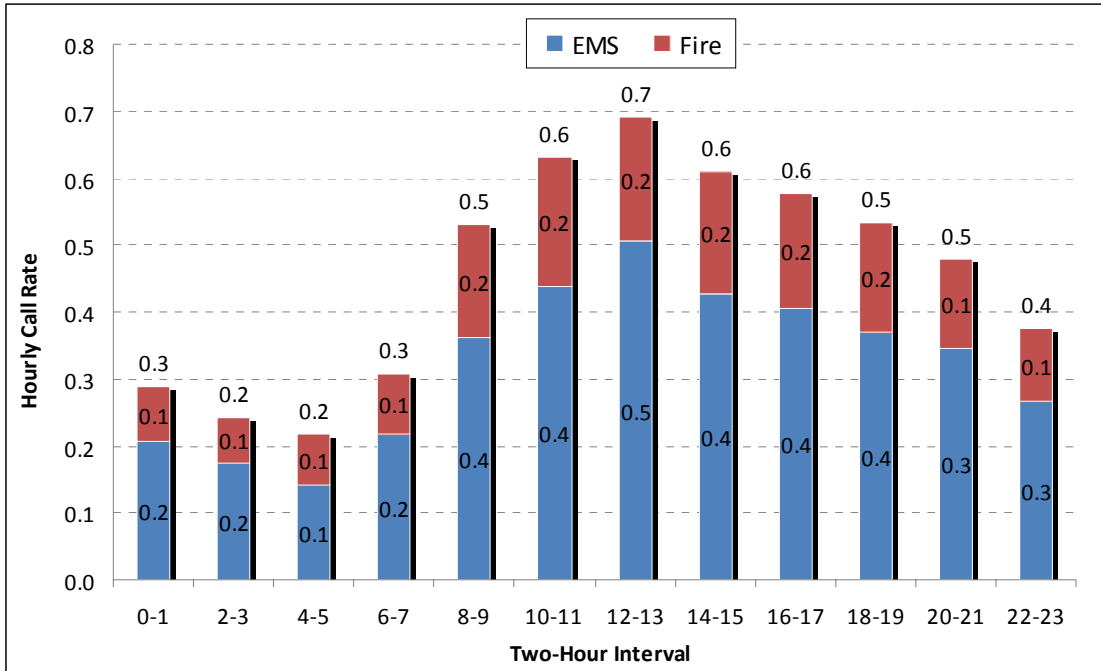
Figure 4—Calls by Month 2008



Observations:

- Average calls per day varied by month and ranged from a low of 9.8 calls per day in Apr to 19 percent more in Feb, which had a high of 11.7 calls per day.
- Average EMS calls per day varied between 6.9 (Apr) and 8.5 (Feb) calls per day.
- Average Fire category calls per day varied between 2.4 (Jan) and 3.9 (Aug) calls per day.

**Figure and Table 5—Calls by Hour of Day 2008**

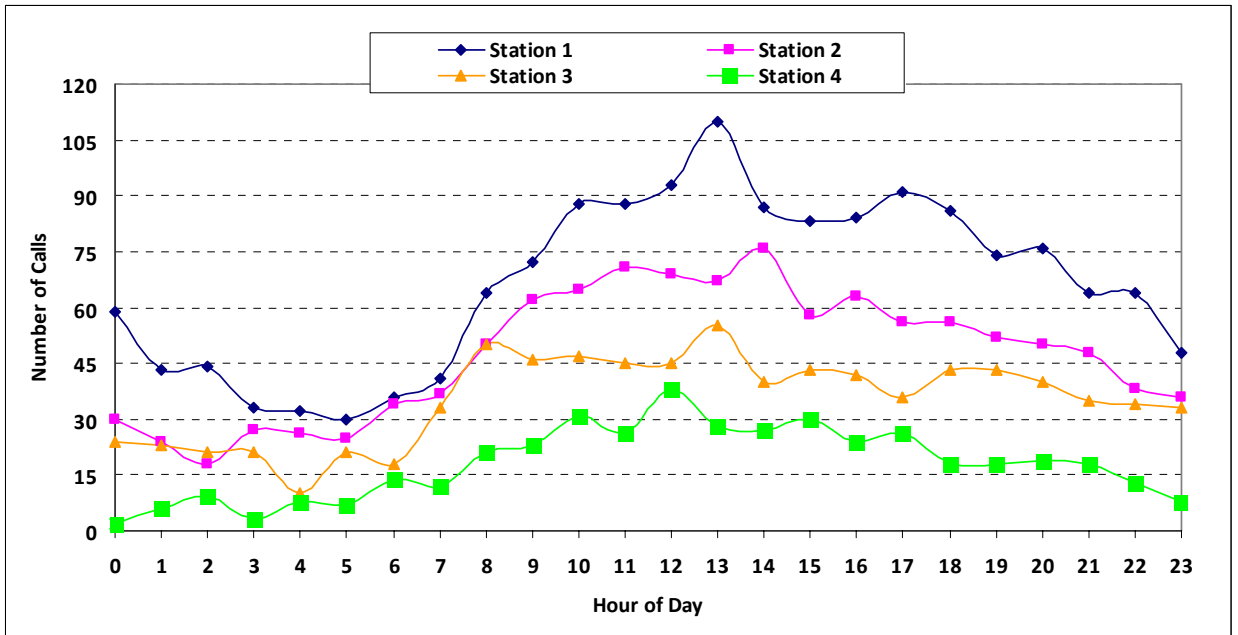


Two Hours Interval	Hourly Call Rate		
	EMS	Fire	Total
0-1	0.21	0.08	0.29
2-3	0.18	0.07	0.24
4-5	0.14	0.08	0.22
6-7	0.22	0.09	0.31
8-9	0.36	0.17	0.53
10-11	0.44	0.19	0.63
12-13	0.51	0.18	0.69
14-15	0.43	0.18	0.61
16-17	0.41	0.17	0.58
18-19	0.37	0.16	0.53
20-21	0.35	0.13	0.48
22-23	0.27	0.11	0.38
Calls/Day	7.72	3.25	10.97

Observations:

- Hourly total call rates averaged less than 0.3 calls per hour between midnight and 6 AM.
- The call rate peaked between 10AM-4PM, more than 0.6 calls per hour.

**Figure and Table 6—Calls by Hour of Day by Station for 2008**



*Note: Number of calls was counted based upon the station of 1<sup>st</sup> dispatched units.*

The following table forms the basis for the graph of calls by hour.

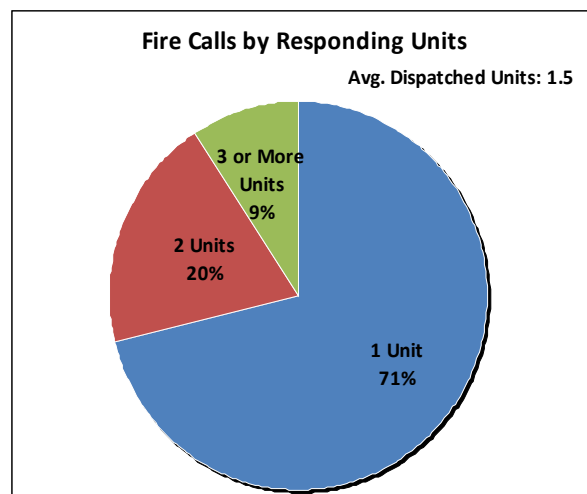
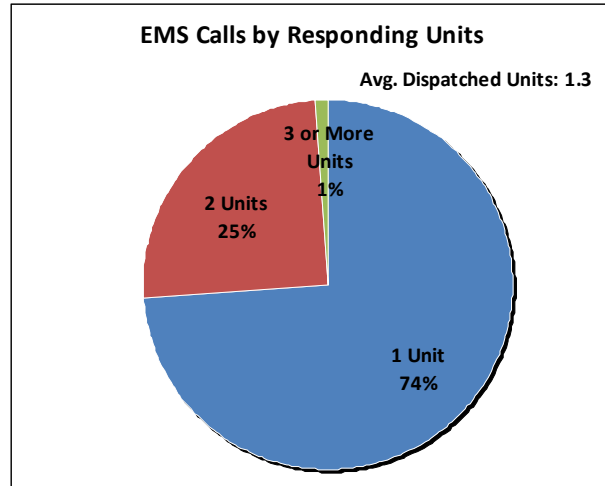
Hour	Station 1	Station 2	Station 3	Station 4	Total
0	59	30	24	2	115
1	43	24	23	6	96
2	44	18	21	9	92
3	33	27	21	3	84
4	32	26	10	8	76
5	30	25	21	7	83
6	36	34	18	14	102
7	41	37	33	12	123
8	64	50	50	21	185
9	72	62	46	23	203
10	88	65	47	31	231
11	88	71	45	26	230
12	93	69	45	38	245
13	110	67	55	28	260
14	87	76	40	27	230
15	83	58	43	30	214
16	84	63	42	24	213
17	91	56	36	26	209
18	86	56	43	18	203
19	74	52	43	18	187
20	76	50	40	19	185
21	64	48	35	18	165
22	64	38	34	13	149
23	48	36	33	8	125
<b>Total</b>	<b>1590</b>	<b>1138</b>	<b>848</b>	<b>429</b>	<b>4005</b>

Observations:

- The call rate was lowest between midnight and 8 AM for all stations.
- Station 1 units were most often the first units dispatched accounting for almost 40% of the total. In contrast, station 4 units were dispatched first only 11% of the time.

**Table and Figures 7—Number of Non-Cancelled Units  
Dispatched to Calls**

Call Type	1 Unit	2 Units	3 or More Units	Total
EMS	2030	578	4	2612
Injury	54	129	24	207
<b>EMS Total</b>	<b>2084</b>	<b>707</b>	<b>28</b>	<b>2819</b>
Structure Fire	5		15	20
Outside Fire	61	47	26	134
CO/Odor/Smoke	72	15	29	116
Hazard	70	28	6	104
Alarm	209	114	28	351
Service	425	32	4	461
<b>Fire Total</b>	<b>842</b>	<b>236</b>	<b>108</b>	<b>1186</b>
<b>Total</b>	<b>2926</b>	<b>943</b>	<b>136</b>	<b>4005</b>
<b>Percentage</b>	<b>73.1%</b>	<b>23.5%</b>	<b>3.4%</b>	<b>100%</b>



Observations:

- Overall, 73% percent of calls were dispatched one unit and 24 percent of calls were dispatched 2 units.
- On average, 1.5 non cancelled units were dispatched per Fire category call.
- Of the 20 structure fire calls, 75% were dispatched 3 or more units.
- Of the 134 outside fire calls, 73 (54%) were dispatched more than 1 unit.

**Table 8— Annual Total Deployed Time on Calls by Call Type Including Cancelled Units (does not include station time)**

All Runs	Avg. Busy Minutes/ Call	Total Busy Hours	%	Avg. Busy Minutes/ Day	# of Runs	Avg. Runs / Day
EMS	16.9	1,226	49.3%	201.5	4,352	11.9
Injury	19.1	182	7.3%	29.9	572	1.6
<b>EMS Total</b>	<b>17.2</b>	<b>1,408</b>	<b>56.6%</b>	<b>231.4</b>	<b>4,924</b>	<b>13.5</b>
Structure Fire	26.5	45	1.8%	7.3	101	0.3
Outside Fire	32.2	212	8.5%	34.8	394	1.1
CO/Odor/Smoke	18.1	109	4.4%	18.0	363	1.0
Hazard	33.4	144	5.8%	23.6	258	0.7
Alarm	15	219	8.8%	36.0	878	2.4
Service	28.8	352	14.2%	57.9	734	2.0
<b>Fire Total</b>	<b>23.8</b>	<b>1,080</b>	<b>43.4%</b>	<b>177.6</b>	<b>2,728</b>	<b>7.5</b>
<b>Total</b>	<b>19.5</b>	<b>2,488</b>	<b>100.0%</b>	<b>409.0</b>	<b>7,652</b>	<b>21.0</b>

Observations:

- The various units were busy a combined 2,488 hours including 221 hours (8.9%) for cancelled dispatches. The average total department workload per day was 6.8 hours. This is the total time of all the units that were busy at calls for service.
- There were a total of 7,652 runs, an average of 21 runs per day. This total includes runs that were cancelled. A total of 2339 runs were cancelled (30.6%) an average of 6.4 cancelled runs per day.
- Medical calls accounted for 57% of the total workload.
- Structure and outside fire calls combined were 10.3% of the workload.
- CO/Odor/Smoke investigation and hazard calls accounted for 10.2% of the total workload.



- Alarms calls accounted for 8.8% of the total workload and service calls were 14% of the total workload.

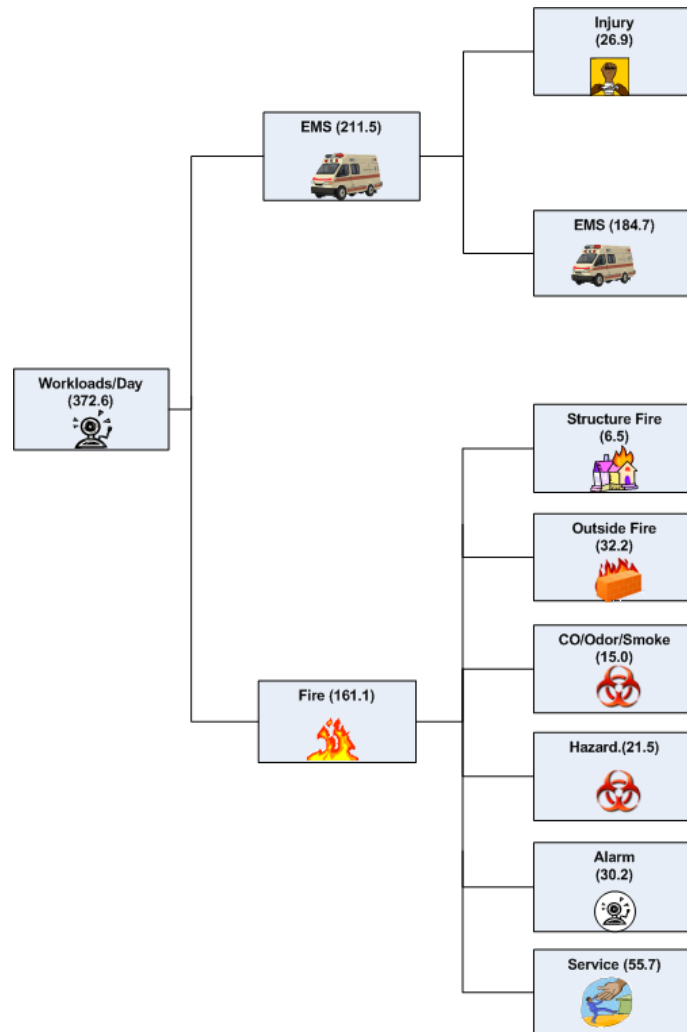
**Table 9— Annual Total Busy Time by Call Type Excluding Cancelled Units**

<b>Non Cancelled Runs</b>	<b>Avg. Busy Minutes/Call</b>	<b>Total Busy Hours</b>	<b>%</b>	<b>Avg. Busy Minutes/Day</b>	<b># of Runs</b>	<b>Avg. Runs / Day</b>
EMS	21.1	1,124	49.6%	184.7	3,201	8.8
Injury	25.3	163	7.2%	26.9	388	1.1
<b>EMS Total</b>	<b>21.5</b>	<b>1,287</b>	<b>56.8%</b>	<b>211.5</b>	<b>3,589</b>	<b>9.8</b>
Structure Fire	37.0	40	1.7%	6.5	64	0.2
Outside Fire	45.6	196	8.6%	32.2	258	0.7
CO/Odor/Smoke	25.2	91	4.0%	15.0	217	0.6
Hazard	53.0	131	5.8%	21.5	148	0.4
Alarm	20.6	184	8.1%	30.2	536	1.5
Service	40.5	339	14.9%	55.7	501	1.4
<b>Fire Total</b>	<b>34.1</b>	<b>980</b>	<b>43.2%</b>	<b>161.1</b>	<b>1,724</b>	<b>4.7</b>
<b>Total</b>	<b>25.6</b>	<b>2,267</b>	<b>100.0%</b>	<b>372.6</b>	<b>5,313</b>	<b>14.6</b>

Observations:

- The various units were busy a combined 2,267 hours excluding cancelled runs. The average total department workload per day was 6.2 hours.
- There were a total of 5,313 non-cancelled runs, an average of 15 runs per day.
- The average time spent on a medical call was 22 minutes per run.
- Structure and outside fire calls combined were 10.3 percent of the workload. Average time spent on a structure fire was 37 minutes per run and average time spent on an outside fire call was 46 minutes.
- Alarm calls had the smallest average busy minutes per run, 20.6 minutes.

**Figure 10—Total City: Average Busy Minutes per Day by Call Type**



**Observations:**

- The various units combined spent slightly less than 2.7 hours for fire-classified calls per day, including 6.5 minutes for structure fire calls and 32.2 minutes for outside fire calls.
- The various units spent 3.5 hours on EMS calls per day including 0.4 hours (27 minutes) for injury calls.

**Table 11—Workload by Unit**

Station	Unit ID	Unit Type	Avg Busy Min. per Run	# of Runs	# of Runs / Day	Busy Min. / Day	Total Busy Hours
1	ENG1	Engine	20.5	1514	4.1	85.2	519
	LAD1	Ladder	29.3	108	0.3	8.7	53
	SQD1	Ambulance	23.5	971	2.7	62.6	381
	TANK1	Tank	33.3	47	0.1	4.3	26
2	ENG2	Engine	28.7	396	1.1	31.1	189
	SQD2	Ambulance	24.6	852	<b>2.3</b>	57.3	349
3	ENG3	Engine	40.4	260	0.7	28.8	175
	SQD3	Ambulance	26.6	695	1.9	50.7	308
4	ENG4	Engine	35.9	161	0.4	15.8	96
	SQD4	Ambulance	33.2	309	0.8	28.1	171

Observations:

- Engine company 1, was busy 519 hours in a year, averaged 4 dispatches and 85 busy minutes per day.
- Each of the other engine companies was busy on average a half hour or less per day.
- Three of the four medical units were busy close to an hour per day. However, SQD4 was busy less than a half hour per day.
- Ladder 1 was dispatched 108 times in a year with a total workload of 53 hours. This unit was in use less than 10 minutes per day on average.

**Table 12— Fire Units: Total Annual Number and Daily Average Number of Runs by Call Type**

Runs	Engine				Ladder	Tank
	ENG1	ENG2	ENG3	ENG4	LAD1	TANK1
EMS	858	164	55	21	13	8
Injury	131	22	27	13	10	2
<b>EMS Total</b>	<b>989</b>	<b>186</b>	<b>82</b>	<b>34</b>	<b>23</b>	<b>10</b>
Structure Fire	12	10	5	7	5	1
Outside Fire	77	31	38	9	15	12
CO/Odor/Smoke	64	17	22	12	20	8
Hazard	39	18	30	23	5	1
Alarm	185	67	48	55	35	4
Service	148	67	35	21	5	11
<b>Fire Total</b>	<b>525</b>	<b>210</b>	<b>178</b>	<b>127</b>	<b>85</b>	<b>37</b>
<b>Fire Calls %</b>	<b>34.7%</b>	<b>53.0%</b>	<b>68.5%</b>	<b>78.9%</b>	<b>78.7%</b>	<b>78.7%</b>
<b>Total</b>	<b>1514</b>	<b>396</b>	<b>260</b>	<b>161</b>	<b>108</b>	<b>47</b>
<b>Average Runs/Day</b>	<b>4.1</b>	<b>1.1</b>	<b>0.7</b>	<b>0.4</b>	<b>0.3</b>	<b>0.1</b>

Observations:

- Engine 1 responded to 525 (35%) fire category calls in a year, including 12 structure fire calls and 77 outside fire calls.
- Engine 2 responded to 210 (53%) fire category calls in a year, including 10 structure fire calls and 31 outside fire calls.
- Engine 3 responded to 178 (69%) fire category calls in a year, including 5 structure fire calls and 38 outside fire calls.
- Engine 4 responded to 127 (79%) fire category calls in a year, including 7 structure fire calls and 9 outside fire calls.
- Ladder 1 responded to 85 (79%) fire calls in a year, including 5 structure fire calls and 15 outside fire calls.

**Table 13— Fire Units: Daily Average Busy Minutes per Day by Call Type**

Avg. Minutes / Day	Engine				Ladder	Tank
	ENG1	ENG2	ENG3	ENG4	LAD1	TANK1
EMS	36.2	9.1	3.1	1.3	0.7	0.4
Injury	8.0	2.1	2.3	1.8	0.5	0.1
<b>EMS Total</b>	<b>44.2</b>	<b>11.1</b>	<b>5.3</b>	<b>3.1</b>	<b>1.2</b>	<b>0.5</b>
Structure Fire	1.1	0.6	0.6	1.1	0.9	0.1
Outside Fire	6.8	4.7	5.8	1.1	2.2	1.6
CO/Odor/Smoke	4.4	1.2	1.7	1.1	1.1	0.4
Hazard	4.1	2.9	5.3	3.6	1.2	
Alarm	9.8	4.3	2.7	3.7	1.8	0.1
Service	14.7	6.2	7.4	2.2	0.3	1.6
<b>Fire Total</b>	<b>41.0</b>	<b>20.0</b>	<b>23.5</b>	<b>12.8</b>	<b>7.5</b>	<b>3.8</b>
<b>Fire Workloads %</b>	<b>48.1%</b>	<b>64.3%</b>	<b>81.6%</b>	<b>81.0%</b>	<b>86.2%</b>	<b>88.4%</b>
<b>Daily Average</b>	<b>85.2</b>	<b>31.1</b>	<b>28.8</b>	<b>15.8</b>	<b>8.7</b>	<b>4.3</b>
<b>Yearly Busy Hours</b>	<b>518</b>	<b>189</b>	<b>175</b>	<b>96</b>	<b>53</b>	<b>26</b>

Observations:

- Engine 1 was busy 41 (48%) minutes per day on fire category calls, including 1.1 minutes at structure fire calls and 6.8 minutes at outside fire calls.
- Engine 2 was busy 20 (64%) minutes per day on fire category calls, including less than a minute per day at structure fire calls and 4.7 minutes at outside fire calls.
- Engine 3 was busy 23.5 (82%) minutes per day on fire category calls, including less than a minute per day at structure fire calls and 5.8 minutes at outside fire calls.
- Engine 4 was busy 12.8 (81%) minutes per day on fire category calls, including about a minute per day at structure fire calls and another minute per day at outside fire calls.

Ladder 1 was busy 7.5 (86%) minutes per day on fire category calls, including less than a minute per day at structure fire calls and 2.2 minutes at outside fire calls.

**Table 14— City vs. CEMS Ambulance Units: Total Annual Number and Daily Average Number of Runs by Call Type**

Runs	Ambulance			
	SQD1	SQ2	SQD3	SQD4
EMS	653	640	556	233
Injury	98	31	30	24
<b>EMS Total</b>	<b>751</b>	<b>671</b>	<b>586</b>	<b>257</b>
<b>EMS Calls %</b>	<b>77.3%</b>	<b>78.8%</b>	<b>84.3%</b>	<b>83.2%</b>
Structure Fire	10	4	6	4
Outside Fire	42	13	16	5
CO/Odor/Smoke	29	15	20	10
Hazard	14	6	11	1
Alarm	91	19	19	13
Service	34	124	37	19
<b>Fire Total</b>	<b>220</b>	<b>181</b>	<b>109</b>	<b>52</b>
<b>Total</b>	<b>971</b>	<b>852</b>	<b>695</b>	<b>309</b>
<b>Average Runs/Day</b>	<b>2.7</b>	<b>2.3</b>	<b>1.9</b>	<b>0.8</b>

Observations:

- Ambulance 1 responded to 971 calls in a year, averaging 2.7 dispatches per day. EMS calls were 77% of total responses.
- Ambulance 2 responded to 852 calls in a year, averaging 2.3 dispatches per day. EMS calls were 79% of total responses.
- Ambulance 3 responded to 695 calls in a year, averaging 1.9 dispatches per day. EMS calls were 84% of total responses.
- Ambulance 4 responded to 309 calls in a year, averaging 0.8 dispatches per day. EMS calls were 83% of total responses.



**Table 15— Ambulance Units: Daily Average Busy Minutes per Day by Call Type**

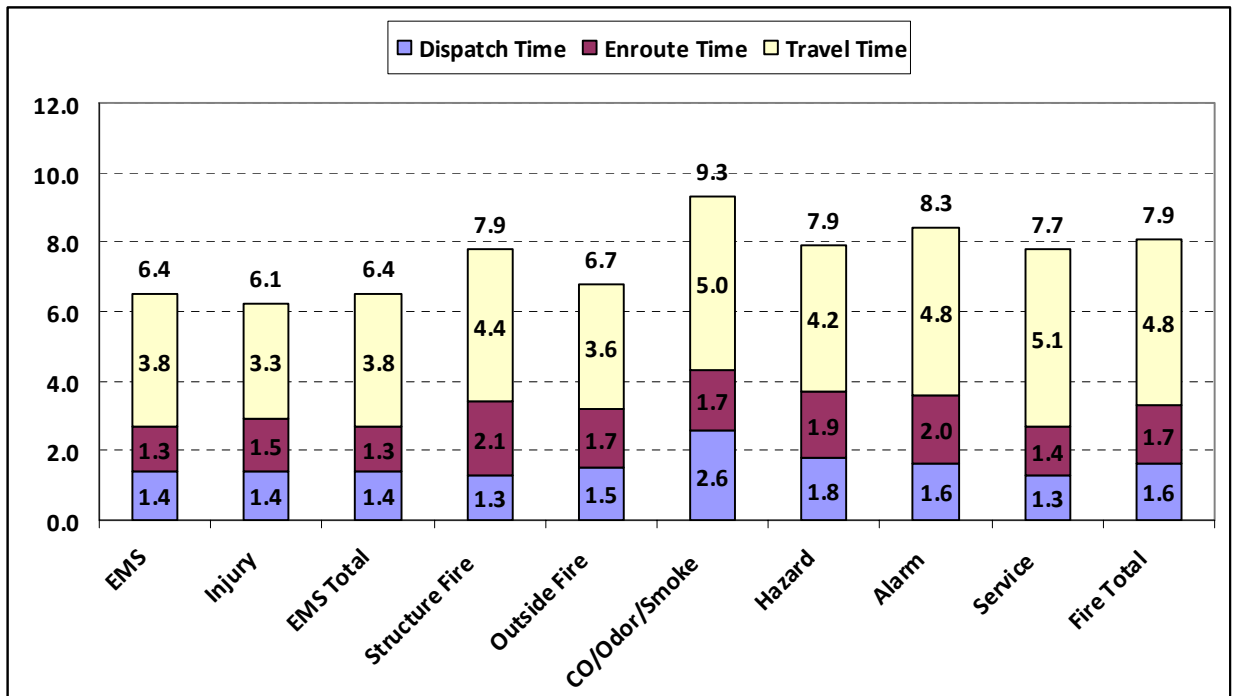
Avg. Minutes / Day	Ambulance			
	SQD1	SQ2	SQD3	SQD4
EMS	38.1	44.1	36.1	15.7
Injury	6.6	1.8	2.1	1.6
<b>EMS Total</b>	<b>44.6</b>	<b>45.9</b>	<b>38.2</b>	<b>17.3</b>
<b>EMS Workloads %</b>	<b>71.2%</b>	<b>80.1%</b>	<b>75.3%</b>	<b>61.6%</b>
Structure Fire	0.9	0.3	0.4	0.5
Outside Fire	5.1	1.8	2.4	0.7
CO/Odor/Smoke	2.1	0.9	1.3	0.9
Hazard	2.1	0.9	1.3	0.1
Alarm	4.8	0.9	1.0	1.0
Service	2.9	6.6	6.2	7.6
<b>Fire Total</b>	<b>17.9</b>	<b>11.4</b>	<b>12.5</b>	<b>10.8</b>
<b>Daily Average</b>	<b>62.6</b>	<b>57.3</b>	<b>50.7</b>	<b>28.1</b>
<b>Yearly Busy Hours</b>	<b>381</b>	<b>349</b>	<b>308</b>	<b>171</b>

Observations:

- Ambulance 1 was busy 381 hours in a year, averaging 63 minutes per day. EMS calls were 71% of the total workload.
- Ambulance 2 was busy 349 hours in a year, averaging 57 minutes per day. EMS calls were 80% of the total workload.
- Ambulance 3 was busy 308 hours in a year, averaging 51 minutes per day. EMS calls were 75% of the total workload.
- Ambulance 4 was busy 171 hours in a year, averaging 28 minutes per day. EMS calls were 62% of the total workload.

