

**Police Department Staffing Study**

**BRIDGEPORT, CONNECTICUT**

FINAL REPORT

February 28, 2025

**matrix**   
consulting group

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## 1. Introduction and Executive Summary

The City of Bridgeport retained the Matrix Consulting Group to analyze police operations comprehensively. The goal was to determine appropriate and optimum staffing levels while ensuring efficient operation management. This document provides the analysis and findings of that effort.

Matrix Consulting Group, founded 22 years ago, has extensive experience conducting similar assessments for over 400 police departments in New England and across the country (including Canada). Our firm has assisted police departments in improving workload balance, management, operations, and attaining 21<sup>st</sup>-century Policing goals.

### (1) Scope of Work

The scope of this study included the assessment of current enforcement operations, response capabilities, staffing, and other resources necessary for the delivery of services to the city. A review of services and the delivery of those services should be performed periodically to ensure needs are being met. This project focused on the emergency services system delivery that included:

- Proactivity
- Resource allocations
- Current and projected staffing
- Alternative service delivery
- Management of resources
- Responsiveness to the public

This document assesses current and projected staffing needs. It offers prioritized guidance for steps the Department can immediately take and plans for the future.

### (2) Approaches Utilized in the Study

Data utilized in this study was developed based on the work conducted by the project team, including.

- Interviews were conducted with staff.
- Collection and analysis of workload and service data.
- A review of operational documents and reports, budget data, organizational structure, and key practices.

### (3) Strategic Improvement Opportunities

The following table summarizes the short-term recommendations in this report. The report itself should be reviewed to understand the factual basis behind each recommendation and the analysis leading to it. It is also important to note that this staffing analysis includes many operations management recommendations necessary to ensure the effective utilization of staff.

#### Summary of Recommendations

##### Operations Division

###### *Patrol Operations*

Target a proactive time level of 40%. This can be accomplished through either of the following options:

– Increase the number of patrol officers by 31, for a total of 164 FTE patrol officers,

*OR*

– Increase the number of officers by 15 and introduce 14 FTE CSOs to deploy a call diversion model. This is subject to the Collective Bargaining Agreement.

Deploy patrol officers on a platoon-based 4/10-hour shift rotation with fixed workdays. This is subject to the Collective Bargaining Agreement.

Create a K9 unit dedicated to the oversight and operational workflow of the K9 units within BPD patrol operations. Increase patrol K9 unit staffing by 1 FTE sergeant and 3 FTE K9 teams for 1 FTE sergeant and 6 FTE K9 teams.

Increase patrol sergeant staffing by 6 FTE for a total of 24 FTE patrol sergeants.

Upon achieving an adequate staffing level in patrol, seek to implement effective community and problem-oriented policing measures to best utilize proactive time and self-initiated workloads.

###### *Special Details/Assignments*

Ensure that in-depth data tracking within the Emergency Services Unit exists to determine future staffing needs and callout analysis. In-depth data will assist in specific incident analysis, hot spots, and predictive analysis.

Ensure that in-depth data tracking within the Scuba Team exists to determine future staffing needs and callout analysis. In-depth data will assist in specific incident analysis, hot spots, and predictive analysis.

## Administrative Services Division

### *Technology*

Add 1 FTE Information Technology Specialist (or applicable city job classification) to Technology Command, for a total of 1 Lieutenant and 1 Information Technology Specialist.

Add 1 FTE Audio/Video specialist (or applicable city job classification) to the Mobile Video Unit, for a total of 1 Sergeant and 1 Audio/Video Specialist.

Create or identify an appropriate job description/classification for a Property Clerk. This is subject to the Collective Bargaining Agreement.

Add 1 FTE Property Clerk (or applicable city job classification) to the Property Unit, for a total of 1 Sergeant, 1 Police Officer, and one non-sworn Property Clerk. This is subject to the Collective Bargaining Agreement.

Retrain officers and sergeants on property submission agency-wide. Begin documenting inappropriate property submissions and task sergeants with addressing repeat offenders.

Identify new storage facilities for property/evidence. This may require a substantial remodel or additional facilities.