**Table and Figure 16—Average Dispatch Time, Travel Time, Response Time of First Arriving Units by Call Type**

Call Type	Dispatch Time	Enroute Time	Travel Time	Response Time	Number of Calls
EMS	1.4	1.3	3.8	6.4	2612
Injury	1.4	1.5	3.3	6.1	207
<b>EMS Total</b>	<b>1.4</b>	<b>1.3</b>	<b>3.8</b>	<b>6.4</b>	<b>2819</b>
Structure Fire	1.3	2.1	4.4	7.9	20
Outside Fire	1.5	1.7	3.6	6.7	134
CO/Odor/Smoke	2.6	1.7	5.0	9.3	116
Hazard	1.8	1.9	4.2	7.9	104
Alarm	1.6	2.0	4.8	8.3	351
Service	1.3	1.4	5.1	7.7	461
<b>Fire Total</b>	<b>1.6</b>	<b>1.7</b>	<b>4.8</b>	<b>7.9</b>	<b>1186</b>
<b>Total</b>	<b>1.4</b>	<b>1.4</b>	<b>4.1</b>	<b>6.8</b>	<b>4005</b>



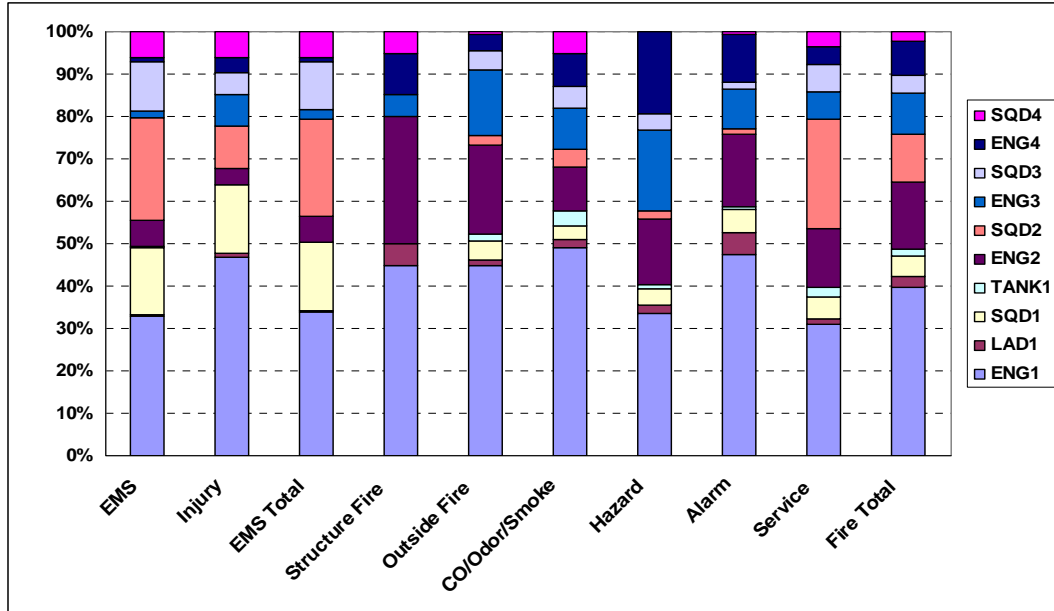
**Observations**

- The average dispatch time for all calls was 1.4 minutes.
- The average enroute time was 1.4 minutes.
- The average travel time was 4.1 minutes.

- The average response time for all calls was 6.8 minutes.
- On fire calls, the average response time for structure fire calls was 7.9 minutes, and for outside fire calls, 6.7 minutes.

Note: Dispatch time is the amount of time from the first ring until the responders are alerted. Enroute time is also known as “turn-out” time which is the amount of time that occurs between alerting responders and wheels turning. Travel time is the measure of time from wheels beginning to turn to arrival on the scene.

**Figure and Table 17—Which Unit Arrived First for Each Call Type**



Station	1				2		3		4	
	ENG1	LAD1	SQR1	TANK1	ENG2	SQR2	ENG3	SQR3	ENG4	SQR4
EMS	33%	0%	16%	0%	6%	24%	2%	12%	1%	6%
Injury	47%	1%	16%	0%	4%	10%	7%	5%	3%	6%
<b>EMS Total</b>	<b>34%</b>	<b>0%</b>	<b>16%</b>	<b>0%</b>	<b>6%</b>	<b>23%</b>	<b>2%</b>	<b>11%</b>	<b>1%</b>	<b>6%</b>
Structure Fire	45%	5%	0%	0%	30%	0%	5%	0%	10%	5%
Outside Fire	45%	1%	4%	1%	21%	2%	16%	4%	4%	1%
CO/Odor/Smoke	49%	2%	3%	3%	10%	4%	9%	5%	8%	5%
Hazard	34%	2%	4%	1%	15%	2%	19%	4%	19%	0%
Alarm	48%	5%	5%	1%	17%	1%	9%	2%	11%	1%
Service	31%	1%	5%	2%	14%	26%	6%	7%	4%	4%
<b>Fire Total</b>	<b>40%</b>	<b>3%</b>	<b>5%</b>	<b>2%</b>	<b>16%</b>	<b>11%</b>	<b>10%</b>	<b>4%</b>	<b>8%</b>	<b>2%</b>
<b>Total</b>	<b>36%</b>	<b>1%</b>	<b>13%</b>	<b>1%</b>	<b>9%</b>	<b>20%</b>	<b>4%</b>	<b>9%</b>	<b>3%</b>	<b>5%</b>

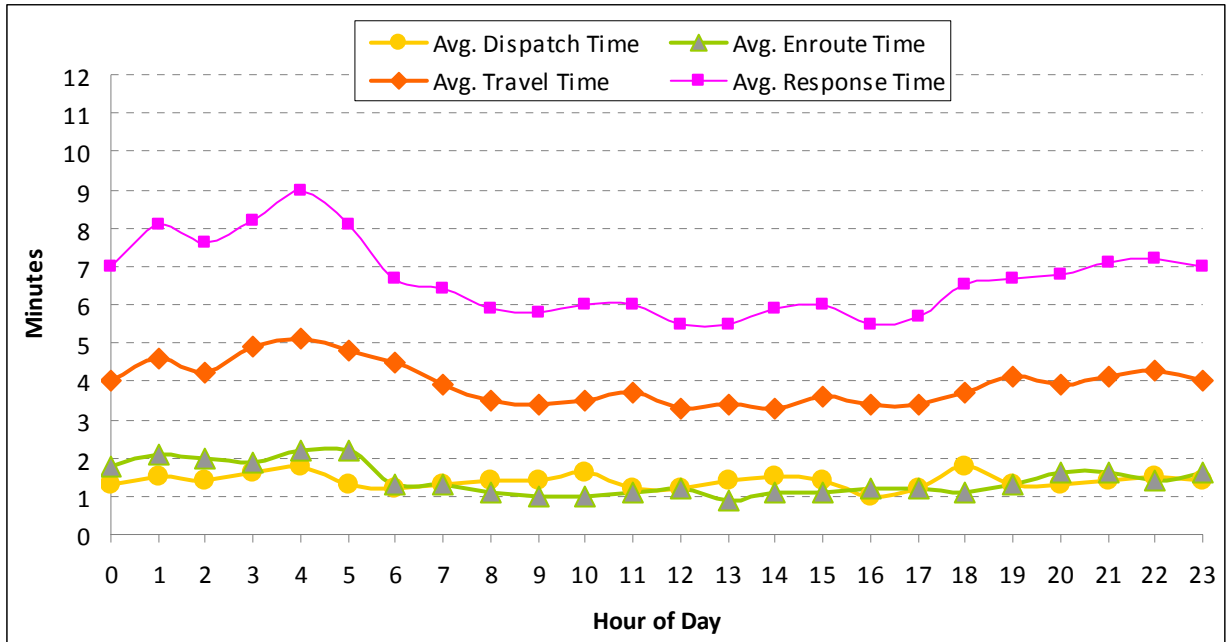
Note: Each row sums to 100%

Observations:

- For medical calls, engine company 1 arrived first on scene 34% of the time. Ambulance unit 2, was first on scene 23% of the time.

- For structure fire calls, engine company 1 was the 1<sup>st</sup> unit on scene 45% of the time, with engine company 2, first on scene 30% of the time.
- For outside fire calls, engine company 1 were the 1<sup>st</sup> unit on scene for 45% of the time, with engine company 2, first on scene 21% of the time.

**Figure and Table 18 a) Total Calls: Average Dispatch Time, Travel Time, and Response Time of First Arriving Units by Hour of the day for EMS, Injury, Structure Fire and Outside Fire Calls**



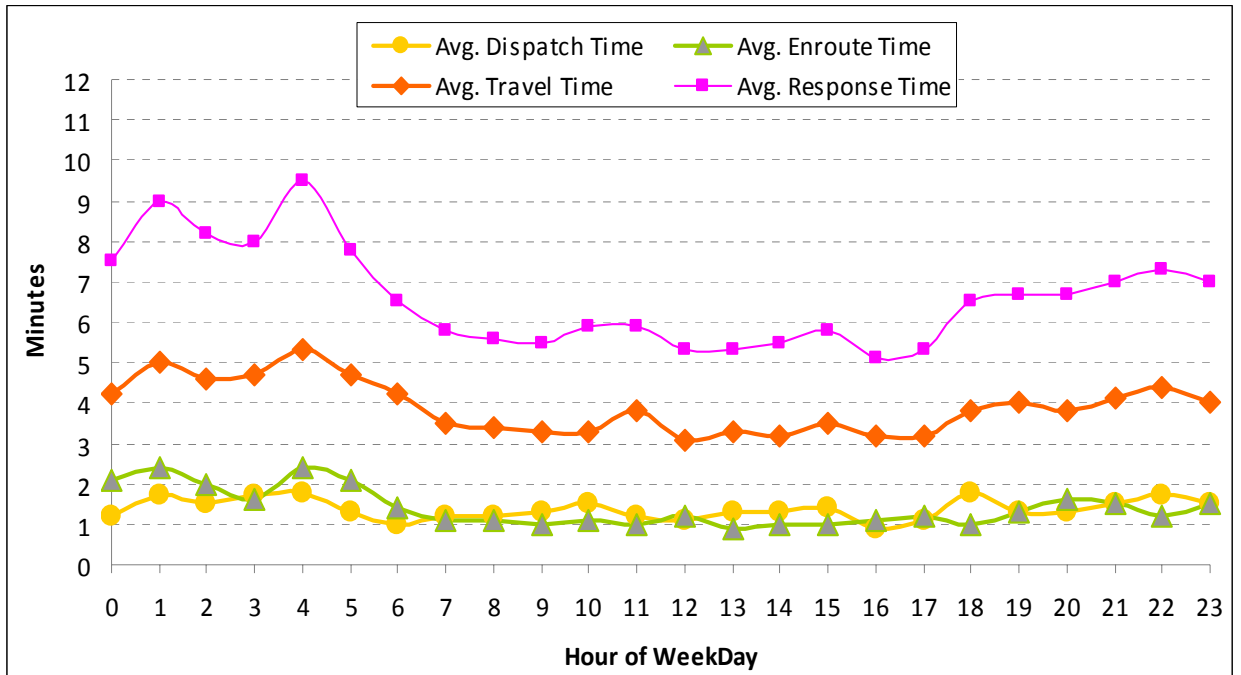
*Note: This figure includes EMS, Injury, Structure Fire and Outside Fire calls.*

Hour	Avg. Dispatch Time	Avg. Enroute Time	Avg. Travel Time	Avg. Response Time	# of Calls
0	1.3	1.8	4.0	7.0	82
1	1.5	2.1	4.6	8.1	73
2	1.4	2.0	4.2	7.6	67
3	1.6	1.9	4.9	8.2	66
4	1.8	2.2	5.1	9.0	52
5	1.3	2.2	4.8	8.1	52
6	1.2	1.3	4.5	6.7	68
7	1.3	1.3	3.9	6.4	97
8	1.4	1.1	3.5	5.9	137
9	1.4	1.0	3.4	5.8	144
10	1.6	1.0	3.5	6.0	158
11	1.2	1.1	3.7	6.0	174
12	1.2	1.2	3.3	5.5	192
13	1.4	0.9	3.4	5.5	198
14	1.5	1.1	3.3	5.9	172
15	1.4	1.1	3.6	6.0	160
16	1.0	1.2	3.4	5.5	155
17	1.2	1.2	3.4	5.7	160
18	1.8	1.1	3.7	6.5	155
19	1.3	1.3	4.1	6.7	133
20	1.3	1.6	3.9	6.8	135
21	1.4	1.6	4.1	7.1	133
22	1.5	1.4	4.3	7.2	112
23	1.4	1.6	4.0	7.0	98
	1.4	1.3	3.8	6.4	2973

Observations:

- Average response time was consistently under 7 minutes between 6AM and 6PM.
- Average response time peaked between 1AM and 6AM, at more than 7.5 minutes due to the longer recorded enroute and travel time.

**Figure and Table 18 b) Weekday Calls: Average Dispatch Time, Travel Time, and Response Time of First Arriving Units by Hour of the day for EMS, Injury, Structure Fire and Outside Fire Calls**



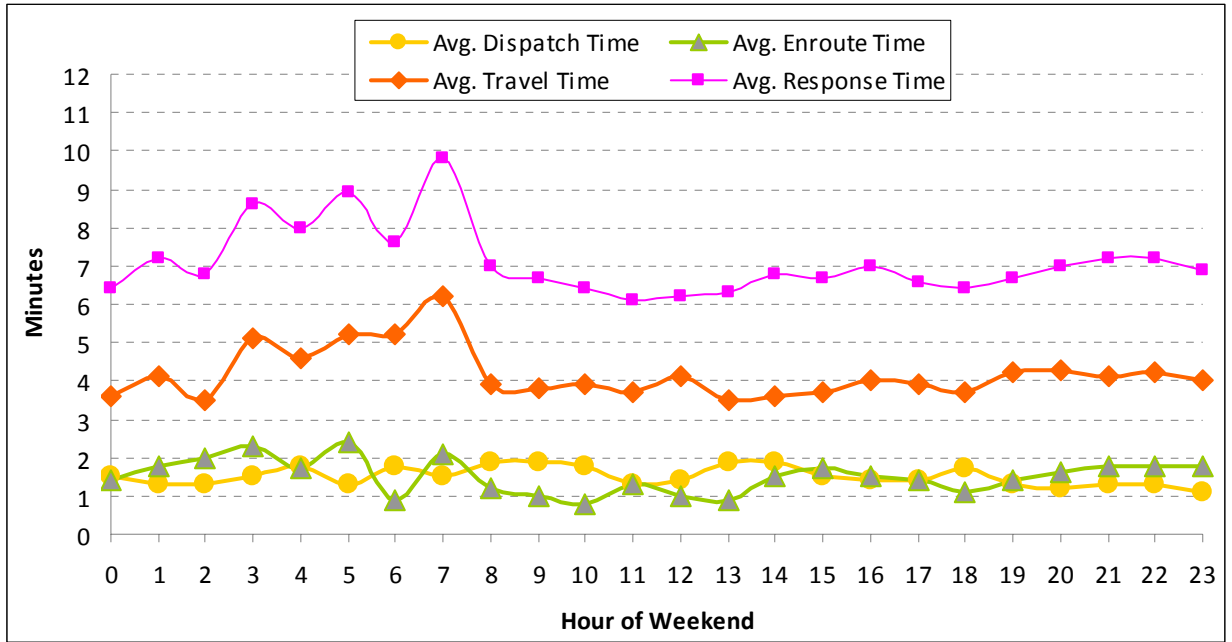


Hour	Avg. Dispatch Time	Avg. Enroute Time	Avg. Travel Time	Avg. Response Time	# of Calls
0	1.2	2.1	4.2	7.5	47
1	1.7	2.4	5.0	9.0	39
2	1.5	2.0	4.6	8.2	40
3	1.7	1.6	4.7	8.0	39
4	1.8	2.4	5.3	9.5	34
5	1.3	2.1	4.7	7.8	38
6	1.0	1.4	4.2	6.5	53
7	1.2	1.1	3.5	5.8	83
8	1.2	1.1	3.4	5.6	110
9	1.3	1.0	3.3	5.5	114
10	1.5	1.1	3.3	5.9	122
11	1.2	1.0	3.8	5.9	119
12	1.1	1.2	3.1	5.3	150
13	1.3	0.9	3.3	5.3	153
14	1.3	1.0	3.2	5.5	117
15	1.4	1.0	3.5	5.8	121
16	0.9	1.1	3.2	5.1	120
17	1.1	1.2	3.2	5.3	111
18	1.8	1.0	3.8	6.5	109
19	1.3	1.3	4.0	6.7	88
20	1.3	1.6	3.8	6.7	100
21	1.5	1.5	4.1	7.0	88
22	1.7	1.2	4.4	7.3	73
23	1.5	1.5	4.0	7.0	70
	1.3	1.3	3.7	6.2	2138

Observations:

- Average response time was consistently under 7 minutes between 6AM and 6PM.
- Average weekday response time peaked between midnight and 7AM, at more than 7.5 minutes due to the longer recorded enroute and travel time.

**Figure and Table 18 C) Weekend Calls: Average Dispatch Time, Travel Time, and Response Time of First Arriving Units by Hour of the day for EMS, Injury, Structure Fire and Outside Fire Calls**



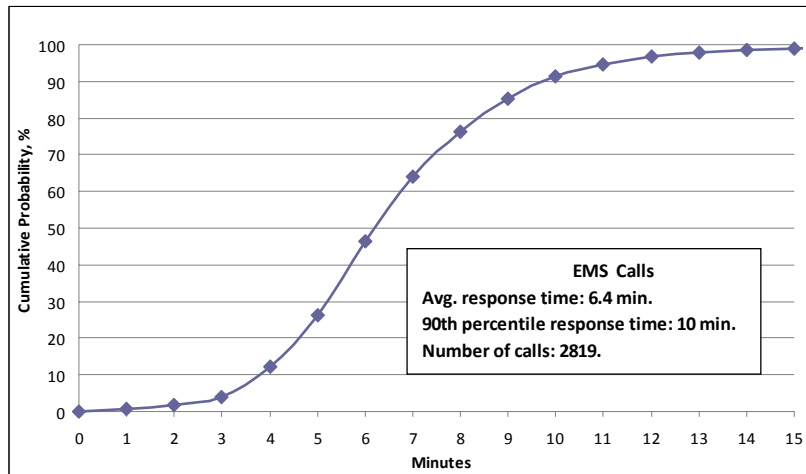
Hour	Avg. Dispatch Time	Avg. Enroute Time	Avg. Travel Time	Avg. Response Time	# of Calls
0	1.5	1.4	3.6	6.4	35
1	1.3	1.8	4.1	7.2	34
2	1.3	2.0	3.5	6.8	27
3	1.5	2.3	5.1	8.6	27
4	1.8	1.7	4.6	8.0	18
5	1.3	2.4	5.2	8.9	14
6	1.8	0.9	5.2	7.6	15
7	1.5	2.1	6.2	9.8	14
8	1.9	1.2	3.9	7.0	27
9	1.9	1.0	3.8	6.7	30
10	1.8	0.8	3.9	6.4	36
11	1.3	1.3	3.7	6.1	55
12	1.4	1.0	4.1	6.2	42
13	1.9	0.9	3.5	6.3	45
14	1.9	1.5	3.6	6.8	55
15	1.5	1.7	3.7	6.7	39
16	1.4	1.5	4.0	7.0	35
17	1.4	1.4	3.9	6.6	49
18	1.7	1.1	3.7	6.4	46
19	1.3	1.4	4.2	6.7	45
20	1.2	1.6	4.3	7.0	35
21	1.3	1.8	4.1	7.2	45
22	1.3	1.8	4.2	7.2	39
23	1.1	1.8	4.0	6.9	28
	1.5	1.5	4.0	6.9	835

Observations:

- Overall, average response time in the weekend is more than 40 seconds longer than response time in the weekday.

- Average weekday response time peaked between 3AM and 8AM, at more than 7.6 minutes due to the longer recorded travel time.

**Figure and Table 19—Cumulative Distribution Function (CDF) of Response Time of First Arriving Unit for EMS Calls**



***Reading the CDF Chart***

The vertical axis is the probability or percentage of calls. The horizontal axis is response time. For example, with regard to EMS calls, the 0.9 probability line intersects the graph at a time mark at about 9.8 minutes. This means that 90 percent of these calls were reached in less than 10 minutes.

<b>Response Time</b>	<b>Response Time Code</b>	<b>Frequency</b>	<b>Cumulative Percent</b>
<b>0 min</b>	0	0	0.0
<b>0-1 min</b>	1	21	0.8
<b>1-2 min</b>	2	28	1.8
<b>2-3 min</b>	3	56	3.9
<b>3-4 min</b>	4	224	12.1
<b>4-5 min</b>	5	386	26.3
<b>5-6 min</b>	6	545	46.3
<b>6-7 min</b>	7	486	64.1
<b>7-8 min</b>	8	328	76.2
<b>8-9 min</b>	9	243	85.1
<b>9-10 min</b>	10	172	91.4
<b>10-11 min</b>	11	91	94.7
<b>11-12 min</b>	12	59	96.9
<b>12-13 min</b>	13	30	98.0
<b>13-14 min</b>	14	13	98.5
<b>14-15 min</b>	15	11	98.9
<b>15-20 min</b>	16	25	99.8
<b>&gt;= 20 min</b>	17	5	100.0

*Note: 96 first arriving units of EMS calls are missing data needed to calculate response time*

Observations:

- The average response time for medical calls was 6.4 minutes.
- Six minutes: the response time for 46 percent of EMS calls was less than 6 minutes.

- For 90 percent of EMS calls, the response time was less than 10 minutes.

**Table 20: Average Response Time for Structure Fire and Outside Fire Calls by 1<sup>st</sup> Arriving Fire Units**

1st Arriving Fire Unit	Outside Fire		Structure Fire		Total	
	Avg. Response Time	# of Runs	Avg. Response Time	# of Runs	Avg. Response Time	# of Runs
<b>ENG1</b>	6.9	58	7.7	9	7.0	67
<b>ENG2</b>	7.9	30	7.3	6	7.8	36
<b>ENG3</b>	7.6	25	6.8	1	7.5	26
<b>ENG4</b>	7.1	8	7.9	3	7.3	11
<b>LAD1</b>	11.1	2	13.4	1	11.9	3
<b>TANK1</b>	6.8	2			6.8	2
<b>Total</b>	7.3	125	7.9	20	7.4	145

*Note: Tank 1 was not discussed in the observations.*

Observations:

- Engine 1 had the shortest response time, 6.9 minutes, for outside fire calls when they arrived first.
- Engine 1 had the shortest response time, 7.0 minutes for structure and outside fire calls combined.
- The average response time of the first arriving fire equipment for outside fire calls was 7.3 minutes.
- The average response time of the first arriving fire equipment for structure fire calls was 7.9 minutes.



**Table 21: Average Response Time of All Arriving Fire Units for Structure and Outside Fire Calls**

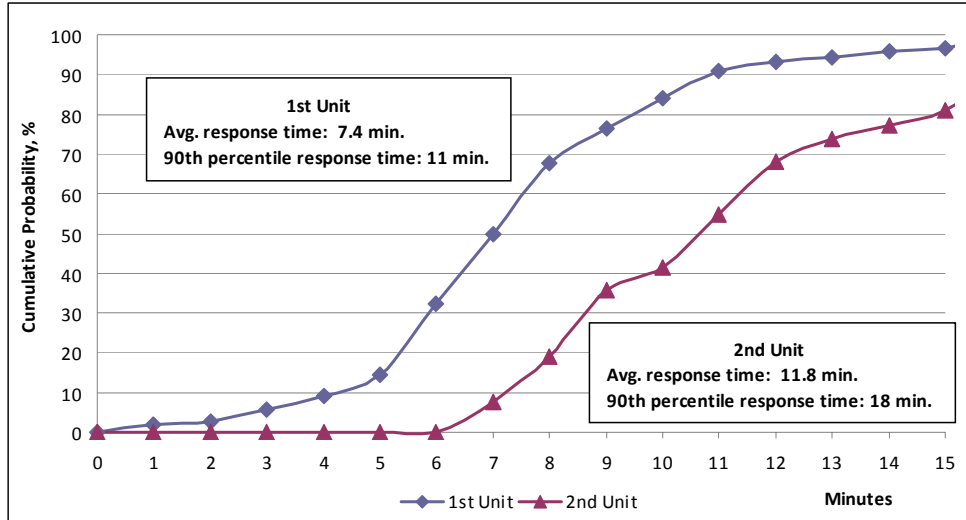
All Arriving Unit	Outside Fire		Structure Fire		Total	
	Avg. Response Time	# of Runs	Avg. Response Time	# of Runs	Avg. Response Time	# of Runs
<b>ENG1</b>	7.7	70	7.9	12	7.7	82
<b>ENG2</b>	8.3	31	8.4	10	8.3	41
<b>ENG3</b>	9.2	37	10.9	5	9.4	42
<b>ENG4</b>	7.1	9	8.9	7	7.9	16
<b>LAD1</b>	13.4	14	13.2	4	13.4	18
<b>TANK1</b>	13.0	12	16.5	1	13.3	13
<b>Total</b>	8.9	173	9.4	39	9.0	212

*Note: Dispatches without unit dispatch time or unit on scene time were not included in this table.*

**Observations:**

- For all engine companies, engine 1 had the shortest response time, 7.9 minutes, for structure fire calls and engine 4 had the shortest response time, 7.1 minutes, for outside fire calls.
- For structure fire calls, the average response time of the first arrived unit was 7.9 minutes. The overall average response time of all fire equipment sent to the same call was 9.4 minutes, 1.5 minutes more than the average for the first arriving fire unit.
- For outside fire calls, the average response time of the first arrived unit was 7.3 minutes. The overall average response time of all fire equipment sent to the same call was 8.9 minutes, 1.6 minutes more than the average of the first arriving fire unit.