Combine Permits and Alarm Permit Units. Evaluate workload after transition.

Continue to support the Fusion Center using limited-duty personnel.

Should the agency expand, consider adding 2 FTE Police Officers to the Fusion Center. This is subject to the Collective Bargaining Agreement.

Consider combining the Traffic Unit Data Analyst and Fusion Intelligence Center Assistant Special Project Manager into one unit to streamline analytical work product.

Ensure a clear and equal focus is placed on tactical, strategic, and administrative analysis.

Utilize crime analysts to incorporate an evidence-based crime reduction strategy into the department's policing philosophy.

Establish an internal database to track crime analysis workload and task completion time for future staffing analysis.

Add 1 FTE typist position for a total of 1 Sergeant and 8 FTE Typist positions in the Records Unit.

Develop Standard Operating Procedures for Records-specific work functions.

Develop a tracking system for processes such as scanned documents, processed FOIA requests, individuals contacting the unit, etc., to help assess long-term workload and staffing needs.

### *Administration*

Add 1 FTE non-sworn support position (most likely a Typist position) to Administration Command to assist with low-level administrative work and document agency accreditation standards (see Planning and Inspections).

Explore a deeper partnership with City Human Resources to address workload issues.

Merge Central Staffing and External Overtime. This is subject to the Collective Bargaining Agreement.

When a unit is staffed with non-sworn employees, place Central Staffing and External Overtime under Fiscal Services. This is subject to the Collective Bargaining Agreement.

Evaluate potential adverse effects of employees' health-related activities associated with the current maximum workday of 16 hours as defined in the department's policy and procedure general order (general order 8.09).

Evaluate current authorized outside overtime assignments and secondary employment to ensure Police Officers are not at risk for disabling injuries that could prevent a return to regular police duty. This is subject to the Collective Bargaining Agreement.

Transfer planning and inspections workload to the Administration Division upon adding a non-sworn employee to assist the Administrative Lieutenant (see recommendations for the Administrative Command re: adding civilian administrative support). This is subject to the Collective Bargaining Agreement.

Fill a vacant non-sworn position in Fiscal Services.

Return fiscal services duties to the Administrative Lieutenant when the non-sworn position is filled.

Place Payroll/Central Staffing/External overtime under Fiscal Services.

When staffing allows, move the Account Clerk from the Chief's Office to Fiscal Services.

## Special Services Division

### *Training Section*

Track workload hours associated with curriculum development to analyze future Training Unit staffing needs.

Evaluate the feasibility of either participating in a nearby regional police academy or forming a partnership with surrounding agencies to create a regional police academy.

Create a department training committee comprised of a cross-section of employees and community members.

Conduct an in-service training needs assessment.

Develop a yearly in-service training plan.

Incorporate emerging and national best practice recommendations into the department's various training programs.

Evaluate academy recruit to staff officer span of control before each academy starts to ensure a 7:1 ratio exists.

Create a full-time Recruitment Officer position and assign it to the Administrative Services Division. This is subject to the Collective Bargaining Agreement.

Develop a comprehensive Recruitment, Hiring, and Retention Plan.

Increase School Resource Unit staffing by 1 Police Officer, for a total of 5 Police Officers.

Fill the current vacant Sergeant position in the Community Service Unit.

### *Special Services Section*

Ensure in-depth data tracking within the Marine Unit exists to determine future staffing needs and unit productivity.

Assign a Sergeant to supervise the Marine Unit as a collateral duty.

Ensure the Narcotics and Vice Unit uses a hot spots policing strategy grounded in a problem-oriented policing framework.

Ensure in-depth data tracking within the Narcotics and Vice Unit to determine future staffing needs and unit productivity. Performance measures should include racial

disparities in enforcement and arrests, citizen complaints, unit total force incidents, and de-escalation tracking.

Ensure supervisory span of control in the Narcotics and Vice Unit does not exceed the recommended ratio of five Officers to one Sergeant during undercover operations, surveillance, and search warrant service.

Conduct regular Narcotics and Vice Unit audits to ensure objectives align with the department's mission.

Implement a data-driven strategic vehicle crash reduction strategy combining highly visible and proactive law enforcement with education programs designed to change risky driving behaviors.

Increase Traffic Unit staffing by 2 Sergeants and 13 Police Officers, for a total of 3 Sergeants, 16 Police Officers, 1 Data Analyst, and 1 Administrative Assistant.

Recommended Traffic Unit structure: Assign 10 Police Officers to traffic enforcement and traffic crash investigation CFS, 2 Police Officers as full-time traffic investigators, 2 Police Officers to impaired driving enforcement, and 2 Police Officers to commercial vehicle enforcement.

Transfer abandoned vehicle tow responsibility from the police department to another city department. This is subject to the Collective Bargaining Agreement.

Increase Shelter Kennel Assistant positions by 1, for a total of 4 Kennel Assistants.

Modify current city employee prerequisite to volunteer at the animal shelter to expand the shelter volunteer program.

Track special event planning tasks to assess workload and analyze future staffing needs.

Add 1 full-time non-sworn Analyst position to meet current special event planning workload demands.

### Investigative Services Division

Assign one sergeant exclusively to the Homicide Unit instead of the shared arrangement with the Robbery / Burglary Unit.

Increase existing detective staff in the Homicide Unit from 4 to 5 detectives.

Assign one sergeant exclusively to the Robbery / Burglary Unit instead of the existing shared arrangement with the Homicide Unit. This results in a net increase of one Sergeant position for supervising Homicide, Robbery, and Burglary.



Increase existing detective staff in the Robbery / Burglary Unit from 3 to 5 detectives.

Assign one sergeant exclusively to the SVU / Domestic Violence Unit instead of the current shared supervision arrangement with Forensics.

Decrease existing detective staff in the SVU / Domestic Violence Unit from 6 to 5 detectives. Continue to deploy one Officer to screen DV caseloads.

Reduce Sergeant Staffing in General Investigations from 3 to 2 positions. Re-assign this position elsewhere in the Investigative Services Division in one of the areas of need as described in this report.

Decrease General Investigations detective staff from 13 to 10 positions. Re-assign these detectives elsewhere in ISD accordingly. Strongly consider eliminating mandated Patrol coverage for this work Unit as it impacts the assigned detectives' overall staffing needs and investigative performance.

Assign one sergeant exclusively to Forensics as opposed to the existing shared arrangement with the SVU / DV and General Investigations. This results in a net increase of one Sergeant position between the Special Victims Unit / Domestic Violence and Forensics.

Maintain existing detective staff in the Forensic Unit of 6 Detectives. Endeavor to collect relevant workload metrics to adjust the staffing size of this unit in the future.

Over the longer term, negotiate the full civilianization of Forensics, including one supervisor and six line-level (e.g., Crime Scene Technician) positions. This is subject to the Collective Bargaining Agreement.

Maintain the staffing levels in the Investigative Services Division, proactive operations (e.g., Task Force) and Administration functions.

Transition the ISD to a data-based organization using performance data and key performance indicators to help inform decision-making. Based on community needs and the Department's proactive enforcement focus, staffing in the proactive units should be revised annually based on annual performance expectations and outputs.

Prepare a Scope Document developed by a BPD steering committee to identify critical features of a computerized Case Management System (CMS). Based on this, devise a Request for Qualifications (RFQ) for select case management system software vendors to ultimately purchase a CMS for the Bridgeport Police Department.

Develop a detective case management procedure manual to improve case management in the ISD. The Manual will help facilitate a common understanding of investigative

services and approaches and encourage using existing tools to manage and track caseloads.

### Office of the Chief

Add 1 FTE Sergeant to the Internal Affairs Unit, increasing the unit's staffing to 5 FTE sergeants (excludes 1 FTE detective position, which also conducts investigations).

Add 1 FTE Secretary position to the Internal Affairs Unit.

Create 2 FTE non-sworn Background Investigator positions for an Internal Affairs Unit, with a total staffing of 1 FTE lieutenant, 5 FTE sergeants, 2 FTE Civilian Background Investigators, and 1 FTE Detective. This is subject to the Collective Bargaining Agreement.