**Figure and Table 22—Cumulative Distribution Function (CDF) of Response Time of First and Second Arriving Fire Equipment for Structure and Outside Fire Calls**



Response Time	Response Time Code	1st Unit		2nd Unit	
		Frequency	Cumulative Percent	Frequency	Cumulative Percent
0 min	0	0	0.0	0	0.0
0-1 min	1	3	2.1	0	0.0
1-2 min	2	1	2.8	0	0.0
2-3 min	3	4	5.5	0	0.0
3-4 min	4	5	9.0	0	0.0
4-5 min	5	8	14.5	0	0.0
5-6 min	6	26	32.4	0	0.0
6-7 min	7	25	49.7	4	7.5
7-8 min	8	26	67.6	6	18.9
8-9 min	9	13	76.6	9	35.8
9-10 min	10	11	84.1	3	41.5
10-11 min	11	10	91.0	7	54.7
11-12 min	12	3	93.1	7	67.9
12-13 min	13	2	94.5	3	73.6
13-14 min	14	2	95.9	2	77.4
14-15 min	15	1	96.6	2	81.1
15-20 min	16	4	99.3	5	90.6
>= 20 min	17	1	100.0	5	100.0

Observations:

- The average response time of first arriving fire units for structure and outside fire calls was 7.4 minutes.
- Six minutes or less: 32 percent of the time, the first fire unit arrived on scene.
- For 90 percent of the time, the first fire unit arrived within 11 minutes.
- The response time pattern of the 2<sup>nd</sup> arriving unit on average was 4.4 minutes longer than the 1<sup>st</sup> arriving unit.

## Appendix I: Correspondence between Call Description and Call Type

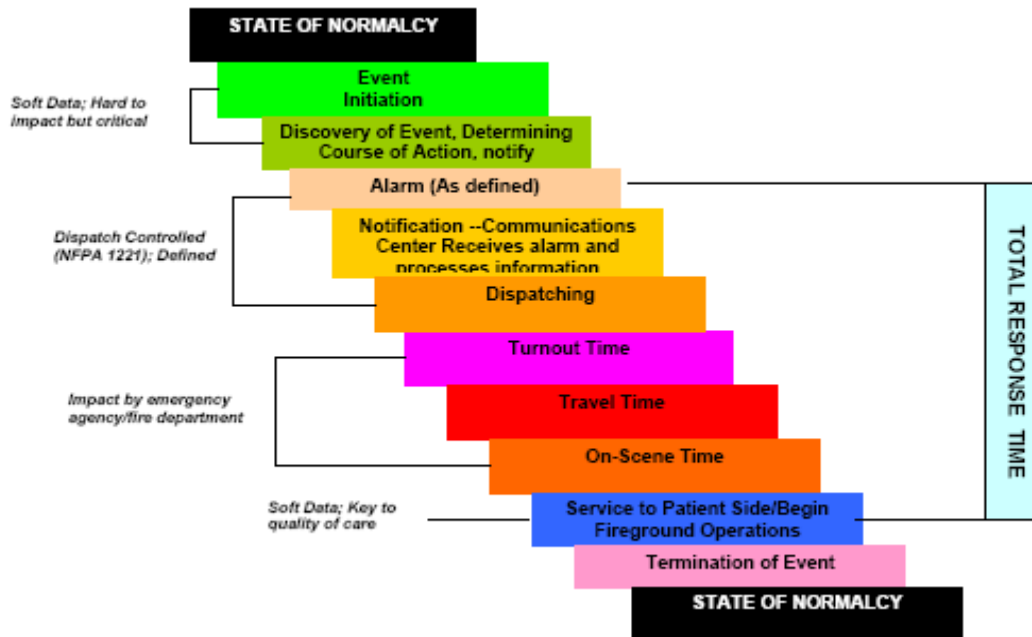
Call Description	Call Type	Number of calls
FIRE ATTEMPT SUICIDE	EMS	18
FIRE DROWNING	EMS	2
FIRE HOSPICE DEATH	EMS	2
FIRE MEDICAL EMERGEN	EMS	2669
FIRE SUICIDE	EMS	6
FIRE PERSONAL INJURY	Injury	223
FIRE STRUCTURE FIRE	Structure Fire	20
"FIRE STRUCTURE, VEHI"	Outside Fire	4
FIRE CONFINED SPACE	Outside Fire	11
FIRE GRASS FIRE	Outside Fire	5
FIRE UNKNOWN FIRE	Outside Fire	86
FIRE VEHICLE FIRE	Outside Fire	37
FIRE CO INVESTIGATIO	CO/Odor/Smoke	37
FIRE ODOR INVESTIGAT	CO/Odor/Smoke	62
FIRE SMOKE INVESTIGA	CO/Odor/Smoke	20
FIRE BOMB THREAT	Hazard	1
FIRE GAS LEAK	Hazard	19
FIRE HAZARDOUS MATER	Hazard	3
FIRE WIRES DOWN/ARCI	Hazard	86
FIRE SMOKE DETECTOR/	Alarm	14
MULTI FAMILY/BUSINES	Alarm	133
SINGLE FAMILY ALARM	Alarm	226
FIRE ACCIDENT UNKNOW	Service	3
FIRE ASSIST CITIZEN	Service	141
FIRE BURNING COMPLAI	Service	30
FIRE ELEVATOR EMERGE	Service	3
FIRE LIFT ASSIST	Service	159
FIRE MISCELLANEOUS C	Service	84
FIRE MUTAL AID	Service	1
FIRE PUBLIC RELATION	Service	66
FIRE WASH DOWN	Service	39
FIRE WATER RESCUE	Service	1

**Appendix II: Runs and Workloads Analysis for Non Primary Units**

Unit ID	EMS		Fire		Total		
	# of Runs	Total Busy Hours	# of Runs	Total Busy Hours	# of Runs	Total Busy Hours	Avg Busy Min. / Day
500			2	2.3	2	2.3	0.4
505			5	11.4	5	11.4	1.9
506			1	2.3	1	2.3	0.4
508	2	0.8	32	29.4	34	30.2	5.0
509	1	8.0	7	5.3	8	13.2	2.2
518			1	0.0	1	0.0	0.0
519	268	80.2	310	137.6	578	217.8	35.8
529	1	0.7	6	10.6	7	11.3	1.9
TAC3			11	23.8	11	23.8	3.9
U1			9	28.9	9	28.9	4.8
U2	2	5.3	6	21.2	8	26.5	4.4
U3			4	5.7	4	5.7	0.9
U4			7	20.1	7	20.1	3.3
Total	274	95.0	401	298.4	675	393.4	64.7

## V. Comments, Observations, and Recommendations

### A. Communications



***Communication Matrix –Critical time events that occur in emergency events and standards which should be reviewed using performance measurement analysis.***

Time is a critical element when looking to achieve successful outcomes in fire and EMS services. The National Fire Protection Association (NFPA) has created two standards that look at the key time elements: NFPA 1221 and NFPA 1710. For the first two components of time in an incident response – event initiation and discovery of the event/notification – there is little that an agency can do except to prevent or mitigate.

Fires rapidly increase in size from the point of ignition but normally are not spotted unless an alarm system is in place or the fire displays

itself to bystanders on the street. When fire is visibly seen, it normally has reached a point called “flashover” meaning all of the contents in the room of origin are on fire and the fire is likely spreading to additional parts of the structure.

For EMS, it is critical that bystanders and citizens be trained in first aid and CPR so that responders receive a viable patient that can be worked and transported to trauma centers.

Other elements that can be measured and be improved occur in succession beginning with notification. Departments regularly evaluate their baseline performance – the level of service that is currently being delivered – against national benchmarks – what other departments provide. Comparison can also be made to recommendations contained in national standards.

National benchmarks indicate that a call should be received, processed, and dispatched within 1 minute (along with 15 to 30 seconds for the phone to ring). Novi information suggests that most times of the day are within this benchmark range. It will be critical to monitor performance and reduce that time if possible.

Once the call is processed, the responder is notified and turnout time benchmarks, nationally, indicate response should be underway within 1 minute to 1:30. Night hours in Novi have longer response times than daytime hours which is a key quality improvement area. ICMA teams have regularly noted that it takes longer for turnout to occur in evening hours and studies are underway by NFPA to quantify how

much longer is needed. It has been commonly presented that longer turnout times are mitigated because travel time is less due to lighter traffic conditions. This is not accurate in the Novi data analysis.

The challenge is to allow responders to arrive on the scene and begin treatment for EMS calls within 4 minutes (transport vehicles within 8 minutes). For fire calls, the first unit should also arrive within 4 minutes and the full planned deployment within 8 minutes.

### ***Recommendation***

Performance Measures should be established and regularly reviewed (weekly) as part of the COMPSTAT process. The performance measures should establish 15 seconds to answer the phone 95% of the time and 30 seconds 99 percent of the time; 1 minute to process the information and alert responders 95% of the time; 1:30 seconds for responders to assemble, don protective equipment and safety belts with tires rolling 90% of the time.

### **B. Administration**

An administrative process is in place and rules, regulations, policies and procedures have been created for the department. A team-building and educational program should be created to familiarize all employees with the documents. Employees should be required to sign that they have been provided the documents, have read the documents, and understand all that is contained therein.



All employees should be held to the same standard. For future work, employee teams should be created to formulate policies, procedures, rules and regulations with a stakeholder group drawn from all parts of the organization. This should assist the chief and administration by establishing ownership and also allow for effective communication throughout the organization.

### ***Recommendation***

Review, amend, and communicate the rules, regulations, policies, and procedures to all members of the organization.

### **Shift schedules**

The NFD works a 12 hour schedule with career personnel staffing the 6 a.m. to 6 p.m. shift and paid-on-call staffing the 6 p.m. to 6 a.m. shift. Paid, career captains staff Station 4 during the POC time period and respond to significant calls to initiate incident command and direct the events.

A proposal to move towards 24 hour schedules was made by career employees in 2008 but was not adopted by the city. While the 24 hour schedule would have allowed for career staffing across a 24 hour period and provided for a mix of the two units, there are issues inherently found in a 24 hour work schedule. For that reason, a 12 hour shift is recommended with mixed staffing and mixed days of the week.

When looking at the workload of NFD, the peak hours for calls are from 8 a.m. in the morning until 8 p.m. in the evening. From 8 p.m.

to 8 a.m., calls drop off significantly with midnight to 8 a.m. the slowest period.

The problem with 24 hour staffing is aligning staffing with work volume. Staff is designed to handle the peak work load volumes; when those volumes drop off during evening hours, the staffing does not drop; it remains constant. In other words, NFD would pay for work hours that are not needed. One could argue that this is a function of 24 hour shifts – the shift schedule assumes that there will be sleep time. However, even assuming sleep, the 24 hour shift provides for more people sleeping that would be necessary to handle calls that are received during those hours.

The better approach to staffing is the 12 hour work shift which ideally fits the NFD call volume. Using the 12 hour work shift, the department can staff heavier during the 7 a.m. to 7 p.m. peak hours and close a station and eliminate medical units during the 7 p.m. to 7 a.m. Such a scheduling approach does require additional management of resources, aligning the resources with peak times along with time during the year.

Other advantages of the 12 hour shifts:

1. During periods that would normally be sleep time, maintenance on trucks and equipment can occur as well as training. Moving the maintenance from the busy daylight shifts of 8 a.m. to 8 p.m. means that the day shifts can be freed to respond to emergency calls and not have to stop maintenance tasks.
2. Station work and other maintenance can occur on evenings and during night hours versus daytime.

3. Work load and staffing can be aligned to provide usage of hours that are being paid and that are not productive; something that industry and the private sector have used for years.
4. During peak demands of the year, the 12 hour shift assures that staff will have rest time. Working 24 hour shift during peak call periods leads to sleep deprivation and interruption that is extremely unhealthy. Studies funded through the Assistance to Firefighter's Act Grant have repeatedly shown that the 24 hour shift is not the healthiest in busy departments or in departments that have work spread across the 24 hour period. The sleep interruption and deprivation does not end when the work shift ends; it has been found that the human body takes several days to adjust and acclimate to sleep periods and with the 24 hour shift, about the time that the body acclimates, the person returns to work duty.
5. Other work can be better completed with less interruption during the evening hours: the recommendation to use staff for GIS mapping, inspection and flow of fire hydrants, inspection of large occupancies such as night clubs for fire code violations (to avoid something like "The Station" fire in Rhode Island), mobile patrols during special events, updates on licenses and testing, and other administrative tasks.
6. Company inspections can take place during off-peak hours in lieu of sleep time. These company inspections may include public meeting areas, restaurants, sporting venues, and other areas. The appearance of fire staff can be utilized like community policing officers in the law enforcement area both for resources as well as performing official functions. Mall areas are particularly suited to inspection in later hours when customers have gone home and only maintenance staffs are present.

7. Home and other private residence inspections can take place in evening hours more easily than during peak call times. A goal of all departments should be inspection of all structures both for educational efforts of staff as well as to remove hazards before a call for service is needed. In private properties, trip and fall hazards along with other EMS related liabilities should be targeted for mitigation with an eye towards preventing calls for service in the future.
8. If an employee calls in sick, holiday, or vacation time, the 12 hour shift allows flexibility of either relocating existing resources or filling with overtime but at 12 hours instead of 24 hours. When operating at minimum manning and with minimum staffing, overtime can easily mushroom into non sustainable levels.

A minimum manning of two persons in Station 4; three in Station 2; and six in Station 1 should be targeted along with a captain on each shift. The training staff should be expanded to allow for training on each of the three platoons – night and day – and avoid overtime. It will also speed up the process of bringing new fire personnel on the road as well as ensuring competency is retained.

A proposed schedule is attached in the Appendix.

### ***Recommendation***

The ICMA team recommends expanding the 12 hour schedule and provide career employees on all shifts while filling other positions with POC positions. It is anticipated that Station 3 would not be staffed.

## **Dispatching during weather events and medical calls**

In a review of calls for service involving weather-related incidents such as storms, power outages, and high winds, we found that police department resources were stretched very thin during these events. It was related to the ICMA team that it is thought the fire department units should play more of an active role in assisting the police department during these events. For instance, even though the police department is still expected to respond to typical police-related calls (crimes, arrests, burglary alarms, and accidents) during these events, police are also expected to protect and cordon off natural disaster scenes. Police officers should not have to man barricades and perform other functions during these situations. Lines down often lead to fires and it is a better policy to have fire units stationed in these locations.

Likewise, calls for medical assistance are often dealt with by the police department which has a policy of physically attending every call for service received. Dispatch protocols should be established that alert responders in the fire department to calls that are medically related such as prescription issues, illness and other similar events.

### ***Recommendation***

The city, police, and fire administrations should develop a collective plan whereby fire personnel will be more proactive when incidents of natural disaster occur in the community as well as everyday calls for assistance.

### **C. Strategic Planning**

The Novi Fire Department, like most departments, needs to create a citizen-driven, department-adopted strategic plan. The process should begin with a Strength-Weakness-Opportunity-Threat (SWOT) analysis and create a mission with desired outputs that the public and elected officials would like to see from the fire/EMS. This process should lead to the adoption of a strategic plan for the fire department with accompanying goals and objectives that are assigned across all levels of the department. Regular report cards can be prepared to assess how the goals, objectives and strategies are progressing.

The strategy can also be used in combination with a comprehensive risk assessment of all properties in the City to create or affirm deployment models. If calls for service begin to come from areas with response times outside of those adopted, resources can be deployed mobile. When sufficient volumes of calls are received in an area, it would serve as the trigger for locating fixed bases in the future.

#### ***Recommendation***

We recommend that the NFD conduct a citizen-involved strategic planning exercise along with comprehensive risk assessment for deployment of resources.

### **D. Hiring, recruiting, diversity**

It was noted to the ICMA team that the NFD has expended as much as \$10,000 recruiting, training, equipping, and getting candidates through the probationary period – both for potential POC staff as well as full-time career members. The issues with POC appear to be the

opportunities which exist in nearby communities to utilize training that has been received and receive compensation. For full-time career members, a number left to work at traditional 24 hour departments nearby.

One way to eliminate this turnover is to establish minimum hiring qualifications. One concept would be to hire only persons who have completed the FF I and II training. A second idea would be to reimburse persons who complete the training once it has been completed and they have finished the probationary period with the department. The third option would be to continue to pay for persons to attend the training but add a caveat that would forgive a portion of the cost for each three months they serve the City of Novi.

Instead of paying the hours for attendees at the training, the NFD could pay for the training but reimburse the hours only after successful completion and joining the department. With the unemployment rate increasing, there is the likelihood more people will take advantage of the training and then choose to relocate not just to other nearby cities, but potentially out of state and seek full time careers.

In addition to establishing the training guidelines, defined probationary periods must be established and personnel moved through the process. The existing program has burdened the training staff with unrealistic expectations of teaching, training, and attempting to certify new hires. The work of certifying should be conducted by shift staff with a report card process created to thoroughly evaluate employees before they complete a defined probationary period.

The NFD should also review demographic data to determine trends and attempt to recruit candidates from various backgrounds. When providing EMS services, communication is critical and having the ability to use staff resources on calls for service may affect the outcome at events. By using demographic studies, the department can also target populations with specific education and recruitment concepts.

A community that used this process extensively was the City of Charlottesville, VA which merged demographic data with GIS information to identify the best uses of marketing resources.

### ***Recommendation***

The hiring and recruiting package should be reviewed and updated with candidates receiving payment after completing educational requirements and activating department membership. The department should also target populations to ensure demographic representation on the department.

### **E. Marketing**

The ICMA team noted that in several interviews the comment was made that people, including elected officials, did not always know how the NFD operated.

Marketing is important to the successful outcome of NFD efforts. Smoke detector installation, battery changes in detectors, importance



of sprinklers, removal of trip/fall hazards, planning escapes – all of these programs are common to the fire service but require promotion and marketing.

Likewise, the public is likely to not support change or improvements if they are not familiar with the operations of the department. The NFD has many talented individuals and a marketing plan/program should be designed to carry fire prevention messages year-round and not just isolate them to fire prevention week.

Often messages must be repeated and the NFD should create messages that can be run in various mediums throughout the community. The messages will not only mitigate or prevent calls for service, they can be useful for educating the public on what the department does and how it operates.

A yearly recognition program should be conducted, ideally with Novi PD as a demonstration of integrated public safety services for the City of Novi, for all members of the organization with awards presented for accomplishments during the prior year. The City Council should be invited to attend a program similar to “Fire Ops” that was developed by the International Association of Firefighters.

### ***Recommendation***

A marketing plan should be developed to support the strategic plan of the department as well as accomplishing the goals and objectives established for the organization. The marketing plan should include

internal marketing by promoting employee accomplishments as well as marketing to the citizens and businesses of Novi.

Examples might be to feature training programs given to local businesses which may spur other requests and generate additional revenue for the City. An example is in the area of confined space: many businesses would rather contract with the City and pay for the service versus creating their own staff with the associated liability.

## **F. Communications Equipment**

The department has three different manufacturers of its portable radios and lacks the software programs to fully utilize existing Mobile Data devices as well as laptop computers.

A technology team should be created and look at the interoperability of all of the communication devices within the department, particularly since it is looking at moving towards the 800 MHz spectrum through the county.

Radios should be uniform and include alert tones in case an employee is injured and cannot talk. Having similar operating features minimizes the potential for mistakes during emergency situations.

The department calls and utilizes paging devices to call back personnel; it is recommended that a uniform paging device be adopted and utilize by the department as part of the communication review.

The utilization of software and laptops can assist in inspections by prompting staff to look at various locations. The information can be stored and converted to electronic records capable of being attached to dispatch messages for responders leaving the station. Hazards, special circumstances or conditions, immobile occupants, and other important information can be recorded and integrated in the CAD system. The laptops can also aid by speeding up information for billing and automate the transfers rather than manually inputting such information upon return to the station.

### ***Recommendation***

A technology task force should review the various technological components of the department with the results integrated into a 5 to 10 year improvement program that can also be used to apply for federal and state dollars.

### **G. Review Fees for Service**

The fire marshal prepared a detailed analysis of options that could generate additional revenue for the NFD and his actions are particularly noteworthy.

A fee for sprinkler inspections as well as re-inspection on a yearly basis should be established. Most communities charge for this service or contract the work out with owners/builders paying for the cost as an addition to basic permits. The NFD offers a valuable service and should be compensated for the time spent.

Site plan reviews should include the fire department. Using the COMPSTAT model, the fire marshal and trained members of the department (in his/her absence) should be regularly meeting with building officials to assist in moving permits forward. The time spent should be charged as part of the permitting fee. The fire marshal recommended a \$250 charge for the fire department review; that is the equivalent of what a professional engineering firm would charge for an hour's worth of work and is certainly within reason.

The department and City should review their response ordinances for accidents and assistance on the highways. As traffic increases, the likelihood of accidents is also likely to increase. Most auto insurance policies contain a provision for paying for emergency response; the City should take advantage of this pre-paid cost and thus save taxpayers money. Without collecting this fee that is charged regardless of use, the cost is transferred to property taxes for support of the department as well as operation of equipment and compensation of employees.

With training and added inspections, cost recovery should be provided for violations of building codes and re-inspection costs. The International Property Maintenance Code through the International Code Council (ICC) should be adopted and fire department personnel trained on utilizing the code to minimize blight in the community.

***Recommendation***

Review the cost recovery ordinances for the City and make changes as required to collect already paid investments to alleviate additional charges to the taxpayer by way of property tax support of NFD.

## **H. Outcomes versus Outputs**

NFD is delivering many good services to its citizens. During our site visits, staff was willing to undertake the comprehensive review. It has a younger staff who demonstrated a desire to train and improve.

The challenge that is facing the department, and ultimately the city, is changing from a reactive, output-focused department to one that looks at outcomes.

Central to becoming an outcome-focused department is to develop a comprehensive mission, vision, and value that focuses on key service delivery. The elected body and the citizens must agree with stated service delivery goals.

The next step is to create performance measures for goals that achieve the adopted strategies. The performance measures should evaluate outcomes. Instead of saying the department responded to ten cardiac arrests last year, the question should be answered, "What was the outcome of those interventions?" If the strategy is to successfully treat and transport viable patients who recover from sudden cardiac onset, performance measures must be in place to determine if that is being achieved. HIPPA and other rules complicate the quality improvement and performance measuring aspects of departments, but they are not total roadblocks.

Similarly, if the strategy is to develop Novi as a fire preventive community, then all aspects of achieving that strategy need to be aligned and functioning.

The entire department, not only the commanders of the various units, should focus on outcomes. A significant number of hours are being paid by the city for work by various employees in the department. Not all of these hours are being used, and there is substantial talent within the ranks to deliver improved levels. If all personnel are involved, the workload can be more appropriately assigned and not overwhelm the few that are currently trying to handle the functions. The challenge for the command then becomes managing and coordinating these efforts, not conducting the efforts themselves.

## I. Organization

### Novi Fire Department Proposed 12-Hour Schedule

Week	Team	Sun	Mon	Tue	Wed	Thu	Fri	Sat
1	Day	A	B	B	A	A	B	B
	Night	C	D	D	C	C	D	D
2	Day	B	A	A	B	B	A	A
	Night	D	C	C	D	D	C	C
3	Day	A	B	B	A	A	B	B
	Night	C	D	D	C	C	D	D
4	Day	B	A	A	B	B	A	A
	Night	D	C	C	D	D	C	C

*Not: The schedule repeats every 4 weeks.*

**Purple Shift:** Squad A. For the purple shift, 6 full-time, career staff would be assigned along with 6 POC. Four career would staff

Station 1; one at Station 2; one at Station 4. POC would contribute two at Station 1, two at Station 2 and two at station 4.

**Orange Shift:** Squad B. For the orange shift, 6 full-time, career staff would be assigned along with 6 POC. Four career would staff Station 1; one at Station 2; one at Station 4. POC would contribute two at Station 1, two at Station 2 and two at station 4.

**Green Shift:** Squad C. For the green shift, 4 full-time, career staff would be assigned along with four POC. Four career would staff Station 1. POC would contribute two at Station 2 and two at station 4. The POC would be partial sleep shifts.

**Blue Shift:** Squad D. For the blue shift, 4 full-time, career staff would be assigned along with four POC. Four career would staff Station 1. POC would contribute two at Station 2 and two at station 4.

### **Observations**

- Each team gets Friday, Saturday, and Sunday off every other week.
- Teams work 36 hours one week and 48 hours the following week, averaging 42 hours per week. This is within Fair Labor Standards Act requirements, and the extra hours can be paid at straight time.
- These extra 2 hours per week contribute the equivalent of one additional officer for every 20 officers.
- Officers tend to like this shift because of the weekends off and the additional pay. Even if the additional 2 hours are paid at overtime rates, it is cheaper than hiring additional personnel.

## **Deployment of Personnel, Additional**

For all shift models:

1. Each platoon or squad would also have a captain assigned for supervisory purposes. The captain would ensure that orders from the deputy chiefs are communicated and followed, reporting back to the deputy chief on progress made.
2. Administration would work the day shift/40-hour week or could also be moved to the 12 hour schedule for additional command on shifts.

## **J. Methodology for future fire station locations**

All station locations should be made through the evaluation of risks. Utilizing the outdated concepts of Standard of Response Coverage that is traditionally used by the U.S. Fire Service will focus the efforts of the NFD on performance measures centered around failure: buildings lost, property lost or damaged, injuries, and fatalities.

As mentioned earlier in this document, the concept of "Standard of Response Coverage" came from the United Kingdom which began developing the idea in 1936 with the work of the Riverdale Committee that focused on surviving the onslaught that was seen coming from a German attack. Resources were to be deployed to survive the initial attack and minimize losses from ensuing fires.

The work of the Riverdale Committee was revised several times with the last release in 1985. It was about that time the concept was introduced in the United States and it has been slow to catch



on. However, the United Kingdom moved far ahead of this one-dimensional approach to deploying resources using tactical processes such as time, equipment and numbers of people. The UK advanced towards an “outcome” based approach that focused on prevention, mitigation, and elimination of risk so as to not have to respond in the first place. It found that deploying using the old model resulted in the same outcomes year after year with the same or approximately the same losses. By utilizing the new approach and utilizing resources strategically, the outcome was a safer community both for citizens as well as responders.