When staffing is appropriate, reduce the use of the lieutenant position in conducting investigations.

Add 1 FTE non-sworn administrative assistant position to support the Office of the Chief.

Transfer the accounting clerk position to Administrative Services under Fiscal Services when staffing permits.

### Review of the Police Collective Bargaining Agreement

Convene a union and management working group to update language to reflect modern practices and remove gender-specific terms. Revise outdated sections to reflect current policies and practices. Resolve conflicts between sections for greater clarity and consistency.

Explore additional opportunities for civilianization to reduce costs associated with administrative roles, enhance career paths for civilian employees, and free up sworn officers for critical law enforcement duties. This is subject to the Collective Bargaining Agreement.

Review management rights provisions to ensure operational flexibility for modernizing practices and to limit union involvement in selection processes to specific scenarios where it is beneficial. This is subject to the Collective Bargaining Agreement.

Update complaint-handling procedures to allow anonymous complaints for serious violations while maintaining safeguards against frivolous complaints and remove unenforceable provisions, such as restrictions on granting immunity. This is subject to the Collective Bargaining Agreement.

## Projected Service and Staffing Needs

To provide the same level of service recommended now, staffing should be increased by 67 sworn positions and 10 civilian positions by 2035, as service needs grow due to continued growth and development<sup>1</sup>.

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<sup>1</sup> This recommendation is made independent of the call diversion practices recommended in the Patrol Division section. See 'Appendix A' for adjusted numbers if the call diversion practices are adopted.

## 2. Operations Division

The Operations Division within the Bridgeport Police Department is overseen by a (1 FTE) Deputy Chief, supported by two patrol captains. The captains report directly to the deputy chief and manage their respective divisions (East and West). Lieutenants report directly to captains in the chain of command and act as watch commanders across all shifts.

### 1. Patrol Workload Analysis

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

#### (1) CAD Analysis Methodology

Our project team has calculated the community-generated workload of the police department by analyzing incident records in the computer-aided dispatch (CAD) database, covering the entirety of calendar year 2022.

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

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

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

## (2) Calls for Service by Hour and Weekday

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

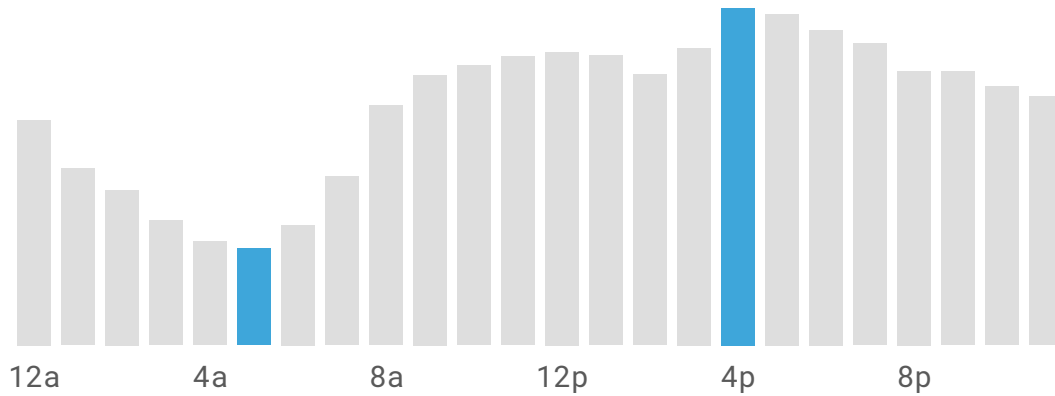
**Calls for Service by Hour and Weekday – 2022**

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
12a	564	360	290	313	274	341	455	2,597
1am	432	257	235	228	249	255	381	2,037
2am	455	194	183	176	179	213	390	1,790
3am	318	177	147	144	183	177	289	1,435
4am	237	143	156	134	168	157	197	1,192
5am	154	190	142	149	160	156	164	1,115
6am	180	175	198	187	212	216	218	1,386
7am	211	278	305	303	287	318	240	1,942
8am	283	388	436	445	432	432	350	2,766
9am	377	504	457	457	481	431	406	3,113
10am	430	446	473	445	480	475	473	3,222
11am	485	461	437	476	472	516	481	3,328
12pm	421	523	492	518	455	483	489	3,381
1pm	464	488	517	493	428	457	489	3,336
2pm	404	453	426	461	448	467	459	3,118
3pm	426	510	517	517	505	516	435	3,426
4pm	458	574	599	591	546	593	525	3,886
5pm	485	551	566	550	566	598	501	3,817
6pm	489	530	510	533	509	549	512	3,632
7pm	519	473	533	470	487	517	476	3,475
8pm	459	449	433	449	436	459	477	3,162
9pm	489	440	422	399	427	458	523	3,158
10pm	419	408	359	395	396	498	506	2,981
11pm	435	350	354	351	391	445	544	2,870
<b>Total</b>	9,594	9,322	9,187	9,184	9,171	9,727	9,980	66,165

In 2022, BPD patrol units responded to 66,165 community-generated calls for service. These calls for service are most prevalent during the late afternoon and early evening hours, and they occur on all days of the week. Further, calls for service are less prevalent during the early morning hours in Bridgeport. These trends are expected in the experience of project staff.

The chart below outlines calls for service trends across 24 hours.

Call for Service Activity by Hour



As shown above, calls for service are minimal during the early morning hours (approximately 0500 hours), with peak calls for service during the 1600 hour. Again, this is expected in the project staff's experience.

Bridgeport patrol operations utilize East and West Divisions, as shown in the image below:



Due to the utilization of these two area commands, it is important to consider these geographic boundaries when making staffing recommendations. When analyzing the calls for service across the East and West Divisions, calls for service are as follows:

**Calls for Service by Hour and Weekday – West Area Command**

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
12a	372	233	192	200	183	235	282	1,697
1am	299	156	155	138	158	170	251	1,327
2am	279	121	112	125	112	131	246	1,126
3am	201	99	84	94	122	117	177	894
4am	137	98	114	91	103	97	116	756
5am	104	127	97	106	102	83	108	727
6am	112	105	115	122	120	119	132	825
7am	139	183	211	211	196	214	158	1,312
8am	185	252	306	290	307	306	244	1,890
9am	242	329	302	312	341	283	267	2,076
10am	273	295	317	282	336	322	318	2,143
11am	311	314	287	304	317	349	316	2,198
12pm	271	346	336	344	302	333	324	2,256
1pm	305	345	337	328	263	319	314	2,211
2pm	277	319	287	301	312	300	301	2,097
3pm	294	332	338	334	332	346	290	2,266
4pm	306	365	386	401	369	383	336	2,546
5pm	318	353	384	340	392	412	321	2,520
6pm	331	352	352	349	332	365	347	2,428
7pm	357	323	370	309	332	336	314	2,341
8pm	293	310	293	306	302	306	317	2,127
9pm	349	306	287	277	290	297	358	2,164
10pm	302	287	236	269	271	338	359	2,062
11pm	322	253	256	256	280	306	384	2,057
<b>Total</b>	<b>6,379</b>	<b>6,203</b>	<b>6,154</b>	<b>6,089</b>	<b>6,174</b>	<b>6,467</b>	<b>6,580</b>	<b>44,046</b>

The 44,046 calls for service in 2022 within the West area command follow trends that are as to be expected by project staff. Calls are minimal during early morning hours, with peak calls for service levels throughout the late afternoon and early evening timeframe, spanning approximately 1500 to 1900 hours. Specifically, to the West area command, there is a clear presence of calls for service during the late evening and early morning hours of the weekend (specifically Saturdays and into early Sunday mornings). This

finding is likely due to the number of entertainment areas (bars, lounges, etc.) in the West area command.