It is this methodology that the ICMA embraces and encourages Novi to integrate into its developing system.

By forcing the agency to focus on outcomes versus outputs, a number of questions will have to be asked before locating stations or resources in the future:

1. What are the calls for service? If there are no calls, there is no need to locate stations. The former scenario was developed around the theme, “if we build it, they will come,” meaning if we build a fire station, there will be calls for service that will be received. By focusing on prevention and mitigation, there should be fewer calls and the need for stations can be deferred or eliminated. If calls for service are medical related, then the deployed resources should be medical; it does not make sense to deploy heavy rescue if all calls for service in a developing part of the community are medical related.

2. Calls for service – both the need for response as well as time – should be tracked in a performance measurement basis. It is likely that calls for service will be received during a 12 hour period and even more likely during the day. This is nothing ground breaking or just found in Novi; it is the norm across the United States and even in other countries. The 12 hour shift, therefore, makes far more sense because more staff can be engaged during the busy parts of the day; less staff can be deployed during the slower call hours. In both cases, the need for sleep or down time is eliminated and the maximum use of hours being paid can be achieved.

The question often arises, “What do you do for a second shift?” A number of functions can be performed including the transfer of maintenance to that slower shift; inspections of larger occupancies such as shopping malls and industries; inspections of properties where the owner is awake during these hours or the business is concentrated such as nightclubs and bars; assistance in data analysis, GIS, and performance measurement not just for the fire division but also other city services; and training.

The use of the 12 hour shift also decreases the need for expansive stations as well as sleeping quarters and instead focuses on achieving work throughout the hours paid.

3. What risks have developed in the area? By reviewing risks on a regular basis, the right resources can be deployed at the right time. If an area has no population density and no risks, a station should not be built. When density or development does occur, can alternatives to deploying people be achieved through other

means (sprinklers, alarm systems, suppression devices, building construction)? By encouraging the use of other mechanisms other than people, the community can save considerable amounts of capital dollars in future years. One thing that should always be the focus: adding a human resource (one firefighter) is not just a \$75,000 expense. Rather, it is a \$75,000 expense every year for the rest of the history of the station which can equate to millions of dollars (just the career of one firefighter easily moves it into the \$2 million range). What can be achieved to alleviate the expense of \$2 million every 25 years (and one person is never deployed – it requires at least four)?

4. Land should be required as a set aside whenever a section of the city is developed; a station should never be automatic. After the area is developed, a continuing analysis should be conducted to determine when calls for service justify the expense of the station. Alternatives should always first be reviewed such as deployment of mobile resources instead of fixed base. Private ambulance companies have utilized mobile deployment based upon predictive models for calls for service for many years. The United Kingdom has expanded the approach to the deployment of fire apparatus and response and enjoys a 95% success rate (which is greater than even proposed standards in the United States).
5. The use of Geographic Information System technology and staged deployment should be utilized when locating stations or personnel resources.

Geographic Information Systems can be used to develop a grid of the community and ideally locate stations to achieve minimum response times. As areas develop, particularly road systems, planners should evaluate access so as to prevent the necessity of building additional stations to maintain minimum response times. In particular, gated communities, roundabouts and other traffic calming strategies often impact the response times of emergency units and alternatives for routing responders should be incorporated in planning reviews. One community found that by installing secondary emergency "gates" at the rear of gated communities, several fire stations could be eliminated and response time improved.

6. Staged deployment should be recognized in future response protocols.

The fire service became actively involved in delivery of EMS following studies in the 1960's by the U.S. Department of Transportation to improve the safety of roads.

The concept of ambulance protection is based on deployment of resources in two stages to achieve positive outcomes.

Unfortunately, most agencies fail to evaluate outcomes through establishment of performance measures because they fail to ask one key question of the trauma center: "What happened to the patient?" The excuse commonly used is that health rules prevent this information exchanges; this is simply not the case.

The staged deployment recognizes that the first unit will be deployed and reach the patient within 4 minutes. This does not

have to be a paramedic unit; rather, the paramedic unit must arrive within 8 minutes.

For either unit to have success, research in King County, Washington and similar areas with high success outcomes in cardiac defibrillation as well as trauma have shown that intervention needs to occur immediately. Therefore, the public needs to be educated in how and what to respond when an EMS emergency occurs. Defibrillators must be located on GIS maps and available to dispatchers for relay to callers. When such intervention occurs, a viable patient is usually delivered to responders.

Recognizing this staged development, all stations do not have to have transport units. All engine companies do not have to have paramedics. Rather, first responders should arrive within 4 minutes to continue or begin intervention; transport units with paramedics must arrive within 8 minutes. Having paramedics on engine companies is offering a service even higher than envisioned by national standard making groups. The danger is that there will not be sufficient call volumes to keep competencies in all of the interventions necessary by a paramedic such as intubation, IV, and similar procedures. Studies by the AMA have found that even some hospitals are not seeing sufficient patient loads to keep emergency room staff competent on providing these invasive processes with successful outcomes.

By utilizing mobile deployment, rapid response vehicles can be staged in developing areas to meet the 8 minute responses and

avoid duplication in fixed based stations. Less staffing can also be used.

For fire situations, the same staging is envisioned with first-due or arriving units getting to the scene within 4 minutes; the second and full alarm assignment arriving within 8 minutes.

The key to fire deployment is to arrest the fire while it is closest to the insipient stage as possible. By installing and encouraging sprinklers, the first due units can concentrate on minimizing damage and eliminating any extension of fire spread versus trying to locate the origin, clear occupancies, and perform the myriad of other actions necessary in an engulfed structure. Additional time can also be allowed for responding along with lesser amounts of staff. Responders are also safer because fire is contained in a smaller stage.

## **K. Proposed Table of Organization**

### *Deputy Chief's Position and Quality Control*

Often the fire service gets lost in layers of bureaucracy. Every effort should be made to create a new model of fire service delivery in Novi; one that is lean, flexible, and can quickly respond to challenges and changes.

The United States military created the concept of "Incident Command Systems" during World War II when it had to move massive amounts of equipment and personnel around the world. The flexible command structure and decentralized structure was brought into the fire service and, following September 11, 2001, expanded to all disciplines of emergency management.

The basis for Incident Command is that decisions can be made at the lowest levels without the need to request approval from the top person in the organizational chain of command. This concept builds leadership into all levels of the organization and maximizes the use of hours paid.

The strategy proposed uses a Deputy Chief to coordinate the functions throughout the fire department. The Deputy Chief of Operations will primarily focus on getting service delivery to the customer for fire along with the ancillary services such as confined space, hazmat, extrication, etc.

The second Quality Control position will focus his/her efforts on quality and safety of the organization with responsibility for EMS, training, and prevention services.

Civilians will assist in the prevention and training of citizens and be under the direct supervision of the captain who will also coordinate on-duty staff.

One significant key difference in the organizational concept will be in the use of on-duty personnel. In most traditional fire departments, on-duty personnel wait at the fire station for the call to be received; participate in some station or department training, and maintain equipment along with physical fitness.

The proposed concept is that on-duty personnel will not be in the station; they should be charged with prevention and mitigation first and response as a secondary task. By focusing the maximum efforts on prevention and mitigation, the department should begin to develop performance that recognizes success – not having incidents or calls for service – rather than evaluating on failure –

property loss, injuries, and fatalities. As the department matures, the development of some type of reward system should be studied to recognize yearly success and should not be transmitted when significant failures occur. The International Code Council has been instrumental in developing a series of performance measures for benchmarking and evaluating fire prevention and building inspection services. These should be adopted and utilized by the agency.

Goals for the on-duty personnel should be to inspect all mandated occupancies on a yearly basis (high risk, multiple family, high hazards) as well as all other structures in the fire districts of the station. One excuse will be that the staff will be away from the station; this is no different than when they attend training at the training facility but is just as important because department personnel must know what hazards and risks they are likely to encounter when responding to calls for service and every effort should be made to eliminate or minimize these risks.

In addition to inspections, on-duty personnel should be making presentations in schools, contacting and meeting with neighborhood groups, meeting with business owner associations and chambers of commerce, as well as attending other events within the primary station district areas. The same concepts that have endeared Community Policing to the public and administrators should be utilized in developing a Community Safety Officer.

If the intent is to identify a person in charge whenever the chief is not available, the use of the deputy chief title is an acceptable way to achieve the goal. A deputy chief shall be the second in command



of the department and shall have authority commensurate to the chief, but with final disposition made by the chief. A deputy chief:

- Assumes all authority of the chief, when, for any reason, the chief is absent from duty
- Coordinates the operations of all special units and personnel therein
- Develops and guides all long- and short-term planning within the department
- Reviews all disciplinary proceedings against any member of the department before final disposition by the chief
- Is receptive to all community relations programs and develops community spirit
- Controls and maintains personnel files.

As now structured, the department manages with one deputy chief and captains. The Quality Control position would report to the Deputy Chief and can be modified in the future with added responsibilities.

### ***Recommendations***

We recommend a restructuring of the department and the creation of a second quality control position using the existing fire marshal. No added staff would be necessary. The present duties of operations and administration can then be redirected to the deputy chief position with new performance measuring programs for the quality control/fire marshal to ensure that the department operates efficiently, effectively, and safely both for the responder as well as the citizen.

Each captain would be assigned to a platoon and would receive orders communicated and coordinated through the deputy chiefs. The captains would, in turn, assign the platoons work assignments to carry out the mission and goals of the department, reporting back to the deputy chief, quality control/fire marshal and chief.

Presently the chief and the deputy chief are *at will* employees. The additional quality control would be an *at will* position.

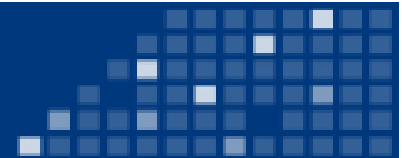
The concept will follow the Fair Labor Standards Act (FLSA) section regarding executives. The 3 positions; the quality control, deputy chief and chief, should be considered managerial executives and excluded from the bargaining unit applying the following definition:

*A person formulates policies when he develops a particular set of objectives designed to further the mission of a segment of the governmental unit and when he selects a course of action from among available alternatives. A person directs the effectuation of policy when he is charged with developing the methods, means, and extent of reaching a policy objective and thus oversees or coordinates policy implementation by line supervisors. Whether or not an employee possesses this level of authority may generally be determined by focusing on the interplay of three factors:*

- (1) The relative position of that employee in his employer's hierarchy;*
- (2) his/her functions and responsibilities; and*
- (3) The extent of discretion he exercises.*

We note that given the current staffing and deployment levels it would not be necessary to add additional personnel to accomplish this restructuring. The quality control/fire marshal position should be filled with existing personnel.

# City of Novi, Michigan





*Leaders at the Core of Better Communities*

**Final Report  
Police Operations  
Novi, Michigan**

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## **ICMA Background**

The International City/County Management Association (ICMA) is the premier local government leadership and management organization. Since 1914, ICMA's mission has been to create excellence in local governance by developing and advocating professional local government management worldwide. ICMA provides an information clearinghouse, technical assistance, training, and professional development to more than 9,000 city, town, and county experts and other individuals throughout the world.

## **ICMA Consulting Services**

The ICMA Consulting Services team helps communities solve critical problems by providing management consulting support to local governments. One of ICMA Consulting Services' areas of expertise is public safety services, which encompasses the following areas and beyond: organizational development, leadership and ethics, training, assessment of calls for service workload, staffing requirements analysis, designing standards and hiring guidelines for police and fire chief recruitment, police/fire consolidation, community-oriented policing, and city/county/regional mergers.

## Table of Contents

Executive Summary .....	4
I. Introduction .....	5
II. Overview .....	8
III. Operations Analysis .....	9
A. Patrol .....	10
B. Investigations .....	11
C. Crime Statistics and the Uniform Crime Report .....	13
D. Crime Scene Technology .....	14
E. Human Resource Management .....	14
F. Citizen Involvement .....	14
G. Communications Center .....	15
H. Equipment and Facilities.....	15
IV. Data Analysis .....	16
A. Workload Analysis .....	17
B. Deployment.....	43
C. Response Times .....	50
V. Comments, Observations, and Recommendations .....	62
A. COMPSTAT .....	62
B. Patrol .....	64
C. Civilianization .....	67
D. Technology/Records .....	68
E. Communications.....	70
F. The Commission on Accreditation for Law Enforcement Agencies (CALEA).....	71
G. Fleet Issues and Concerns .....	72
H. Proposed Table of Organization .....	74
Exhibit A. Proposed Table of Organization, Novi Police Department.....	79

## **Executive Summary**

The City of Novi Police Department (NPD) is well managed and has dedicated and well-trained personnel. The rank-and-file officers are professional, possess a wealth of experience, maintain unquestioned credentials and integrity, and have a commitment to want to help. The department provides a high level of specialized services to the citizens of and visitors to the city.

### *Administrative*

The department excels in areas such as crime scene investigations, human resources management, criminal investigations, and, in particular, citizen involvement. There has been a consistent effort to continuously improve the operations of the agency. These improvements have included leadership training for the command staff with the FBI in Quantico, Virginia.

This level of professionalism is further demonstrated in the appearance of the uniformed officers. It is clear the officers are expected to pay close attention to their appearance, and we note that this commitment to uniform presence is continued throughout the ranks, including the chief of police.

The NPD values involvement by the patrol officers in preliminary and secondary investigations. The department has in place the internal management procedures designed to increase accountability. This is clearly a department of which the city's residents and elected officials can be proud.



### *Communications Data Analysis*

The current Computer Aided Dispatch/Records Management System (CAD/RMS) has some limitations; specifically, it is incapable of capturing accurate downtime when officers are writing reports on their calls for service. This prevents police managers from monitoring agency activities accurately. It also prevents elected officials from having accurate reports on police related activities.

### *Patrol*

The ICMA team found that the overall staffing level within the Patrol Division is slightly higher than other departments that have been reviewed based on geographics, demographics and the classification of the communities. This conclusion is also supported by measuring the calls for service (CFS) versus the time spent (consumed) on each incident compared to unobligated/directed patrol, writing reports, and administrative responsibilities. The staffing level allows the officers to perform at a high level of service to the community. However, despite this staffing, response times appeared excessive during specific times of the day.

The patrol officers work 12-hour shifts, a schedule that provides for a higher level of staffing for each tour of duty. This schedule helps to reduce overtime and allows the department to deploy additional essential personnel to perform more efficiently and effectively.

## **I. Introduction**

This study of the operations and staffing of the Novi Police Department was authorized by the City of Novi, Michigan. Our work focused on the internal performance of the department and offers a detailed data analysis in Workload, Deployment, and Response Times. These three areas of analysis are almost exclusively related to patrol operations, which constitutes the majority of the department's personnel and financial commitment. However, in our operations review, the ICMA team reviewed all aspects of the police department.

Furthermore, we will address the issue of population growth and when the police department should be expanding its role in the community

In our study, we applied broadly accepted contemporary concepts and principles of organization and management. We recognize that there is no one right way to organize a police department and that every department must be structured to meet the specific needs of the community it serves. However, certain principles of organization have been proven valid over time:

- Tasks that are similar or related in purpose, processes, methods, or clientele should be grouped together in one unit under the control of one person.
- Each task should be clearly and concisely made the duty of an individual; responsibility for planning, execution, and control should be placed definitively on designated individuals.

- Each individual, unit, and situation should be under the immediate control of one, and only one, individual, thus achieving the principle of unity of command.
- Each assignment or duty should carry with it the authority necessary to fulfill the responsibility.
- Lines of demarcation between the responsibilities of units should be clearly drawn by a precise definition of the duties of each.
- Rank should increase one step at each level of the organization's structure and be consistent with the duties and responsibilities assigned to the position.
- Personnel who supervise others should hold supervisory rank.
- Qualified civilian employees should staff functions that can be performed by non-sworn personnel.
- Nontraditional or highly specialized functions should be established only if a demonstrated and ongoing need exists.

These principles, coupled with the knowledge of the community possessed by the chief and other NPD command personnel, should guide the development of an appropriate table of organization and the operational policies necessary for the direction of the department.

The NPD must be structured to perform its essential functions efficiently and effectively, within its fiscal restraints, consistent with the nature and particular needs of the community it serves. We will identify positions that should be funded to provide a recommended level of police service to the city without compromising officer safety. The timetable to implement these recommended changes is the responsibility of the city.

The ICMA team wishes to thank the officers and civilians of the Novi Police Department for their kind assistance in completing this project. In particular, we commend Chief Molloy and his administrative staff (Deputy Chief Lindberg and Lieutenants Lauria and Wuotinen) for their enthusiasm and their exceptional cooperation with the ICMA team during this study.

## **II. Overview**

We encountered a number of issues when analyzing the data supplied by the police department. We made assumptions and decisions to address these issues. We describe these issues in detail later in the Data Analysis section of this report. We will make recommendations for how to rectify these data issues. However, even with the limitations caused by these data issues, ICMA was able to develop a comprehensive analysis of police operations.

With regards to the internal functions of the agency, we had no such difficulties. The police department was able to provide the ICMA team with detailed information about all aspects of department operations and each member of the agency with whom we met was forthcoming and helpful.

We were struck particularly by the caliber of management and organization within the NPD. It is clear to us from our discussions and on-site visits that the agency has a clear sense of mission, that members of the department share this vision, and that there is a strong commitment to “best practices” and service to the community.

We believe the NPD is one of the better law enforcement agencies that we have had an opportunity to review.

Despite the high level of performance of NPD officers and management, we believe the present rank structure should be redefined and adjusted to prepare for future growth of the community. The present structure is nontraditional and problematic in that it lacks a significant command level staff/structure.

In the final section of this report, we will recommend and discuss a structure that will take the NPD in to the 21<sup>st</sup> century. We will provide a proposed table of organization and analysis in section V-H.

The proposed table of organization will not affect the level of service provided to the public; police officer safety; or citizen satisfaction with the department.

### ***Recommendations***

The ICMA team's report should act as a blueprint for both the city and police administrations. The City Administration should have periodic meetings with the NPD administration to ensure that our recommendations are implemented and followed up in a timely fashion.

## **III. Operations Analysis**

The Novi Police Department has 70 full-time sworn officers; 27 full-time civilians; 19 part time civilians; 2 Co-Ops; 8 crossing guards; and 9 cadet civilians.

Senior management staff is made up of one deputy chief and two police lieutenants, along with the chief of police. This structure puts significant responsibility and authority in the middle management of the organization. The two lieutenants have broad authority over a wide range of both line and staff functions. The ICMA study team believes that it may be necessary to reconfigure or restructure the department somewhat so that it can be divided into two distinct divisions comprised of the staff and line functions (i.e., Patrol, Investigations and Administrative/Support Functions). We will discuss this restructuring more fully at the end of this report.

#### **A. Patrol**

The patrol unit is the core of the police department and it is the most visible component. We found the patrol officers were well trained, enthusiastic, and in close touch with their assigned patrol areas. There appears to be the sense of personal responsibility for assigned patrol areas; this is a critical component of effective community policing.

One patrol lieutenant is responsible for managing the patrol function. The lieutenant also has additional staff responsibilities. There are four squads, broken into A and B units, with alternate work schedules.

The ICMA team believes the patrol division should be commanded by two lieutenants overlapping the A and B Squads. The lieutenants should work according to when calls for service dictate the highest volume of deployment. This would be a significant change. At present, one lieutenant works days and supervises the patrol day shift while other shifts are supervised after 4 PM by sergeants.

The department has the staff and the means to redeploy the supervisory personnel. If the recommendations we make are implemented, the 12-hour tour-of-duty will ensure that a patrol lieutenant will be able to observe a greater cross section of patrol function when calls for service are at their highest during the respective tours of duty. This change would also allow the police administration to flex the lieutenants' hours for coverage of special events.

## **B. Investigations**

Criminal investigators are vested with the responsibilities ordinarily associated with non-uniformed investigations and patrol activity. The investigators conduct follow-up on information gathered by the uniformed patrol force. The investigators also work closely with investigators from county, state, and federal agencies.

The normal course of action within the NPD is to assign a case to a single person as the principal investigator. While assigning more than one person to a case is not precluded by the department, assigning a case to one lead investigator is designed to place accountability for each case .

A lieutenant, assisted by one sergeant, is in command of criminal investigations. The sergeant is in charge of twelve detectives assigned to the criminal investigations: six detectives assigned to investigations, two detectives assigned to DARE/Crime Prevention, one school resource officer, two Detectives are assigned to the South Oakland Narcotics Consortium (SONIC), and one to the Drug Enforcement Administration

(DEA). Under terms of their contract, detectives work 8-hour tours-of-duty. They provide investigative coverage Monday through Friday and recalled for incidents that require their investigative expertise over the weekend. The sergeant assigned to the investigations occasionally assists with case investigations.

In 2008, the department's investigators handled 2,079 Part A Incidents, clearing 32.76 percent of the cases. According to the Michigan Incident Crime Reporting (MICR) Part A Incidents are the most serious offenses (e.g. murder, rape, robbery aggravated assault, burglary, larceny-theft and motor vehicle theft etc.).

NPD also handled 613 Part B Incidents, clearing 87.44 percent of the cases. According MICR, Part B Crimes are less serious offenses (e.g. fraud, peeping tom, family and children, liquor laws, disorderly conduct etc.)

The ICMA commends the NPD for their outstanding work effort in maintaining an excellent clearance rate. The national average clearance rate was recently published to be somewhere around 19%.

The crime scene investigators were also responsible for automatic fingerprint identification system (AFIS) and DNA hits involving criminal cases. The ICMA team commends the rank and file of the NPD for their forensic efforts in controlling crime.

In reviewing other police departments' benchmarks, we found that the NPD detectives were exceptional in the handling of the case workload, following up on each and every incident by contacting every victim.



Traditionally, the number of investigators assigned to investigations is about 10 to 12 percent of the patrol function; however, this number is arbitrary and not linked to practical data. The NPD patrol function presently consists of 42 officers. (Source: "What Every Chief Executive Should Know: Using Data to Measure Police Performance," by Jon M. Shane.)

The ICMA team found the criminal investigation function to be particularly goal-oriented, with a focus on long-range planning. This focus helps the department in fully understanding the investigative workload.

### **Recommendations**

The police administration should periodically (at a minimum monthly) review the detective's caseload to ensure that sufficient investigative personnel are assigned to the criminal investigation function. This will allow detectives to be assigned to investigate trends that may be occurring in the city such as car break-ins, robberies, larcenies, etc. and to adjust the caseload assigned to each investigator. The ICMA team noted that some trends of crime incidents were occurring but targeted intervention had not taken place. The department should also consider having detectives work on weekends because criminals and crime does not occur only during weekdays and, to be effective, detective units must interact with patrol officers.

### **C. Crime Statistics and the Uniform Crime Report (UCR)**

The police administration conducts daily administrative staff meetings with the chief and deputy chief to review vital information regarding

the UCR, CFS, traffic citations, crime rates, and clearances. These reviews must take place among a broader representation of the department's members.

### ***Recommendation***

We suggest the police administration explore the feasibility of implementing COMPSTAT meetings and involve in these meetings a broader cross section of department personnel. COMPSTAT is an acronym for Computer Statistics or Comparative Statistics. COMPSTAT is an organizational management tool that can be used to monitor and combat crime, particularly with the realignment and deployment of personnel. The program allows for a cross section of the department to provide input on issues and concerns and direct accountability surrounding the community (such as quality of life issues and concerns, crimes, and public relation and community services)

### **D. Crime Scene Technology**

The ICMA team was particularly impressed with the quality of the crime scene investigators (CSI). The CSI demonstrated a high degree of training, expertise, and enthusiasm. They are very successful in identifying suspects through latent print work using the automated fingerprint identification systems (AFIS) and DNA.

### **E. Human Resource Management**

The department is very sensitive to recognize performance and commitment, both among the sworn and civilian members of the department. We know that an individual officer's appearance sends a

strong message to members of the public (both victims and perpetrators) and it is clear that the agency's leadership understands the importance of a public image that matches its professional performance.

#### **F. Citizen Involvement**

The ICMA team was very impressed by the close interaction between the police department and community volunteers. The volunteers provide many thousands of hours of service to the city under the coordination of the police department, participating in a cross section of events and activities. Many police agencies publicly promote the concept of "community policing," but with little actual substance. It is clear that the NPD has a true partnership with the community and which is an integral part of the agency's strategy.

#### **G. Communications Center**

The communications center is a well-designed and a fairly modern facility that was receiving some technology updates during the ICMA team's visit. The civilian dispatchers assigned to the communications unit appear to be professionally trained. During our visit, they interacted well with citizens over the phone. The communications center is secure. The 911 center has five fully operational positions. The call accounting system can separate 911 calls from those on the administrative telephone lines. In 2008, the 911 dispatch center answered 30,077 calls and an additional 193,267 administrative line calls. The center experiences peaks in calls for service that result in longer-than-average times to transmit information to officers. The peaks occur on weekdays between 4 and 6 p.m. and on weekends

during the periods of 6 to 8 a.m., 2 to 4 p.m., and 10 to 12 p.m. The center dispatches fire and has been contracted by Community Emergency Medical Service (CEMS). It also dispatches for South Lyon fire Department and Lyon Police and Fire. The ICMA team commends the City of Novi for their efforts in providing shared and or consolidated services, exercising and illustrating fiscal restraint during these economic times.

This unit is responsible for managing the computer assisted dispatch / records management system (CAD/RMS). It is here that we believe an opportunity exists to greatly improve the department's data management which would give police managers, as well as city officials, a greater understanding of calls for service, deployment, and response times.

#### **H. Equipment and Facilities**

The city has invested heavily in equipment for its police department. The police station is adequate and well designed, clean, and properly maintained. It provides the right mix of security and accessibility. In speaking with the officers, it is clear that they feel a great deal of pride in their department, the building, and assigned equipment. There is an adage in law enforcement that "a police facility is a tool not just a shelter." The facility meets the needs of the agency well into the future. Police vehicles appear well maintained; they are clean, well equipped, and properly marked for visibility and safety. Police vehicles are stored outside. We did notice that some equipment in the mechanic areas was not stored properly and this should be addressed as soon as practical. (For example, we saw flares inside the mechanics' work areas and first-aid supplies left in the open.)

## **IV. Data Analysis**

This is the data analysis report on police operations for Novi, Michigan, conducted by ICMA Consulting Services. This report focuses its analysis on workload, deployment, and response times. These three areas are nearly exclusive to patrol operations, which constitute by far the bulk of the police department's personnel and financial commitment.

All information in this report was developed directly from data recorded in the department's dispatch center. The purpose of this report is to provide the city with our findings and to allow the police department to review and bring to our attention any dispatch information that may be inconsistent with other internal records of the agency.

The first section of the report, concluding with Table 8, uses call and activity data for the entire year (2008). For the detailed workload analysis and the response time analysis, we have used two 4-week sample periods. The first period was the month of February 2008 (February 1 to February 28), or *winter*, and the second period was the month of August 2008 (August 1 to August 28), or *summer*.