Call trends for the East area command are shown below:

**Calls for Service by Hour and Weekday – East Area Command**

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
12am	182	122	94	108	86	99	163	854
1am	124	97	76	87	86	80	123	673
2am	167	68	68	47	64	78	138	630
3am	110	75	60	47	58	57	107	514
4am	94	43	40	40	62	58	78	415
5am	48	59	43	41	56	70	53	370
6am	65	64	80	62	88	93	83	535
7am	69	91	87	86	86	99	78	596
8am	93	129	120	146	117	119	99	823
9am	128	165	145	131	131	138	130	968
10am	149	144	147	155	136	145	147	1,023
11am	165	140	142	163	147	158	155	1,070
12pm	140	168	146	163	142	143	158	1,060
1pm	151	136	171	155	157	130	167	1,067
2pm	120	126	130	153	126	158	149	962
3pm	126	170	168	174	164	159	137	1,098
4pm	141	198	200	178	168	198	180	1,263
5pm	158	184	171	197	164	172	170	1,216
6pm	149	168	148	173	168	174	156	1,136
7pm	154	141	154	151	148	169	154	1,071
8pm	157	129	133	134	127	145	150	975
9pm	133	127	129	115	128	151	154	937
10pm	110	114	117	118	119	150	138	866
11pm	105	91	91	90	104	132	146	759
<b>Total</b>	<b>3,038</b>	<b>2,949</b>	<b>2,860</b>	<b>2,914</b>	<b>2,832</b>	<b>3,075</b>	<b>3,213</b>	<b>20,881</b>

Although only 20,881 calls for service occurred in the East area command, the same trends emerge as in the West area command, with peak call times during the 1500-to-1900 time span. The only finding is that, compared to the West area command, a weekend nighttime call presence is less prevalent, likely due to the lack of entertainment areas. However, the consistency in these temporal trends will be integral to developing proper staffing models in succeeding sections.



The following table displays the total number of calls for service responses (for both primary and backup units) handled by BPD patrol within each respective patrol area command (East and West):

#### Calls for Service by Area Command

	Primary Units		Backup Units	
	# CFS	Avg. HT	# Backup	Avg. HT
<b>East</b>	20,881	89.7	18,196	48.2
<b>West</b>	44,046	88.4	34,855	47.8
<b>Unkn.<sup>2</sup></b>	1,238	95.3	768	41.4
<b>Total</b>	<b>66,165</b>	<b>88.8</b>	<b>53,819</b>	<b>47.9</b>

The table above outlines how the West area command is approximately twice as busy as the East area command regarding patrol workload, including primary response, backup response, and report workload.

### (3) Calls for Service by Month

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

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<sup>2</sup> Calls for service labeled “Unknown” in this chart are a result of a lack of sufficient geographic/coordinate data provided. These calls represent approximately 1.8% of the total call volume for BPD patrol units, a figure that is as to be expected in the experience of MCG’s data analytics team.

### Calls for Service by Month

Month	# of CFS	Seasonal +/-
Jan	5,174	
Feb	4,946	-5.6%
Mar	5,487	
Apr	5,415	
May	5,890	+3.2%
Jun	5,764	
Jul	6,071	
Aug	5,965	+7.5%
Sep	5,752	
Oct	5,357	
Nov	5,076	-5.1%
Dec	5,268	
<b>Total</b>	<b>66,165</b>	

In the experience of project staff, calls for service follow the seasonal variability that is to be expected in a large city. Calls for service peak during the spring and summer months. Notably, this seasonal variation aligns with the climate of a city in the northeast.

#### (4) Most Common Types of Calls for Service

The following table provides the ten most common incident categories of calls for service handled by BPD patrol units over the last year, as well as the average call handling time (HT)<sup>3</sup> for each:

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

**Most Common Call for Service Categories**

Incident Type	# CFS	HT	12a	4a	8a	12p	4p	8p
Domestic Violence	4,100	114.3						
Commercial Alarm.	3,991	55.8						
Accident – No Injury	3,882	119.3						
Welfare Check	3,583	81.7						
Breach of Peace	2,904	86.1						
Noise Complaint	2,848	48.2						
Suspicious Person	2,170	78.4						
Suspicious Vehicle	1,938	72.0						
911 Hangup	1,897	75.1						
Threatening	1,649	101.7						
All Other Types	37,203	91.8						
<b>Total</b>	<b>66,165</b>	<b>88.7</b>						

The most common call for service type that BPD patrol units responded to in calendar year 2022 were Domestic Violence calls. These 4,100 calls for service accounted for approximately 6% of the total calls for service for the year. The top ten calls for service listed in the chart above account for 44% of the total annual calls for service in Bridgeport.