We make no recommendations in this portion of the final report; our purpose here is to share information that we have developed from the source data to confirm its accuracy.

## A. Workload Analysis

We encountered a number of issues when analyzing the data supplied by the police department, thus we made assumptions and decisions to address them. These issues, assumptions, and decisions are

- A small but significant percentage of calls involving patrol units had zero time on scene (3.2 percent).
- The dispatch center's software generates a large number of call codes. This led to 106 different types of call descriptions, which we reduced to 15 categories for our tables and 9 categories for our figures.
- Arrival times were missing for a small proportion of calls (2.2 percent or approximately 1,500 calls for the year). For these, we could not calculate a valid response time or on-scene time.

Our study team often has worked with many of these problems with call-for-service data. To identify calls that were canceled en route, we assumed zero time on scene to account for a significant portion of them. Any call with an on-scene time of less than 30 seconds was labeled *zero on scene*. We also used the information stored within the dispatch records' source field to distinguish between patrol-initiated (also known as "field initiated") and other-initiated calls.

Before describing the workload analysis, we briefly review the data received. In the period from July 2007 to June 2008, there were approximately 71,100 calls for service (with accompanying unit

information). Of the total calls, approximately 69,100 included a patrol unit either as the primary responder or as a secondary unit. When focusing on our 4-week periods, we analyzed 4,358 (patrol-related) calls in February 2008 and 6,127 calls in August 2008. In addition, when analyzing workloads and response times, we ignored calls with incorrect or missing time data. The inaccuracies included elapsed times that either were negative or exceeded 8 hours. For the entire year, this excluded fewer than 100 calls (less than 0.2 percent) from our analysis.

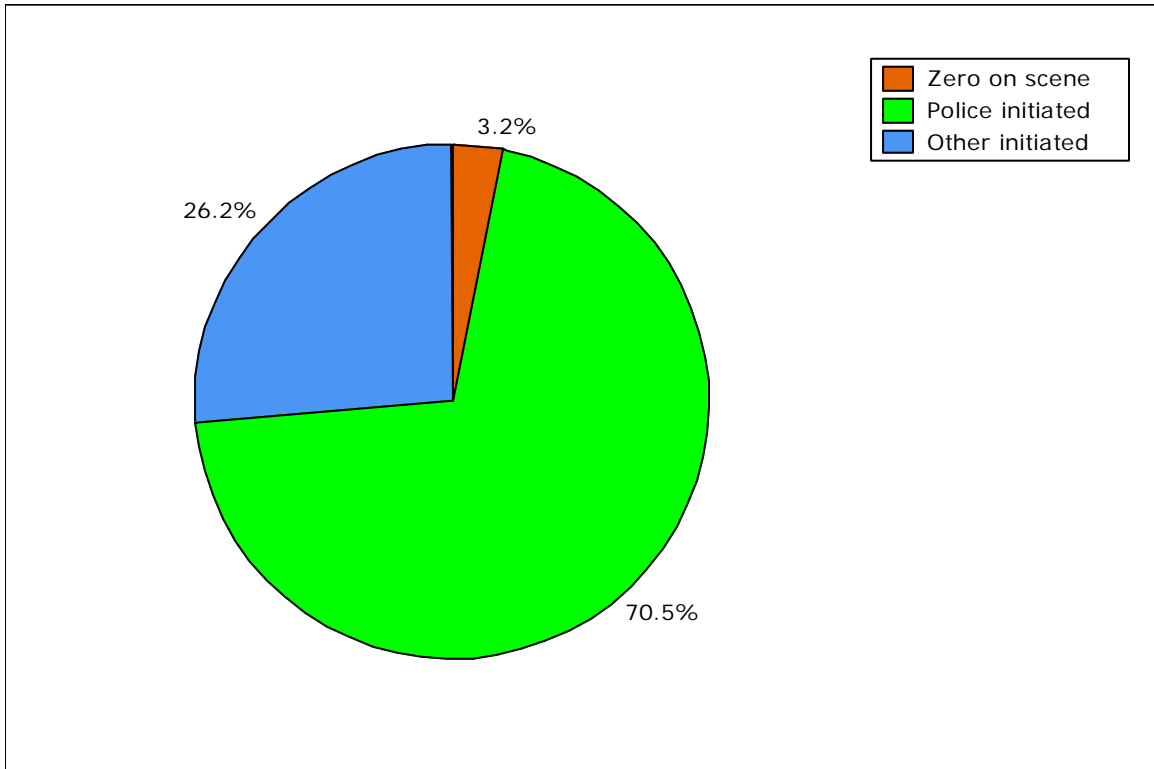
In 2008, the police department reported 189 calls for service per day. As mentioned, about 3.2 percent of these calls show no officer time spent on the call.

In the following pages we show two types of data: activity and workload. The activity levels are measured by the average number of calls per day, broken down by the type and origin of the calls and categorized by the nature of the calls (crime, traffic). Workloads are measured in average work-hours per day. The following tables use 15 call categories. For the graphs, some of these categories are consolidated to 9 distinct categories. We show our categories chart on the next page.

<b>Table categories</b>	<b>Figure categories</b>
Accidents	Traffic
Traffic enforcement	
Alarm	Investigations
Check/investigation	
Animal calls	General noncriminal
Miscellaneous	
Assist other agency	Assist other agency
Crime—persons	Crime
Crime—property	
Directed patrol	Directed patrol
Disturbance	Suspicious incident
Suspicious person/vehicle	
Juvenile	Juvenile
Out of service—administrative	Out of service
Out of service—personal	
Prisoner—arrest	Arrest
Prisoner—transport	



**Figure 1. Percentage Calls per Day, by Initiator**



*Note.* Percentages are based on a total of 69,055 calls.

**Table 1. Calls per Day by, Initiator**

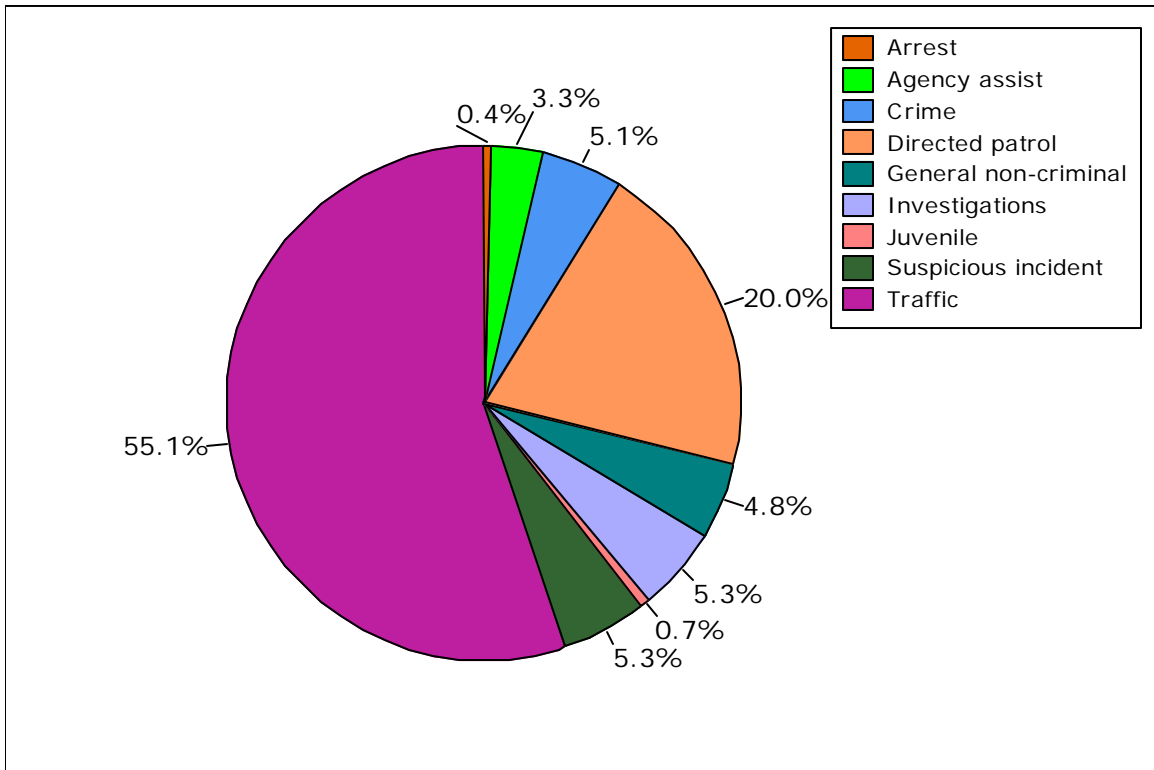
<b>Initiator</b>	<b>Total calls</b>	<b>Calls per day</b>
Zero on scene	2,225	6.1
Police initiated	48,708	133.4
Other initiated	18,122	49.6
<b>Total</b>	<b>69,055</b>	<b>189.2</b>

*Note.* Table excludes 5 calls with missing time data.

Observations:

- About 3.2 percent of the calls involved zero on-scene time and are included in these numbers as well as the next figure and table. Later, we will exclude calls with zero on-scene time.
- The data records include a large number of police-initiated activities: 133 per day, or about 70 percent of all activities.
- There were a total of 189 calls per day, or 7.9 per hour.

**Figure 2. Percentage Calls per Day, by Category**



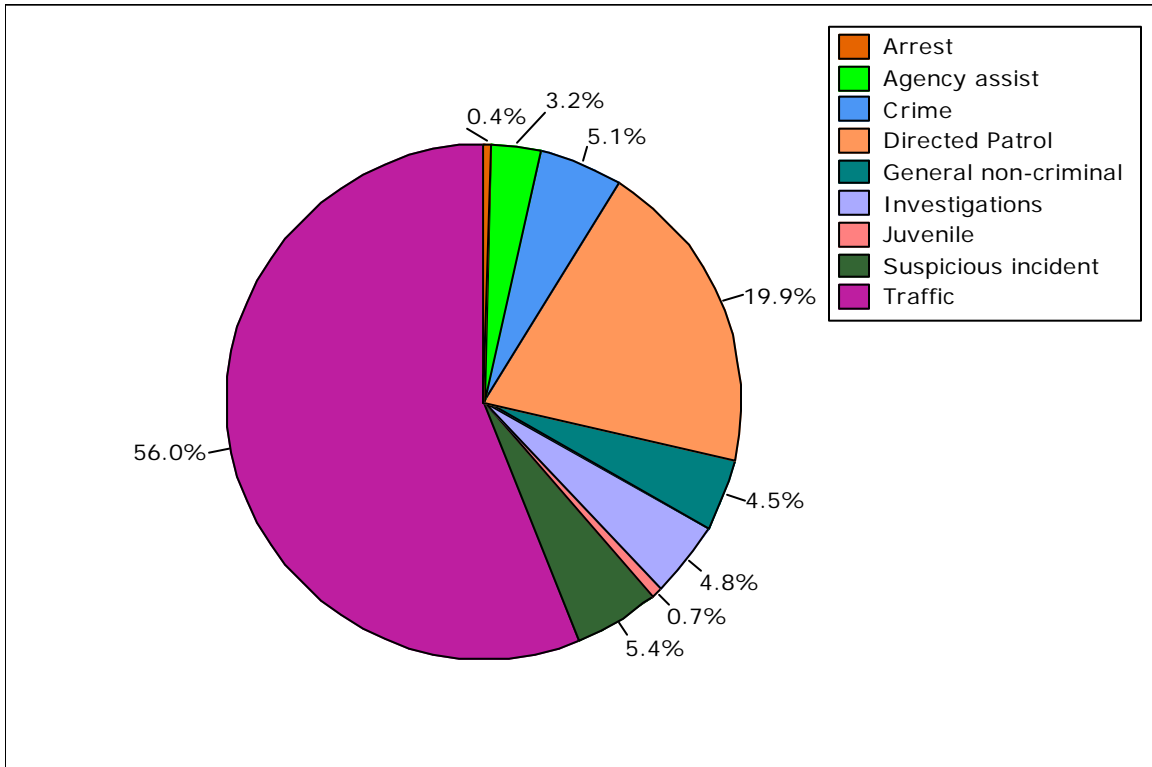
**Table 2. Calls per Day, by Category**

<b>Category</b>	<b>Total calls</b>	<b>Calls per day</b>	<b>% of Total</b>
Accidents	2,292	6.3	3.3%
Alarm	3,054	8.3	4.4%
Animal calls	587	1.6	0.8%
Assist other agency	2,264	6.2	3.3%
Check/investigation	583	1.6	0.8%
Crime—persons	1,148	3.1	1.6%
Crime—property	2,388	6.5	3.4%
Directed patrol	13,804	37.7	20.0%
Disturbance	1,144	3.1	1.6%
Juvenile	459	1.3	0.7%
Miscellaneous	2,723	7.4	3.9%
Prisoner—arrest	284	0.8	0.4%
Suspicious person/vehicle	2,538	6.9	3.7%
Traffic enforcement	35,787	97.8	51.8%
<b>Total</b>	<b>69,055</b>	<b>188.7</b>	<b>100.0%</b>

Observations:

- Two categories (traffic and directed patrol) accounted for 75 percent of activities.
- 55 percent of calls were traffic related.
- 20 percent of calls were directed patrol including public relations activities.
- 5 percent of calls involved crimes.

**Figure 3. Percentage Nonzero Calls per Day, by Category**



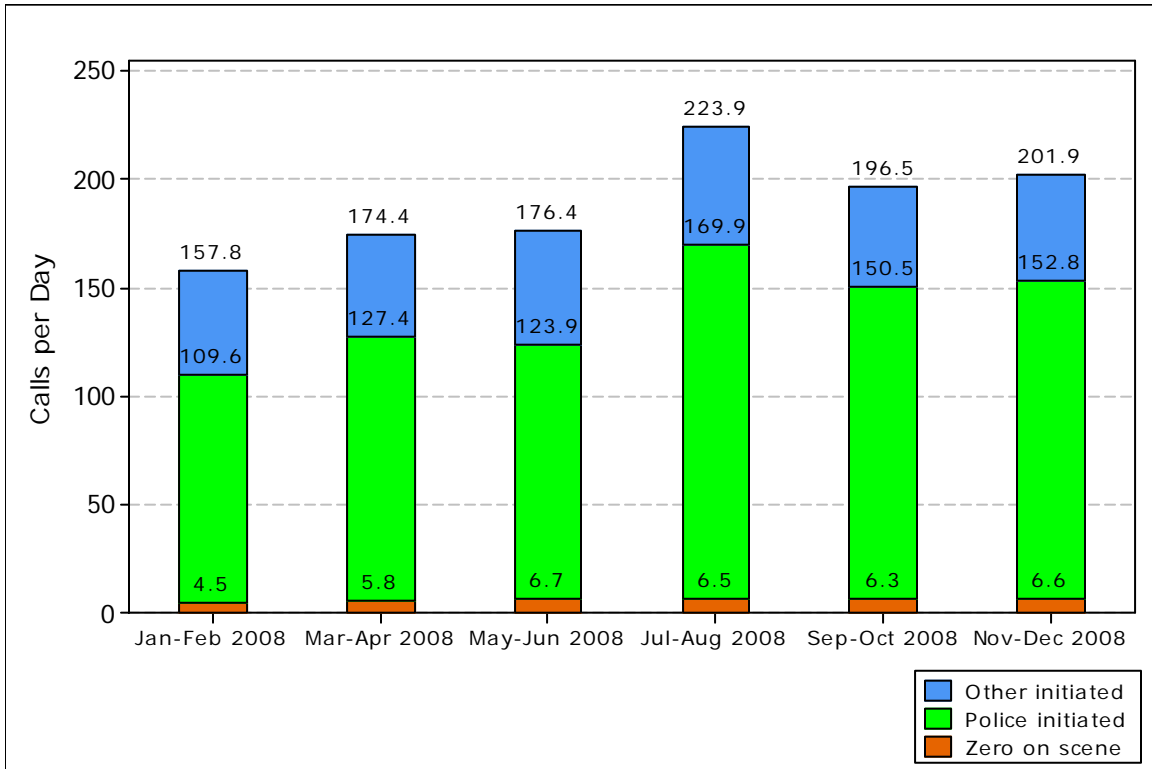
**Table 3. Nonzero Calls per Day, by Category**

<b>Category</b>	<b>Total calls</b>	<b>Calls per day</b>	<b>Percentage</b>
Accidents	2,204	6.0	3.3%
Alarm	2,692	7.4	4.0%
Animal calls	575	1.6	0.9%
Assist other agency	2,115	5.8	3.2%
Check/investigation	539	1.5	0.8%
Crime—persons	1,128	3.1	1.7%
Crime—property	2,308	6.3	3.5%
Directed patrol	13,314	36.4	19.9%
Disturbance	1,128	3.1	1.7%
Juvenile	439	1.2	0.7%
Miscellaneous	2,432	6.6	3.6%
Prisoner—arrest	282	0.8	0.4%
Suspicious person/vehicle	2,466	6.7	3.7%
Traffic enforcement	35,208	96.2	52.7%
<b>Total</b>	<b>66,830</b>	<b>182.6</b>	<b>100.0%</b>

Observations:

- When zero-on-scene calls are excluded, there are 183 calls per day, or 7.6 per hour.
- The top two categories and their percentages remain essentially unchanged.

**Figure 4. Calls per Day, by Initiator and by Months**



**Table 4A. Calls per Day, by Initiator and by Months (January to December 2008)**

Initiator	Jan-Feb	Mar-Apr	May-Jun	Jul-Aug	Sep-Oct	Nov-Dec
Zero on scene	4.5	5.8	6.7	6.5	6.3	6.6
Police initiated	105.1	121.5	117.2	163.3	144.2	146.2
Other initiated	48.3	47.1	52.6	54.0	46.0	49.1
<b>Total</b>	<b>157.8</b>	<b>174.4</b>	<b>176.4</b>	<b>223.9</b>	<b>196.5</b>	<b>201.9</b>

**Table 4B. Percentage Calls per Day, by Initiator and by Months  
(January to December 2008)**

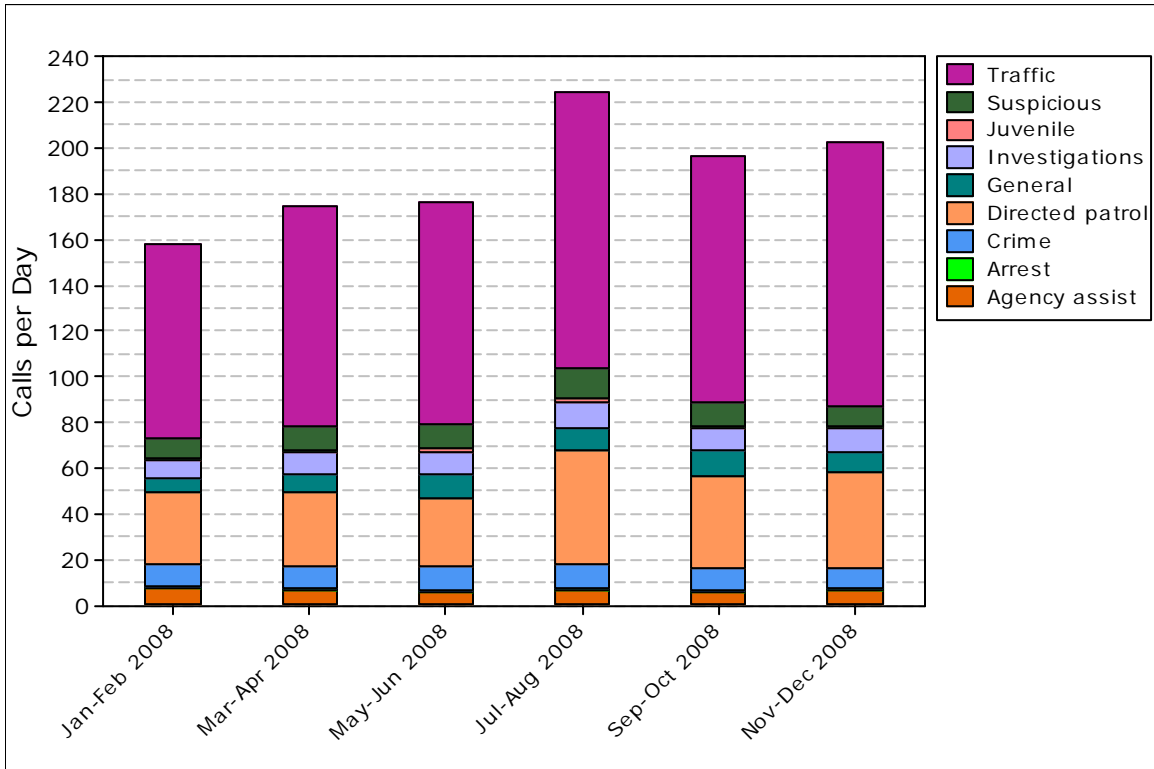
<b>Initiator</b>	<b>Jan-Feb</b>	<b>Mar-Apr</b>	<b>May-Jun</b>	<b>Jul-Aug</b>	<b>Sep-Oct</b>	<b>Nov-Dec</b>
Zero on scene	2.8%	3.3%	3.8%	2.9%	3.2%	3.3%
Police initiated	66.6%	69.7%	66.4%	72.9%	73.4%	72.4%
Other initiated	30.6%	27.0%	29.8%	24.1%	23.4%	24.3%
<b>Total</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

Observations:

- The number of calls was largest from July to August.
- The number of calls was the smallest from January to February.
- The largest months had 42 percent more calls than the smallest.
- The primary cause for this large difference was that there were over 163 police initiated activities per day in Jul-Aug as compared to only 105 in Jan-Feb.
- In contrast, for these same months, the increase in other initiated calls was only 6 calls per day.



**Figure 5. Calls per Day, by Category and by Months**



**Table 5A. Calls per Day, by Category and by Months**

<b>Category</b>	<b>Jan- Feb</b>	<b>Mar -Apr</b>	<b>May -Jun</b>	<b>Jul- Aug</b>	<b>Sep -Oct</b>	<b>Nov- Dec</b>
Accidents	7.1	5.6	6.2	5.2	5.4	8.1
Alarm	7.8	8.0	8.8	9.1	7.3	9.1
Animal Calls	1.0	1.7	2.1	2.1	1.4	1.3
Assist Other Agency	6.9	6.5	5.6	6.1	5.6	6.4
Check/Investigation	0.8	1.5	1.0	2.5	2.3	1.4
Crime-Persons	3.0	3.7	3.0	3.3	3.0	2.8
Crime-Property	6.5	6.0	7.1	7.3	6.3	6.0
Directed Patrol	31.6	32.0	30.2	49.5	40.7	42.0
Disturbance	2.4	3.3	4.2	4.4	2.4	2.0
Juvenile	0.9	1.5	1.7	1.7	1.0	0.7
Miscellaneous	5.0	6.2	7.9	7.6	9.9	8.0
Prisoner-Arrest	0.8	0.7	0.8	1.0	0.8	0.5
Suspicious Person/Vehicle	5.9	6.5	6.8	8.5	7.3	6.5
Traffic Enforcement	78.1	91.1	91.1	115.5	103.0	107.1
<b>Total</b>	<b>157.8</b>	<b>174.4</b>	<b>176.4</b>	<b>223.9</b>	<b>196.5</b>	<b>201.9</b>

**Table 5B. Calls per Day, by Category and by Months**

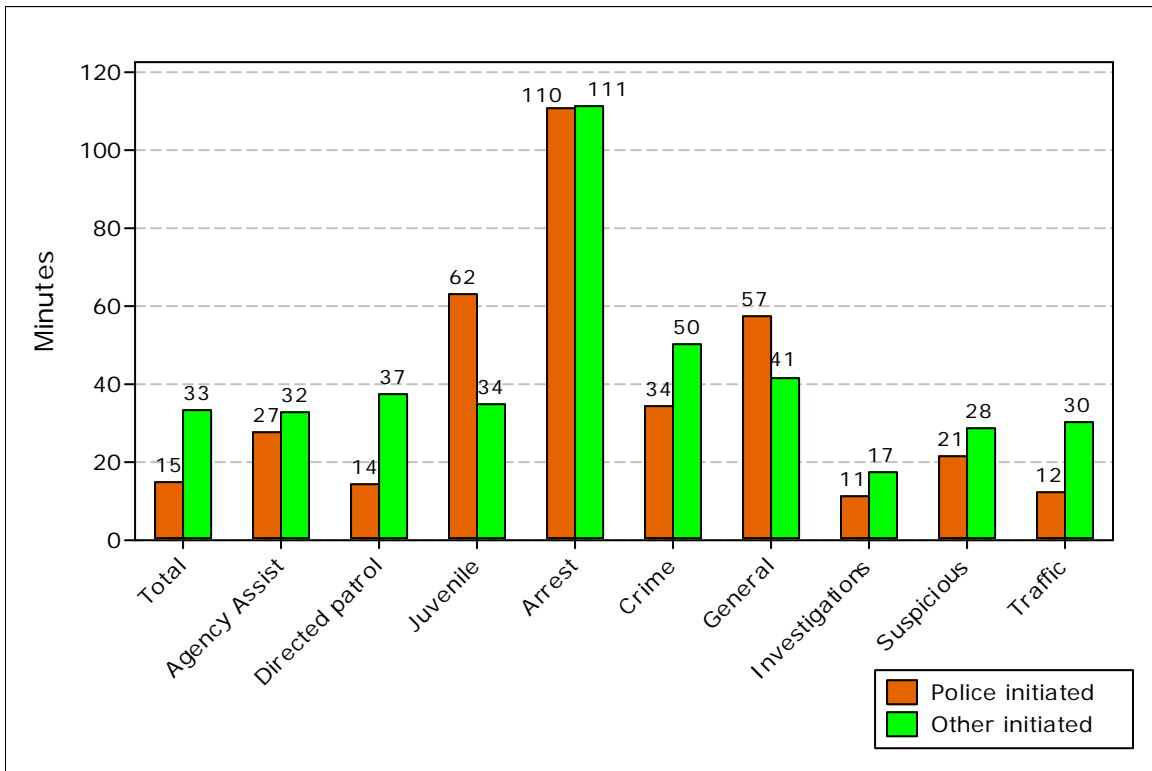
<b>Category</b>	<b>Jan-Feb</b>	<b>Mar-Apr</b>	<b>May-Jun</b>	<b>Jul-Aug</b>	<b>Sep-Oct</b>	<b>Nov-Dec</b>
Accidents	4.5%	3.2%	3.5%	2.3%	2.8%	4.0%
Alarm	5.0%	4.6%	5.0%	4.1%	3.7%	4.5%
Animal Calls	0.6%	1.0%	1.2%	0.9%	0.7%	0.6%
Assist Other Agency	4.3%	3.8%	3.2%	2.7%	2.9%	3.2%
Check/Investigation	0.5%	0.9%	0.5%	1.1%	1.2%	0.7%
Crime-Persons	1.9%	2.1%	1.7%	1.5%	1.5%	1.4%
Crime-Property	4.1%	3.4%	4.0%	3.2%	3.2%	3.0%
Directed Patrol	20.0%	18.3%	17.1%	22.1%	20.7%	20.8%
Disturbance	1.5%	1.9%	2.4%	2.0%	1.2%	1.0%
Juvenile	0.6%	0.8%	0.9%	0.8%	0.5%	0.4%
Miscellaneous	3.2%	3.5%	4.5%	3.4%	5.0%	3.9%
Prisoner-Arrest	0.5%	0.4%	0.5%	0.5%	0.4%	0.3%
Suspicious Person/Vehicle	3.7%	3.8%	3.8%	3.8%	3.7%	3.2%
Traffic Enforcement	49.5%	52.2%	51.7%	51.6%	52.4%	53.0%
<b>Total</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

Observations:

- Traffic-related calls, followed by directed patrols, were the most common types of calls throughout the year.
- Traffic-related calls (enforcement and accidents) in general averaged between 85 and 121 per day throughout the year.

- Together, traffic-related calls (enforcement and accidents) and directed patrols day were consistently between 72 and 78 percent of all calls.
- Crime calls vary between 9 and 11 per day throughout the year. This was between 4 and 6 percent of total calls.

**Figure 6. Average Busy Times, by Category and Initiator**



**Table 6. Average Busy Times, by Category and Initiator**

Category	Police initiated		Other initiated	
	Total calls	Minutes	Total calls	Minutes
Accidents	142	39.4	2,062	42.5
Alarm	10	18.2	2,682	15.0
Animal calls	16	20.0	559	26.6
Assist other agency	406	27.1	1,707	32.4
Check/investigation	217	10.5	322	31.7
Crime—persons	20	39.3	1,108	53.2
Crime—property	245	33.2	2,063	47.9
Directed patrol	13,149	14.0	164	36.9
Disturbance	84	12.7	1,044	28.1
Juvenile	35	62.5	404	34.5

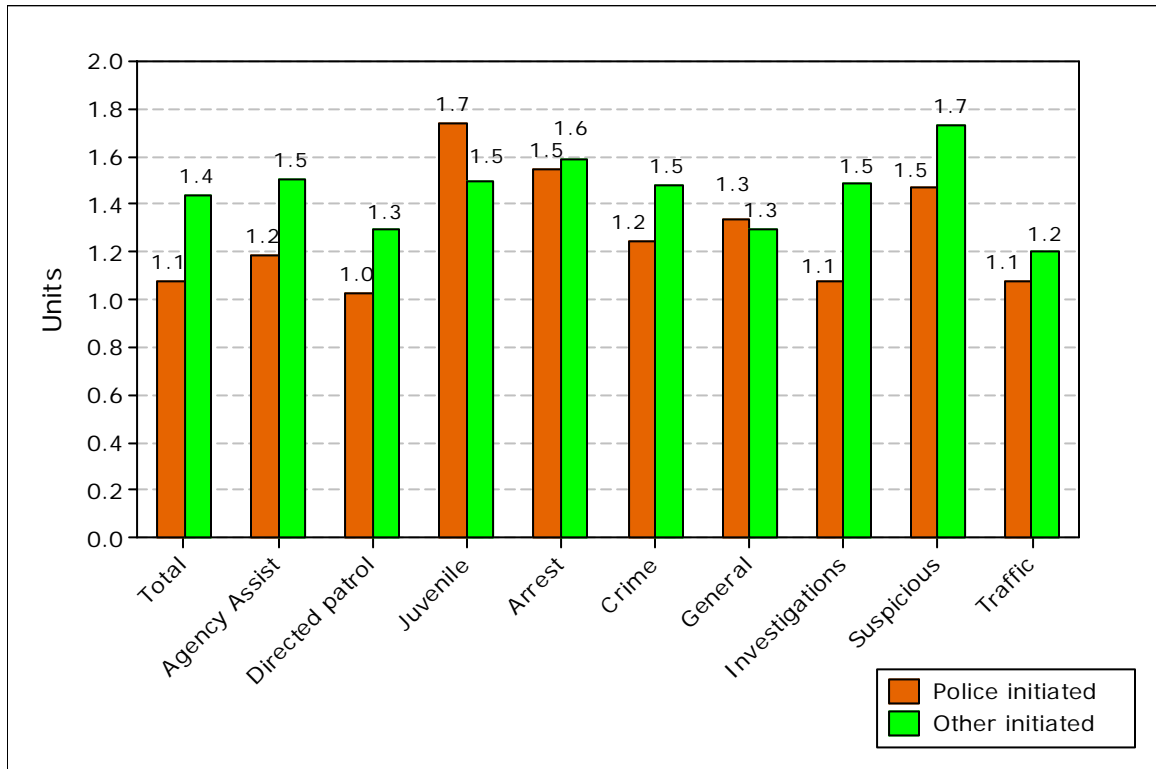
Miscellaneous	1,584	57.2	800	51.6
Prisoner—arrest	156	110.2	125	110.8
Suspicious person/vehicle	165	25.1	2,301	28.4
Traffic enforcement	32,440	11.7	2,766	20.4
<b>Total</b>	<b>48,669</b>	<b>14.5</b>	<b>18,107</b>	<b>32.7</b>

*Note.* Figure 6 and Table 6 exclude zero-on-scene calls.

Observations:

- A unit's busy time is measured as the time from when it is dispatched until it becomes available.
- The times shown above are the average busy times per call for the primary unit, rather than the total busy time for all units assigned to a call.
- Average time spent on a call ranged from 11 to 111 minutes overall, with significant variation by call type and initiator.
- The longest average times spent were 110 or more minutes on arrests and 88 minutes on police-initiated calls involving crimes against persons.
- Police-initiated traffic-related calls averaged 12 minutes per call, whereas other-initiated traffic calls averaged 30 minutes.
- Crime calls averaged 34 minutes for police-initiated calls and 50 minutes for other-initiated calls.

**Figure 7. Number of Responding Units, by Initiator and Category**

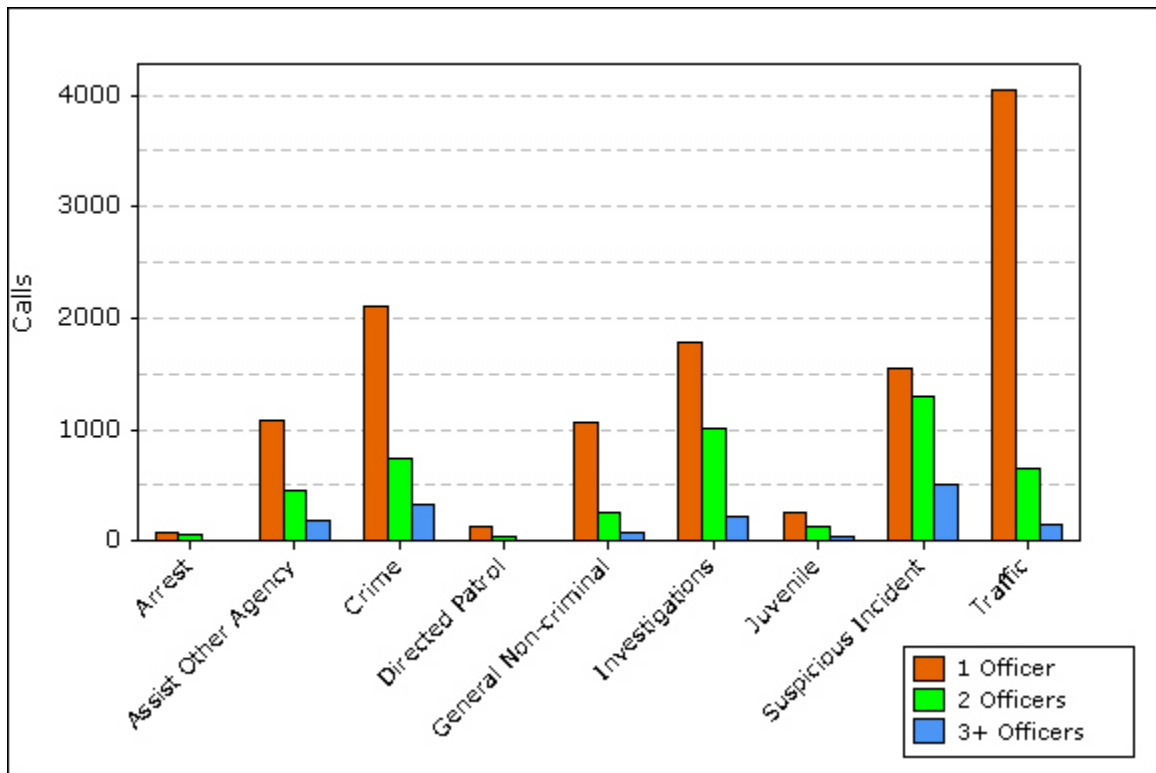


**Table 7. Number of Responding Units, by Initiator and Category**

Category	Police initiated		Other initiated	
	Average	Total Calls	Average	Total Calls
Accidents	1.2	142	1.3	2,062
Alarm	1.4	10	1.5	2,682
Animal Calls	1.2	16	1.2	559
Assist Other Agency	1.2	407	1.5	1,708
Check/Investigation	1.1	217	1.3	322
Crime-Persons	1.6	20	1.9	1,108
Crime-Property	1.2	245	1.3	2,063
Directed Patrol	1.0	13,150	1.3	164
Disturbance	1.3	84	1.9	1,044
Juvenile	1.7	35	1.5	404
Miscellaneous	1.3	1,619	1.4	813
Prisoner-Arrest	1.5	156	1.6	126
Suspicious Person/Vehicle	1.6	165	1.6	2,301
Traffic Enforcement	1.1	32,442	1.2	2,766
<b>Total</b>	<b>1.1</b>	<b>48,708</b>	<b>1.4</b>	<b>18,122</b>



Figure 8. Number of Units Responding, by Category



**Table 8. Number of Units Responding, by Category**

Category	Responding units		
	One	Two	Three or more
Accidents	1,643	328	91
Alarm	1,536	953	193
Animal calls	486	62	11
Assist other agency	1,077	452	179
Check/investigation	253	55	14
Crime—persons	448	430	230
Crime—property	1,653	310	100
Directed patrol	125	31	8
Disturbance	343	489	212
Juvenile	250	122	32
Miscellaneous	573	182	58
Prisoner—arrest	64	54	8
Suspicious person/vehicle	1,203	811	287
Traffic enforcement	2,395	325	46
<b>Total</b>	<b>12,049</b>	<b>4,604</b>	<b>1,469</b>

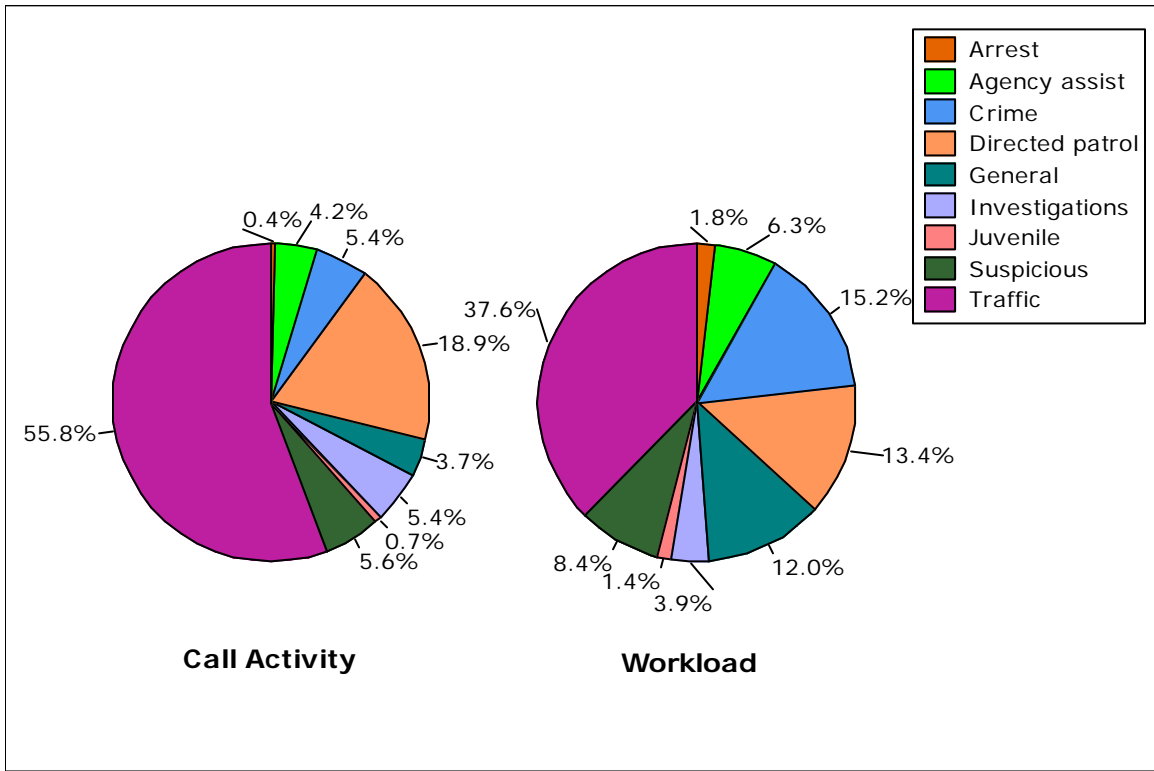
*Note.* Figure 8 and Table 8 include other-initiated calls.

Observations:

- The overall mean number of responding units was 1.1 for police-initiated calls and 1.4 for other-initiated calls.
- The mean number of responding units was a maximum of 1.9, for other-initiated calls involving crimes against persons and disturbances.
- Most other-initiated calls involved one responding unit (66 percent).

- Only 8 percent of all calls involved three or more units.
- The largest group of calls with three or more responding units involved suspicious incidents.

**Figure 9. Percentage Calls and Work-hours, by Category, in February 2008**



*Note.* Calculations include only nonzero on-scene calls.

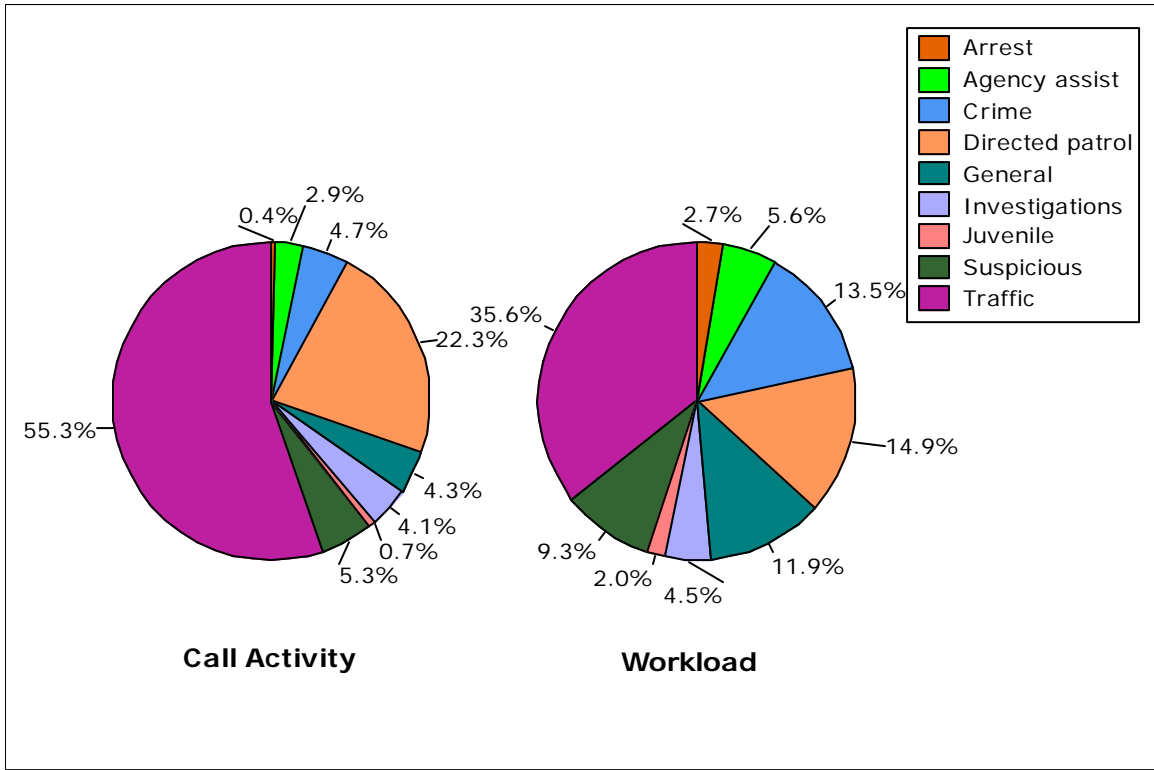
**Table 9. Calls and Work-hours per Day, by Category, in February 2008**

Category	Per day	
	Calls	Work-hours
Arrest	0.6	1.1
Assist other agency	6.3	3.8
Crime	8.1	9.3
Directed patrol	28.4	8.2
General Noncriminal	5.5	7.3
Investigations	8.1	2.4
Juvenile	1.0	0.8
Suspicious incident	8.5	5.1
Traffic	83.8	23.0
<b>Total</b>	<b>150.3</b>	<b>61.1</b>

Observations:

- Total calls were 150.3 per day, or 6.3 per hour.
- Total workload was 61.1 work-hours per day. This meant that an average of 2.5 personnel per hour were busy responding to calls.
- Traffic-related events constituted 56 percent of calls but only 38 percent of workload.
- Crimes constituted 5 percent of calls but 15 percent of workload.
- Directed patrols were 19 percent of calls and 13 percent of workload.

**Figure 10. Percentage Calls and Work-hours, by Category, in August 2008**



*Note.* Calculations includes only nonzero on-scene calls.

**Table 10. Calls and Work-hours per Day, by Category, in August 2008**

Category	Per day	
	Calls	Work-hours
Arrest	0.8	2.2
Assist other agency	6.3	4.5
Crime	9.9	11.0
Directed patrol	47.6	12.1
General Noncriminal	9.1	9.7
Investigations	8.6	3.7
Juvenile	1.5	1.6
Suspicious incident	11.4	7.5
Traffic	117.9	28.8
<b>Total</b>	<b>213.1</b>	<b>81.1</b>

Observations:

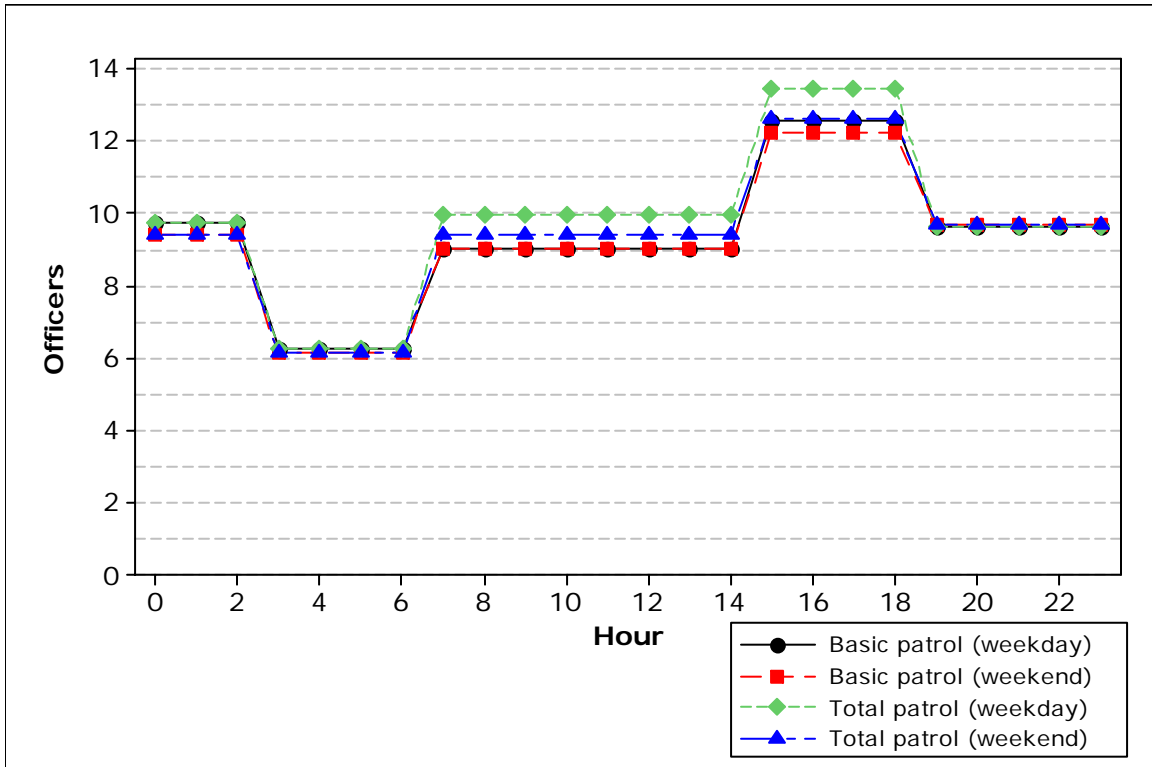
- In August, the total calls and workload were significantly higher than in February.
- Total calls were 213.1 per day, or 8.9 per hour. This was 42 percent higher than in February.
- Total workload was 81.1 work-hours per day, or 3.4 personnel per hour. This was 33 percent higher than in February.
- There were no significant differences in the percent of calls by category between August 2008 and February 2008

## **B. Deployment**

The department operates with three 12-hour shifts starting at 7 AM (day shift), 3 PM (swing shift), and 7 PM (night shift). Along with regular patrol officers, we included units assigned to traffic enforcement. We did not include the work of school resource officer or his schedule in our analysis. Within the patrol unit, we included both officers and supervisors. In other words, we included all officers and supervisors from the rank of sergeant and below within our analysis. The department deployed an average of 9.3 patrol officers during the 24 hour day in February 2008 and 8.7 patrol officers in August 2008. When including the additional units, the department deployed an average of 9.7 and 8.9 officers during the 24-hour day in February 2008 and August 2008, respectively. The deployment varied both by season and between weekends and weekdays. It varied more by time of day.



**Figure 11. Deployed Officers, by Day of Week, in Feb. 2008**



**Observations:**

- The average patrol deployment was approximately 9 patrol officers during the week and on weekends.
- During the week, deployment reached as high as 13 officers and dropped as low as 6 officers.
- On the weekends, deployment reached as high as 12 officers and dropped as low as 6 officers.
- Highest deployments occur as the swing shift begins at 3 PM and overlaps with the day shift.
- Lowest deployments occur when the swing shift ends at 3 AM as the night shift continues.
- When additional units (e.g. traffic) were added, the average deployment rose by 0.5 officers on weekdays.

Figure 12. Deployment and Workload-Weekdays, Feb. 2008

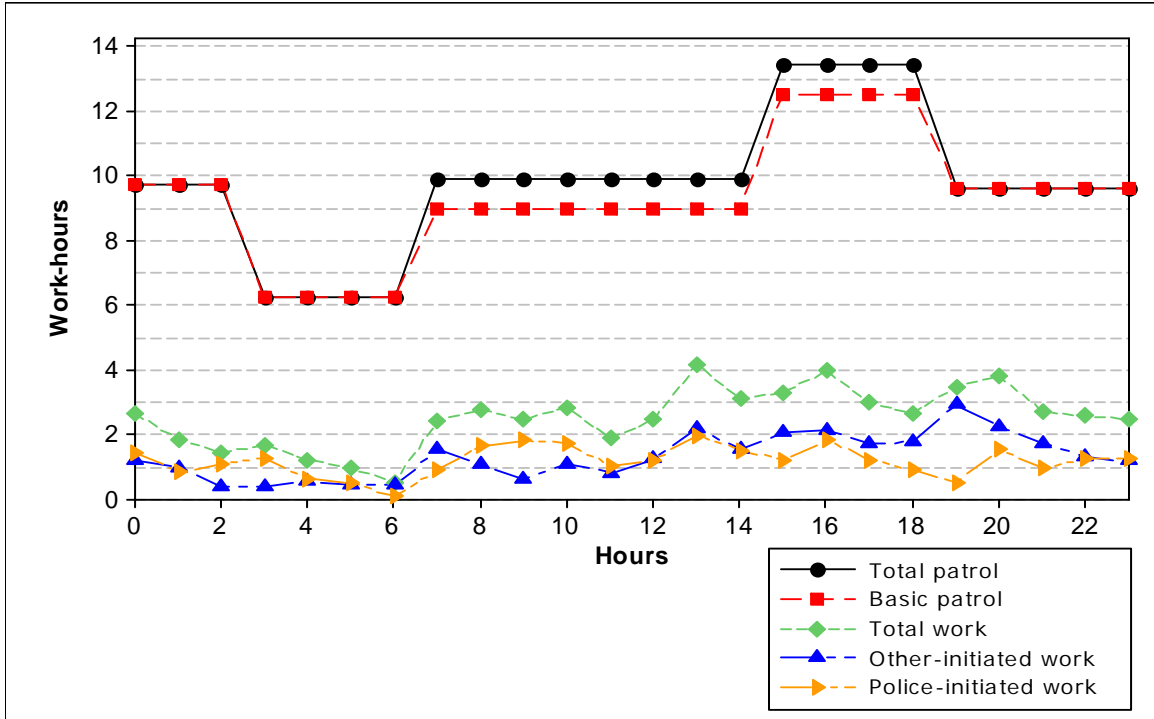
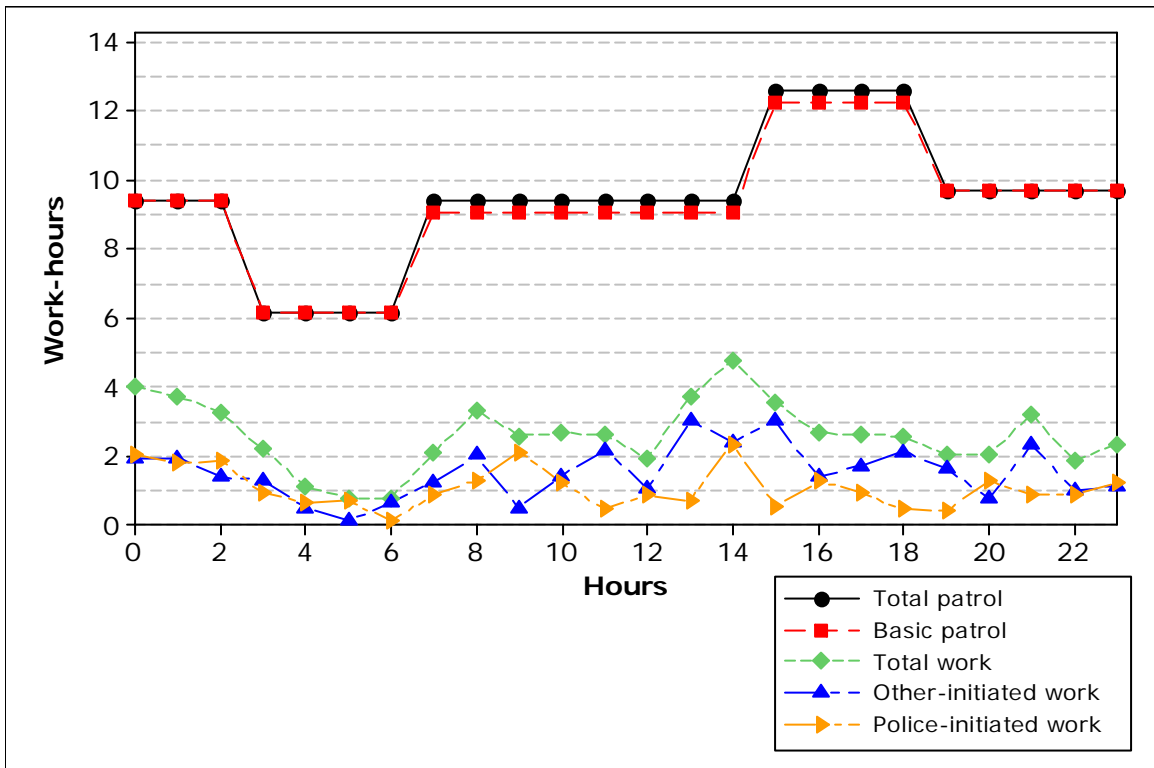


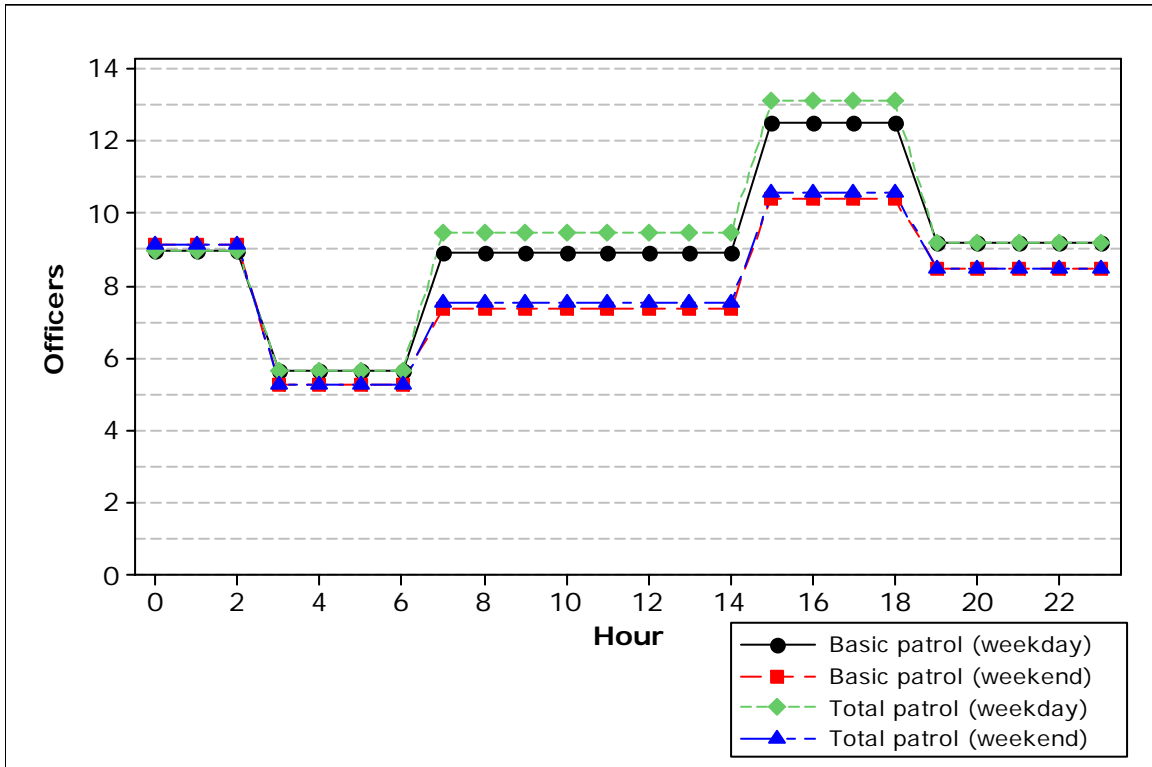
Figure 13. Deployment and Workload-Weekends, Feb. 2008



Observations:

- During the week, patrol workload averaged 2.5 personnel per hour.
- This was 26 percent of total deployment. This means that patrol officers spent 26 percent of their time on patrol-related activities.
- During the week, patrol workload dropped as low as 9 percent of total deployment between 6 AM and 7 AM. It was as high as 42 percent of total deployment between 1 PM and 2 PM.
- On the weekends, patrol workload averaged 2.6 personnel per hour.
- This was 27 percent of total deployment.
- On the weekends, the patrol workload dropped as low as 13 percent of total deployment between 5 AM and 7 AM and rose as high as 50 percent of total deployment between 2 PM and 3 PM.

**Figure 14. Deployed Officers, by Day of Week, Aug. 2008**



**Observations:**

- The number of officers deployed was lower in August than in February.
- There was an average of 9 officers deployed during the week and an average of 8 officers deployed on weekends in August.
- Basic deployment varied between 6 and 13 officers during the week and between 5 and 10 officers on weekends.
- When additional units (traffic) were added, the deployment rose as in February.
- Total deployment reached a maximum of 13 officers during the week and 11 officers on weekends.

Figure 15. Deployment and Workload-Weekdays, Aug. 2008

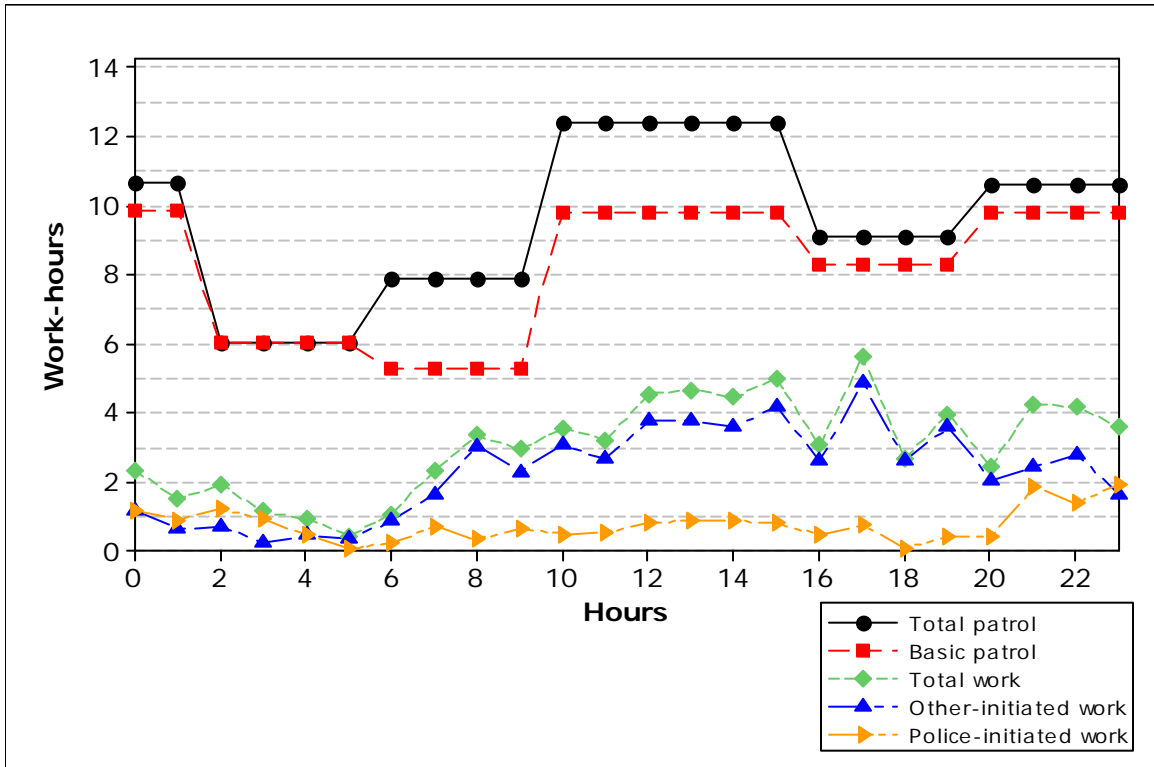
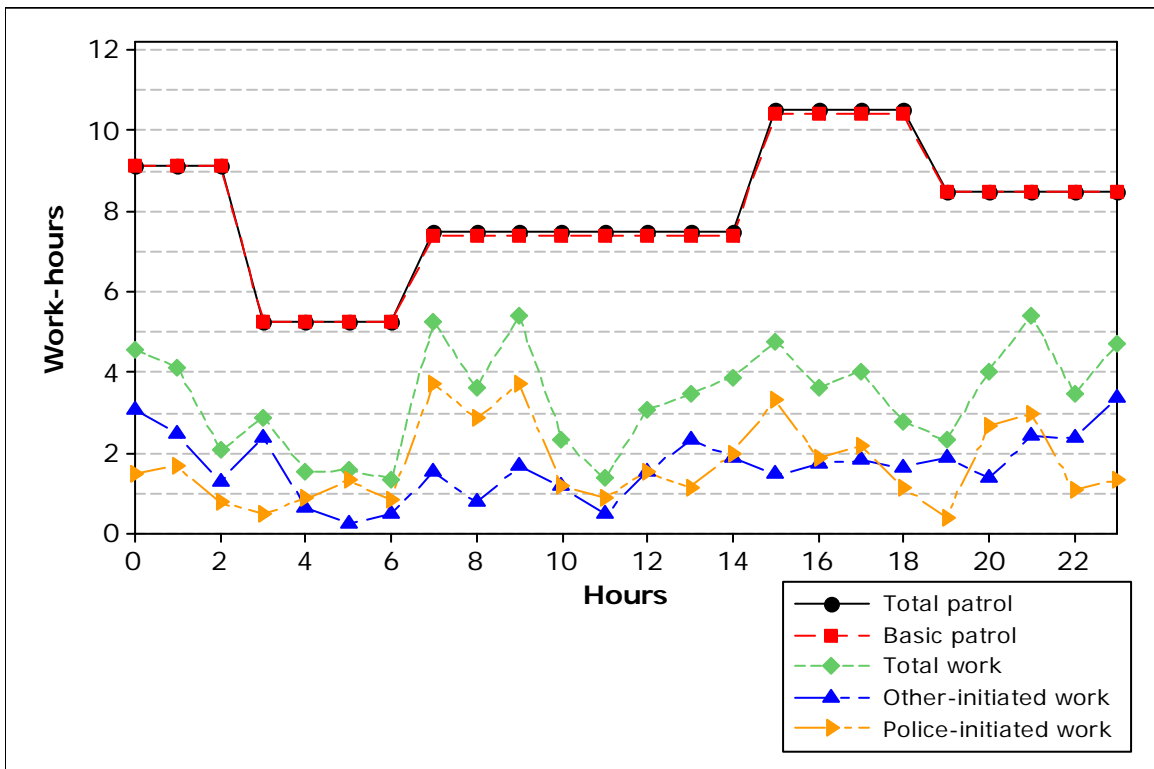


Figure 16. Deployment and Workload-Weekends, Aug. 2008



Observations:

- During August, workload was significantly higher (30 to 40 percent) than in February.
- In contrast, patrol deployment was either the same or slightly lower.
- During the week and on the weekends, patrol workload averaged 3.4 personnel per hour.
- During the week, this was 36 percent of total deployment. This means that patrol officers spent 36 percent of their time on patrol-related activities.
- During the week, patrol workload dropped as low as 15 percent of total deployment between 6 AM and 7 AM and rose as high as 52 percent of total deployment between 9 PM and 10 PM.
- On the weekend, the average workload (3.4 personnel) was 42 percent of total deployment.
- On the weekends, the patrol workload dropped as low as 18 percent of total deployment at between 11 AM and noon and rose as high as 72 percent of total deployment between 9 AM and 10 AM.

### **C. Response Times**

We analyzed the response times to various types of calls, separating the duration into dispatch and travel times. We begin the discussion with statistics that include all calls combined. Later, we report on the much lower response times for high-priority calls. We analyzed several types of calls to determine whether response times varied by call type. To better understand the response time issue, the study team calculated the cumulative distribution function (CDF) of response time for three types of calls. We calculated the dispatch delay, travel time, and the total response time.

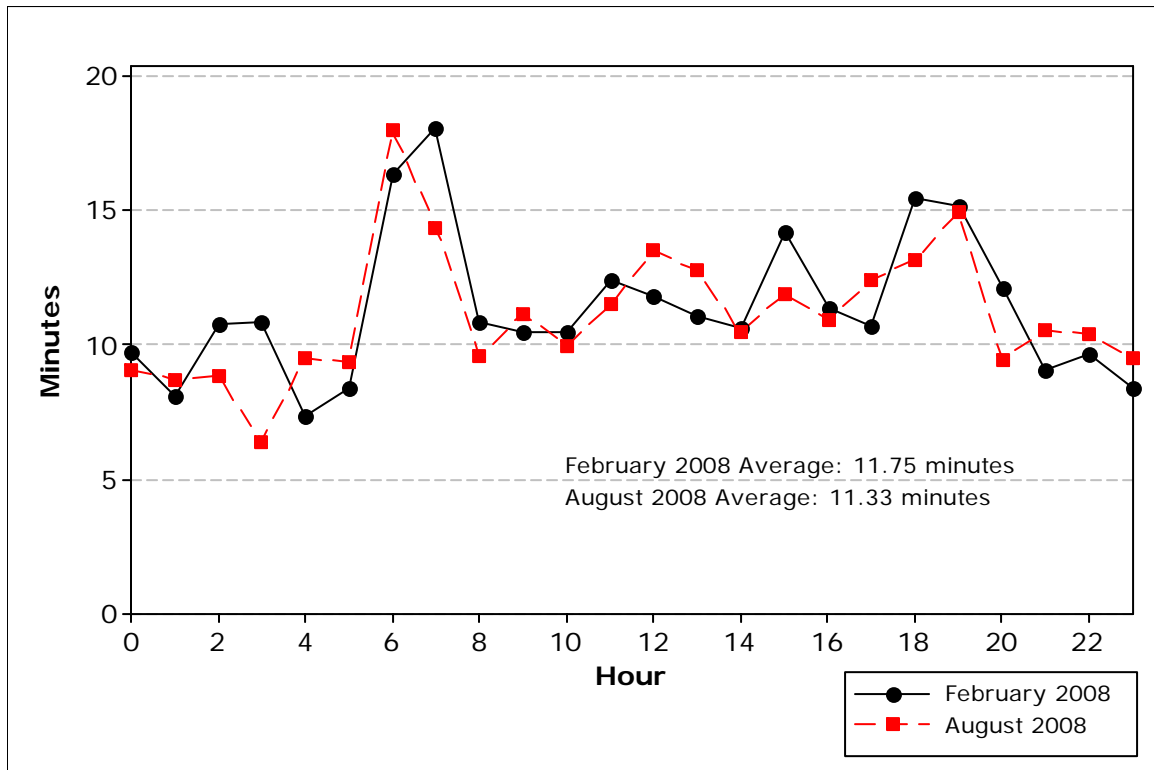
Before presenting the specific figures and tables, we summarize all of the observations. We started with 4,358 and 6,127 calls for February 2008 and August 2008, respectively. We limited our analysis to calls that were other-initiated with nonzero on-scene times. We also encountered some calls without arrival times that we were forced to exclude from our analysis due to lack of information. This left 1,257 calls in February 2008 and 1,382 calls in August 2008.

Our initial analysis does not distinguish calls based upon their priority. It does examine the difference in response by time of day and compare summer and winter periods. After the overall statistics, we present an analysis based on the priority codes provided within the data. We focus on high-priority calls for the entire year. The response times for these are significantly shorter.

Response time is measured as the difference between when a call is received and when the first unit arrived on scene. This is separated into dispatch delay and travel time. Dispatch delay is the time from when a call is received until a unit is dispatched. Travel time is the time from when a unit is dispatched until a unit arrives.



**Figure 17. Average Response Time, by Hour of Day, for February and August 2008**



**Observations:**

- Average response times vary significantly by hour of day.
- The overall average is slightly shorter in August than in February.
- In February, the longest response times were between 7 AM and 8 AM, with an average of 18.1 minutes. These were primarily due to large dispatch delays and related to a patrol shift change.
- In February, the shortest response times were between 4 AM and 5 AM, with an average of 7.4 minutes.
- In August, the longest response times were between 6 AM and 7 AM, with an average of 18.0 minutes, with the same probable cause.

- In August, the shortest response times were between 3 AM and 4 AM, with an average of 6.4 minutes.

### ***Reading the Cumulative Distribution Function (CDF) Chart***

The vertical axis is the probability or percentage of calls. The horizontal axis is time of dispatch delay, travel time, or total response time. For example, approximately 80 percent of August's calls experienced a dispatch delay of 6 minutes or less. Dispatch delay is the amount of time that occurs between the time a call is received at the dispatch center to the time it is given to a unit. (The 80-percent line intersects the curve at the 6-minute mark.) When comparing different CDF lines, a higher graph represents a larger percentage of low values. Figure 19 shows that the travel times are a bit lower for August 2008 than for February 2008.

**Figure 18. Dispatch Delay Cumulative Distribution Function**

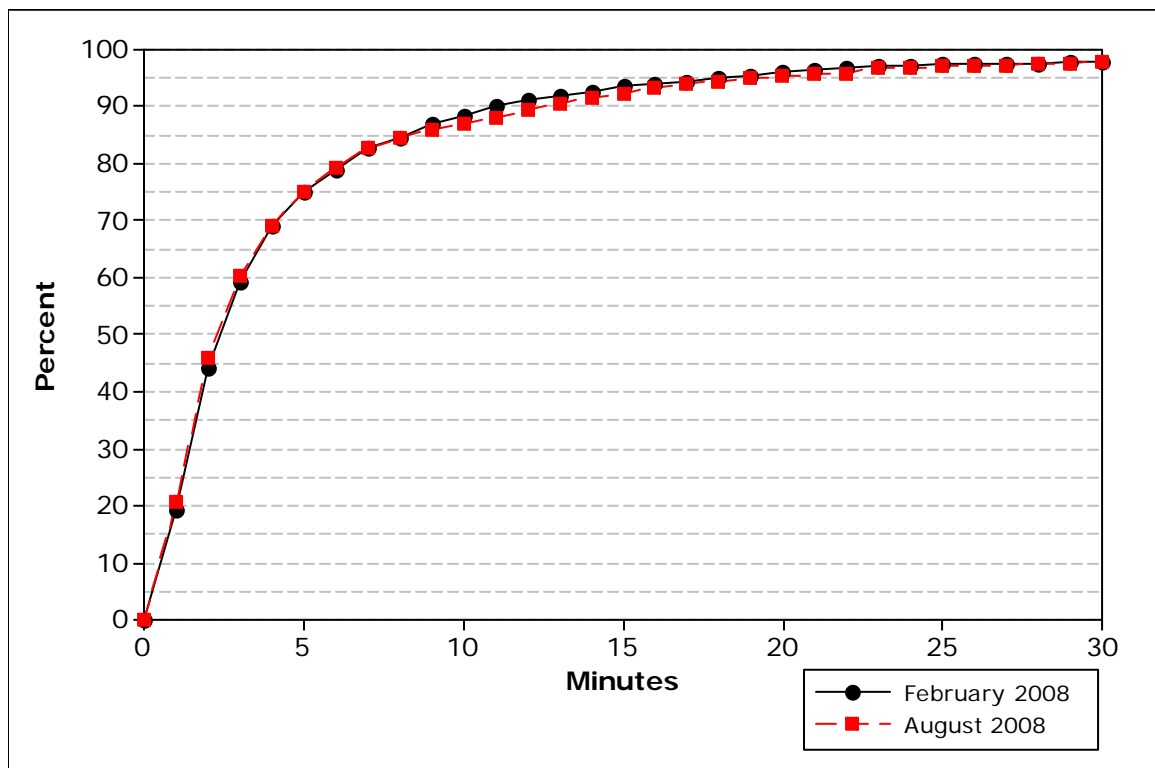


Figure 19. Travel Time Cumulative Distribution Function

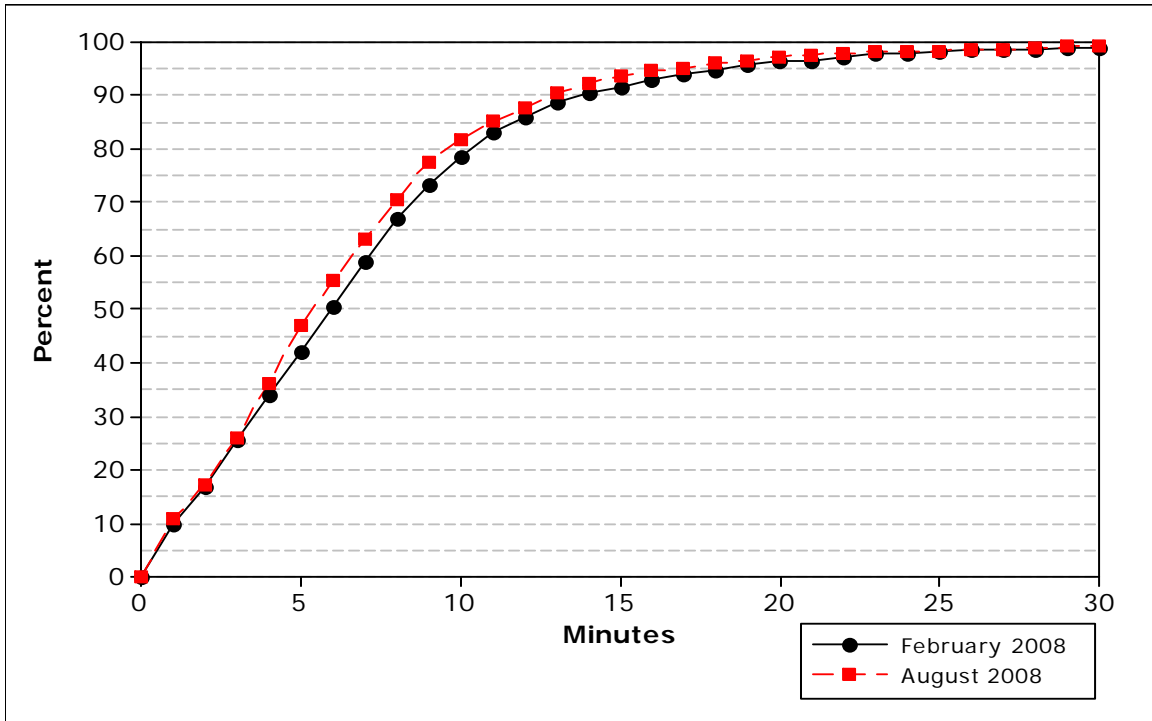
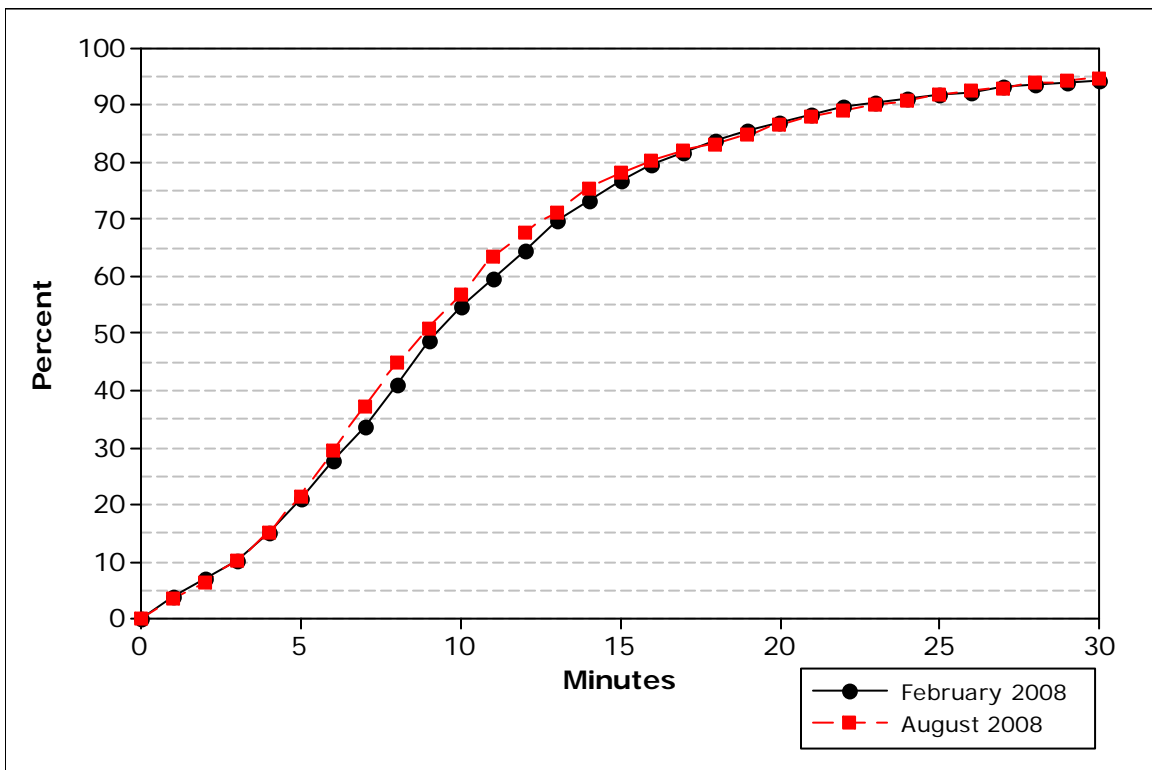
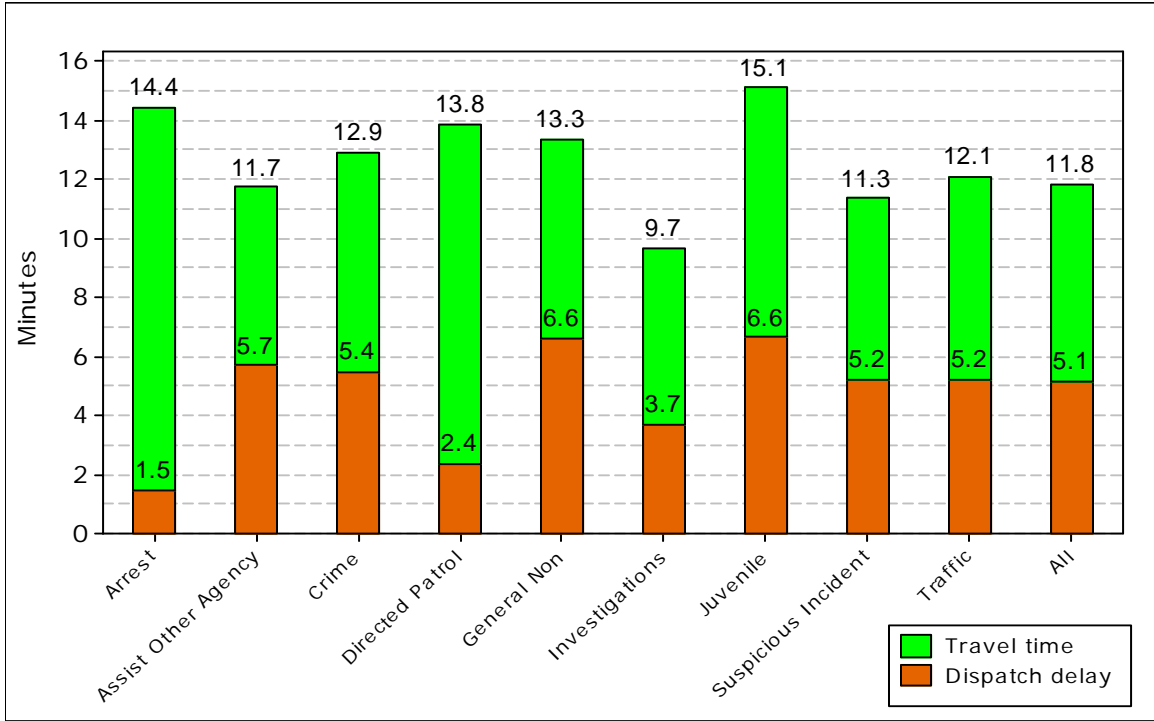


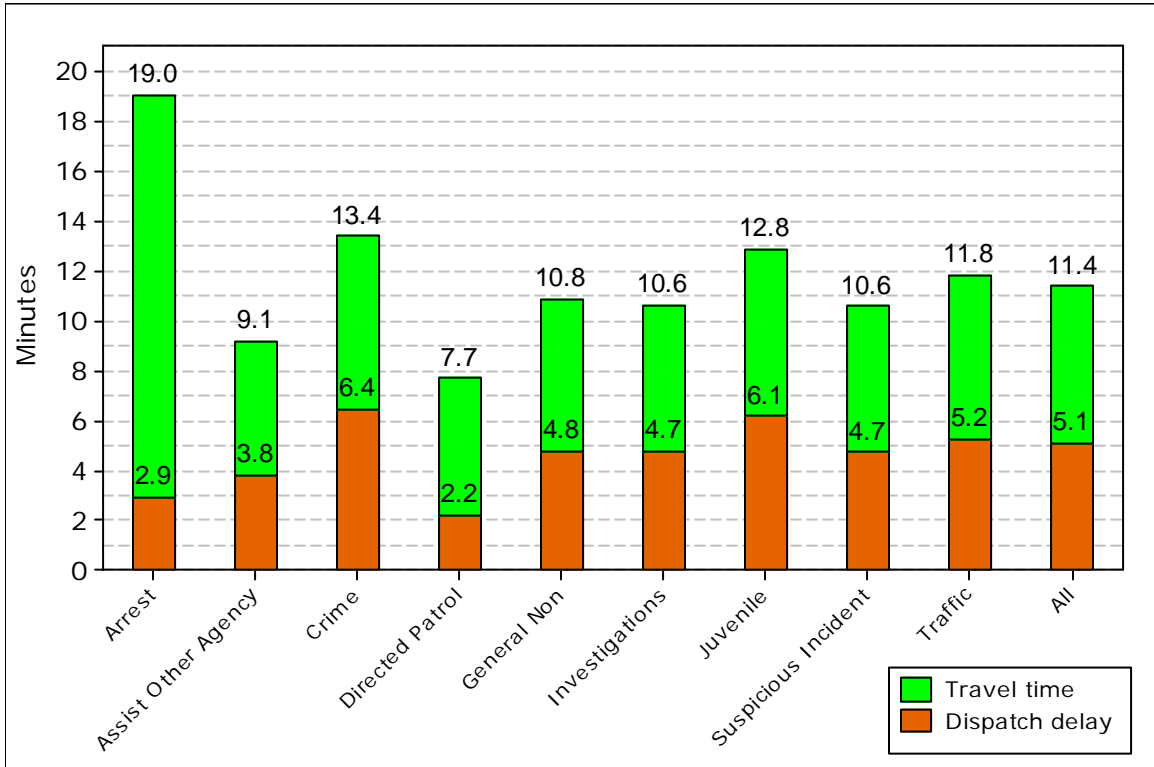
Figure 20. Response Time Cumulative Distribution Function



**Figure 21. Average Response Times in February 2008**



**Figure 22. Average Response Times in August 2008**



**Table 11. Average Response Time Components by Category**

Category	February 2008			August 2008		
	Dispatch	Travel	Response	Dispatch	Travel	Response
Arrest	1.5	12.9	14.4	2.9	16.1	19.0
Agency assist	5.7	6.0	11.7	3.8	5.4	9.1
Crime	5.4	7.4	12.9	6.4	7.0	13.3
Directed patrol	2.4	11.5	13.8	2.2	5.5	7.7
General	6.6	6.7	13.3	4.8	6.1	10.8
Investigations	3.7	6.0	9.7	4.7	5.9	10.6
Juvenile	6.6	8.4	15.1	6.1	6.7	12.8
Suspicious	5.2	6.1	11.3	4.7	5.8	10.5
Traffic	5.2	6.9	12.1	5.2	6.5	11.8
<b>Total</b>	<b>5.1</b>	<b>6.7</b>	<b>11.8</b>	<b>5.1</b>	<b>6.3</b>	<b>11.3</b>

**Table 12. 90th Percentiles for Components by Category**

Category	February 2008			August 2008		
	Dispatch	Travel	Response	Dispatch	Travel	Response
Arrest	10.2	60.0	60.0	22.4	60.0	60.0
Agency assist	16.5	11.1	26.5	7.4	11.1	16.9
Crime	11.5	14.5	22.2	17.1	13.8	26.7
Directed patrol	12.6	30.7	30.8	6.5	20.0	25.8
General	18.2	13.3	26.5	16.2	13.7	24.2
Investigations	7.9	11.4	17.1	12.7	11.8	22.3
Juvenile	20.6	18.4	31.2	19.4	12.0	29.2
Suspicious	10.8	11.6	21.3	11.7	10.6	19.7
Traffic	13.5	14.0	24.8	13.5	13.6	24.5
<b>Total</b>	<b>11.8</b>	<b>13.3</b>	<b>22.3</b>	<b>13.3</b>	<b>12.4</b>	<b>22.8</b>

## Observations:

- Response times varied significantly by call category.
- In August, average response times were as short as 8 minutes (for directed patrol) and as long as 19 minutes (for arrests).
- In February, average response times were as short as 10 minutes (for investigations) and as long as 15 minutes (for juvenile calls).
- Average response times for crimes were 13 minutes for both months.
- Average response times increased significantly (over 30 percent) from February 2008 to August 2008 only for arrests.
- Average response times decreased significantly (20 percent or more) from February 2008 to August 2008 for agency assists, directed patrols and general non-criminal calls
- In August, average dispatch delays varied between 2 minutes (for directed patrol) and 6 minutes (for juvenile and crime calls).

- In February, average dispatch delays varied between 2 minutes (for arrests and directed patrol) and 7 minutes (for general non-criminal and juvenile calls).
- In August, 90th percentile values for response times were as short as 17 minutes (for agency assists) and as long as over an hour (for arrests).
- In February, 90th percentile values for response times were as short as 17 minutes (for investigations) and as long as over an hour (for arrests).



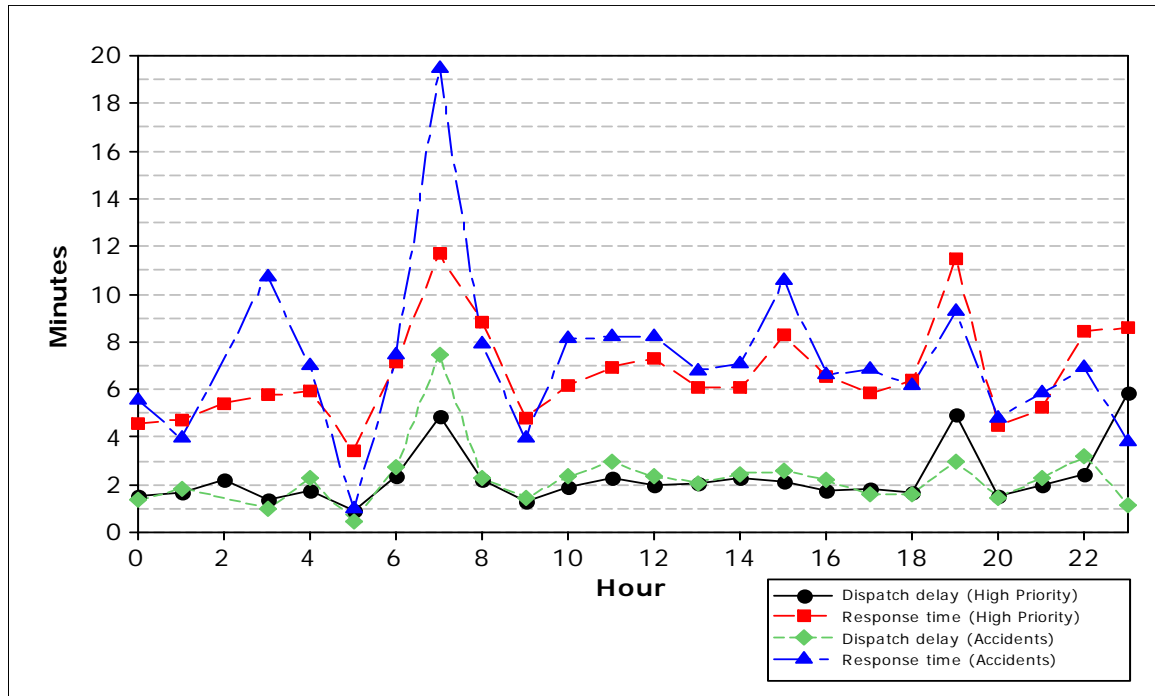
### ***High-Priority Calls***

A priority code from 0 through 9 was assigned to each call by the dispatch center. However, a discussion with the police department indicated that these codes were unreliable. Instead, we took another approach and asked the department to identify call descriptions that were likely to be assigned the highest priority. Table 13 shows average response times for these high priority calls. A separate category for accidents with injuries is also included. These averages included all nonzero on-scene other-initiated calls throughout 2008.

**Table 13. Average Dispatch, Travel, and Response Times, by Priority**

<b>Priority</b>	<b>Dispatch</b>	<b>Travel</b>	<b>Response</b>	<b>Total calls</b>
High	2.3	4.5	6.7	449
Accident with Injuries	2.2	4.9	7.2	168

**Figure 23. Average Response Times by Hour for High-Priority Calls**



**Observations:**

- High priority calls and accidents with injuries had much shorter response time of 6.7 and 7.2 minutes, respectively, in comparison with the overall yearly average of 12 minutes.
- Average response time for high priority calls varied by time of day, from 3.5 minutes between 5 AM and 6 AM to 11.7 minutes between 7 AM and 8 AM.
- Average response time for accidents also varied by time of day, from 1.0 minutes between 5 AM and 6 AM to 19.5 minutes between 7 AM and 8 AM.
- Hourly samples for high priority calls and accidents were quite small. There were only 3 accidents with injuries between 7 AM and 8 AM and none between 2 AM and 3 AM. These results should be used cautiously.

## **V. Comments, Observations, and Recommendations**

### **A. COMPSTAT**

COMPSTAT, an acronym for Computer Statistics or Comparative Statistics, is a management tool begun by the New York City Police Department. The department began conducting weekly Crime Control Strategy Meetings as a means to increase the flow of information between the agency's executives and the commanders of operational units, with particular emphasis on crime enforcement and quality of life issues. The COMPSTAT process is a strong and vigorous performance-management tool capable of assisting the department's middle and upper management in assessing the efficacy of crime control and problem-solving activities in the city.

COMPSTAT is implemented to monitor and combat crime with the realignment and deployment of personnel. Its use allows for a cross section of the department to provide input on issues and concerns surrounding the community. Additionally, it can help city and community leaders collaborate in developing new strategies. Other city department representatives (such as the department of public works, recreation, code enforcement, and fire inspection) can participate in COMPSTAT meetings to help develop interaction between all departments. This will support policing initiatives and strategies. An effective COMPSTAT process must include:

- Sharing of information on effective policing strategies among all of the NPD managers, including real time data collection on performance outcomes
- Dissemination of performance data to commanders on a regular basis
- Identification of priorities for each command assignment in the NPD
- Weekly review of key performance measures
- Development of problem- and crime solving strategies
- An active role for all of the police supervisors
- Variation of the meeting schedule from time to time to fit the various work shifts of the first-line supervisors, which encourages participation by all rank-and-file personnel;

We have found that other police departments that have implemented the COMPSTAT program have achieved success with its use.

***Recommendation***

NPD should explore the feasibility of implementing weekly COMPSTAT meetings, which should involve a cross section of the department's personnel. Police managers at all levels must be fully engaged in monitoring and evaluating subordinates' performance, training, and retraining, with appropriate rewards and discipline as needed, to improve effectiveness and safety.

## **B. Patrol**

*Temporary Anticrime Unit:* The ICMA team noted an increase in property crimes dealing with auto theft (plus 20.93 percent), burglary (plus 4.29 percent), and larceny (plus 23.63 percent). While we acknowledge NPD to be proactive in its customer service-oriented approach to the community, the department has to initiate an aggressive advance to curb these increases. The department should consider using existing personnel to creating a temporary *anticrime unit*, consisting of 3 police officers, to provide special and extra attention to crime-fighting strategies through directed patrols.

During the weekly COMPSTAT meetings, the police administration can target the specific areas of the community. The unit will be assigned to the patrol function, but report to the criminal investigation function for daily assignments. This anticrime project will require a cooperative effort on the part of both the patrol function and criminal investigation commanders, with approval and emphasis added by the chief of police. This unit will act as a proactive crime-fighting unit, working as dictated by when the crimes are occurring and the calls for service occur. Therefore, instead of simply reacting to criminal activity, the department will have a thoughtful plan, which can be developed by all members of the patrol and investigative operations.

### ***Recommendation***

We recommend that the city and police administrations implement a temporary anti-crime unit to target and combat the increase in property crimes.

*Response Time:* The ICMA team observed some of the response times for the patrol units to be excessive. Reviewing the data analysis in

Figure 23, Average Response Times by Hour for High Priority CFS, shows there were spikes from 6 AM to 8 AM, at 3 PM. and from 6 PM to 8 PM. It appears these spikes occur when the shifts are changing or when the afternoon units are placed in service.

***Recommendation***

The police administration should implement at least one early patrol function unit to rectify this situation. In addition, the police administration should establish a mandatory policy that would provide that whenever two patrol units are dispatched to a scene, the first-line supervisor must also be assigned to the scene to ensure proper staffing levels. This policy should have the impact of freeing up police units sooner than is now the case.

*Citation Activity-Nonperformance:* We observed some non-performance in the area of traffic enforcement prior to January 2009 when changes were made in the area of supervision. While quotas are illegal, the administration should initiate some strategies for improving citation activity for officers with a nonperformance issue.

The command staff must rely on first-line supervisors to address this issue, initiating a discussion with supervisors as to how to improve the situation. For example, a supervisor can submit a memorandum to the command staff as to how he is going to motivate an officer. This technique lets both the supervisor and the officer know there is a performance issue. It is also beneficial for the sergeant to be required to ride along during directed patrols to monitor subordinates' activities.

### ***Recommendation***

The police administration should take an assertive approach with officers who exhibit nonperformance. Management should also provide some additional training to the first-line supervisors to help them identify and correct these performance issues.

Management should also support supervisors who find it necessary to counsel or reprimand an officer for nonperformance. If management supports the supervisor, the chances of improving the officer's performance will increase substantially.

*Fire Department-Related Issues:* In a review of calls for service involving weather-related incidents such as storms, power outages, and high winds, we found that police department resources were stretched very thin during these events. It was related to the ICMA team that it is thought the fire department units should play more of an active role in assisting the police department during these events. For instance, even though the police department is still expected to respond to typical police-related calls (crimes, arrests, burglary alarms, and accidents) during these events, police are also expected to protect and cordon off natural disaster scenes.

### ***Recommendations***

The city, police, and fire administrations should develop a collective plan whereby fire personnel will be more proactive when incidents of natural disaster occur in the community.

*Towing:* The NPD towed approximately 700 vehicles in 2008, and expends a considerable amount of time on vehicles that are towed. Due to the administrative processes required to complete a tow, the city should explore the feasibility of a new ordinance whereby a \$20.00 administrative fee for a tow can be applied and collected for the City. The

fee could generate approximately \$14,000 in revenue annually to offset the administrative burden.

### **C. Civilianization**

The Novi Police Department, like most police departments, is confronting increasing demands for services with limited resources. One remedy for the dilemma is the greater use of civilian employees.

Civilianization enables more officers to answer the calls that require full police powers. During our interview process, the chief of police indicated that the police administration was considering the process of identifying positions civilian employees could fill.

To determine whether a position could be civilianized, the following questions must be asked:

- Does the position involve responding to police emergencies?
- Does the position require police officer status or arrest powers?

To ensure the success of the program, prudent personnel selection and effective training are essential. Hiring retired officers who have the job knowledge and respect of the current staff is one way to fill civilian positions. Police acceptance is critical to the success of the process. All levels of management must support civilianization.

The ICMA team has identified and is recommending that the city and police administration should explore and consider changing to civilian positions:



- Property and evidence management
- Traffic accident investigators
- Training officer.

### ***Recommendations***

We recommend that the NPD administration identify those sworn positions that can be appropriately staff by civilians, using a carefully thought-out process whose goals are cost-effectiveness and efficiency. The timetable to implement the recommended changes is the responsibility of the city. The city should fully staff the civilian structure while practicing fiscal restraint.

### **D. Technology/Records**

The patrol units have onboard computer laptops. However, with the current system that is used, when an officer completes a call and later re-opens the report on the laptop, the time for completing the report is not captured. As a result, the officer's time ends up being unaccounted towards the report s/he is working on. Fixes have been reviewed but unless a new number is assigned when the officer returns to the report, the time is not accounted for correctly. This can lead to incorrect data analysis and evaluation.

To boost the department's capacity to prevent and solve auto theft and other crimes, the police administration should investigate the use of License Plate Reader Technology (LPR). An LPR is utilized as both a crime detector and prevention device. The device scans the license plate of every vehicle that passes, and runs the plate numbers through state and federal criminal databases. When the machine gets a "hit," it

delivers instant notification. The devices can typically read hundreds of plates an hour.

The ICMA team observed the operations of the records unit. The civilian personnel were customer friendly and service oriented, and demonstrated professional and dedication in their duties. However, with the 21<sup>st</sup> century technology that is in use at the police department, we believe the unit could operate effectively with less than the current 7 full-time clerks.

***Recommendation***

The city and police administration should explore the feasibility of upgrading its software program so officers will be able to reopen a CFS while on unobligated patrol. This will ensure that the officers and the department are getting the proper credit for consumed time on each CFS.

In addition, the city and police administration should explore the use of a larger server for the computer and laptop system. The server needs greater capacity to deliver the department's standard operating procedures and the policies online. When officers arrive on the scene, they will have appropriate documents and information available to them. This will also allow the department to update policies and procedures with computer time stamps for record keeping and training purposes. In addition, the city and police administrations should also explore purchasing LPR technology to enhance crime-fighting capabilities.

The city and police administration should reduce the number of clerks in the record unit by one, unless the duties of property and evidence management are reassigned to this unit in a civilian position. In addition, the records duties in the fire department should be relocated to police headquarters, thus eliminating the clerk position in the fire department. This will alleviate redundant reporting, and will create a shared service where all police and fire reports will be available at one location.

### **E. Communications**

The basic function of the communication system is to satisfy the immediate information needs of the NPD both in the course of normal daily activities and during emergencies. Communications personnel use the system to convey information from the public to the NPD, to the officer who responds to the call for assistance, to other law enforcement and public service agencies, and to information-storage facilities and retrieval systems.

Most routine communications and all emergency communications are routed through the communications center. There are three interrelated means of communication in place: telephone, radio, and computer. All incoming communications demand immediate attention, forcing a dispatcher to choose one call over the other. The communications center console positions are capable of both receiving telephone calls and dispatching service calls.

#### ***Recommendations***

We recommend the city explore the feasibility of updating its Computer Aided Dispatch/Records Management System to ensure

capture and generation of accurate and understandable data on all aspects of the records management and dispatch functions.

## **F. The Commission on Accreditation for Law Enforcement Agencies (CALEA)**

The Commission on Accreditation for Law Enforcement Agencies (CALEA) is a nationally recognized program that promotes professional police excellence. The program is a progressive and proven method law enforcement agencies use to calculate and improve their overall performances.

The program is made up of standards that contain a clear statement of professional objectives. Agencies that participate conduct a thorough self-analysis to determine how existing operations can be modified to meet the objectives. The CALEA program acknowledges the implementation of policies and procedures that are conceptually sound and operationally effective. A department is able to raise its performance through the CALEA accreditation process..

Accreditation can demonstrate to the department and residents that the NPD is an effective and professional law enforcement agency.

The Commission recognizes that the process to gain accreditation is arduous and takes time. By undertaking and succeeding in the accreditation process, the department can demonstrate its ability to carry out all aspects of its mission effectively and efficiently.

The CALEA program:

- Increases an agency's ability to prevent and control crime through more effective and efficient delivery of law enforcement services to the community it serves
- Establishes standards that address and help reduce liability for the agency members
- Provides the agency with recognition of excellence, accountability, and an opportunity to receive insurance premium discounts in relation to such an achievement
- Establishes standards that make an agency and its personnel accountable to the constituency they serve
- Implements standards that do not conflict with national standards;

### ***Recommendations***

The Novi Department should embark on the CALEA certification process. While it is time-consuming and requires a significant effort, the department will be well served by undertaking and completing the program. The first step in the process is to update and ensure that all department general orders and standard operating procedures meet the criteria outlined in the CALEA program.

### **G. Fleet Issues and Concerns**

Every year the Michigan State Police conduct evaluations on three leading first-line patrol units: Chevrolet Impala, Dodge Charger, and Ford Crown Victoria. The agency's testing results are considered benchmarks by municipalities across the country. The evaluations are nationally recognized as the accepted law enforcement standards and testing program.

Most of NPD's patrol vehicles are Ford Crown Victoria Police Interceptors (CVPI), equipped with 8-cylinder motors. Consideration should be given to purchasing 6-cylinder "police package" Chevrolet Impalas, which have lower initial purchase costs, better gasoline mileage, and a superior drive train warranty compared to the Crown Victoria. We note that the terms of the drive-train warranty (Chevrolet, 5 years/100,000 miles; Ford, 5 years/60,000 miles; Dodge, 3 years/36,000 miles) and combined city-highway gas mileage (Chevrolet 21 mpg, Ford 16 mpg, Dodge [6 cylinder] 20 mpg) offer potential savings in total cost of a vehicle.

*Note:* Both the Los Angeles County Sheriff and the Michigan State Police 2008 model year police vehicle tests illustrated a 4.0-MPG advantage for the Chevrolet over the Ford. Two major cities, New York and Philadelphia, utilize the Chevrolet Impala as first-line patrol vehicles

The optimum time to replace a police car is when total costs, including purchase price, averaged over the car's lifetime, are at a minimum. City and NPD administrations should base fleet replacement/rotation criteria on life-cycle cost data, including acquisition cost and residual value when the car is taken out of service. The service life for patrol cars should be 125,000 miles before replacement; Novi currently replaces patrol vehicles at 80,000 miles.

The ICMA team observed the maintenance operation for the police vehicles. Given the city's overall vehicle maintenance capabilities, we see no reason why the two mechanics now working on police vehicles should

be located at police facilities. These operations could be consolidated with the City's other (DPS, etc.) fleet operations at another location.

### ***Recommendations***

We recommend that the city and police administrations explore the feasibility that police vehicle purchases should have specifications for fuel economy as well as standard warranty comparisons.

The city and police administration should also consider transferring the two police fleet mechanics to multitasking duties at the department of public services.

## **H. Proposed Table of Organization**

### *Deputy Chief's Position*

If the intent is to identify a person in charge whenever the chief of police is not available, the use of the deputy chief title is an acceptable way to achieve the goal. A deputy chief of police shall be the second in command of the police department and shall have authority commensurate to the chief of police, but with final disposition made by the chief of police. A deputy chief of police

- Assumes all authority of the chief, when, for any reason, the chief is absent from duty
- Coordinates the operations of all divisions, bureaus and personnel therein
- Develops and guides all long- and short-term planning within the department

- Reviews all disciplinary proceedings against any member of the department before final disposition by the chief of police
- Is receptive to all community relations programs and develops community spirit together with police functions
- Controls and maintains personnel files.

As now structured, the department manages with four sworn senior persons: the chief, deputy chief, and two lieutenants and two civilian managers: records and communications. Uniform sergeants act as the first line of supervision but do not take part in strategic planning and decision making.

The department should be re-structured into two divisions as follows and as illustrated in Exhibit A: Operations (All field activities – patrol, investigations, etc.) and Support (all non field functions).

Duties are not well defined with the present rank structure. It is clear that many of these senior management responsibilities fall to the lieutenants. We believe that this is an unacceptable structure for management of the department. We recommend the city establish one additional deputy chief position. One deputy chief should be given charge of the operations (line) function, and the other should be given charge of the administrative/support function.

### ***Recommendations***

We recommend a restructuring of the department and the creation of a second deputy chief position. The present duties of operations and administration can be then be redirected to the two deputy chief



positions. There is no need for four senior management positions in the department. This change will also not require additional personnel.

Presently the chief of police and the deputy chief are *at will* (non-union) employees. The additional deputy chief will also be an *at will* (non-union) position.

The concept will follow the Fair Labor Standards Act (FLSA) section regarding police executives. The 3 positions; the deputy chiefs and chief of police, should be considered managerial executives and excluded from the bargaining unit (as is currently the case) applying the following definition:

*A person formulates policies when he develops a particular set of objectives designed to further the mission of a segment of the governmental unit and when he selects a course of action from among available alternatives. A person directs the effectuation of policy when he is charged with developing the methods, means, and extent of reaching a policy objective and thus oversees or coordinates policy implementation by line supervisors. Whether or not an employee possesses this level of authority may generally be determined by focusing on the interplay of three factors:*

*(1) The relative position of that employee in his employer's hierarchy;*

*(2) his/her functions and responsibilities; and*

*(3) The extent of discretion he exercises.*

We note that given the current staffing and deployment levels it would not be necessary to add additional personnel to accomplish this restructuring. The second deputy chief's position should be filled with existing personnel.

## Exhibit A. Proposed Table of Organization, Novi Police Department