**2. Analysis of Patrol Resource Needs**

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

Patrol units must not function solely as call responders to provide a high level of service. Instead, officers must have sufficient time outside their community-driven workload to proactively address public safety issues, conduct problem-oriented policing, and perform other self-directed engagement activities within the service environment. As a result, patrol staffing needs are calculated not only based on the capacity of current resources

to handle workloads but also on their ability to provide a certain level of service beyond responding to calls.

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

## (1) Overview of the Resource Needs Analysis

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

- i. The number of community-generated workload hours handled by patrol.
- ii. The total number of hours that patrol is on duty and can handle those workloads, based on current staffing numbers and net availability factors (e.g., leave, administrative time, etc.).
- iii. The remaining time that patrol has to be proactive, also referred to as “uncommitted” time.

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

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

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

- Optimal proactivity levels are a generalized target; a single percentage should be applied to every agency. The actual needs of an individual police department vary based on several factors, including:
  - Other resources the police department has to proactively engage with the community and address issues, such as a dedicated, proactive unit.
  - Community expectations and ability to support a certain level of service.
  - Whether fluctuations in the workload levels throughout the day require additional or fewer resources to be staffed to provide adequate coverage.

- Sufficient proactivity at an overall level does not guarantee, based on workload patterns, and deployment schedules, that resources are sufficient throughout all times of the day and week.

Overall, in order to provide an adequate level of service to the valued members of the Bridgeport community, BPD should generally target an overall proactivity level of **at least 40% as an effective benchmark of patrol coverage**.

**(2) Patrol Unit Staffing and Net Availability**

The Bridgeport Police Department currently follows an 8-hour shift configuration that assigns personnel to three patrol shifts on a fixed basis with rotating workdays. The following table outlines this schedule, showing the number of positions that are assigned to each shift team (including those on long-term and injury leave, but excluding vacancies):

**Patrol Shift Configuration (Current Staffing Levels)<sup>4</sup>**

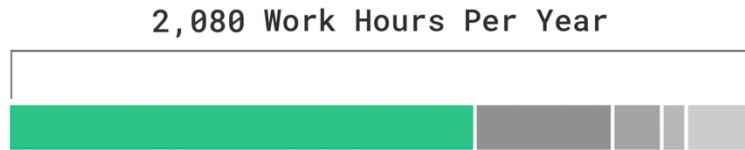
Shift	Start Time	End Time	# Officers (Current)	Rotation
A Shift	0630	1430	45	5/3
B Shift	1430	2230	45	5/3
C Shift	2230	0630	46	5/3

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

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

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<sup>4</sup> Figures displayed in the table also include those in injury and long-term leave, but exclude permanent vacancies in which the position slot is actually open.



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

**Factors Used to Calculate Patrol Net Availability**

---

**Work Hours Per Year**

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

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

---

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

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

*Calculated from BPD data: 340 hours of leave per year*

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

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

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

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

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

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

*Calculated from BPD data: **39 hours of on-duty training time per year***

### **Administrative Time** (subtracted from total work hours per year)

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

The number is calculated as an estimate by multiplying 60 minutes of time per shift times the number of shifts actually worked by officers in a year after factoring out the shifts that are not worked as a result of leave being taken.

*Estimated: **174 hours of administrative time per year***

---

### **Total Net Available Hours**

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

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

**1,507 net available hours per officer**

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

### Calculation of Patrol Unit Net Availability

Base Annual Work Hours		2,080
Total Leave Hours	-	340
On-Duty Training Hours	-	39
On-Duty Court Time Hours	-	20
Administrative Hours	-	174
<hr/>		
Net Available Hours Per Officer	=	1,507
<i>Number of Officer Positions</i>	×	133
<b>Total Net Available Hours</b>	<b>=</b>	<b>200,306</b>

Overall, the 133 officer positions currently assigned to BPD patrol units combine for **200,306 net available hours per year**, representing the time they are on duty and able to respond to community-generated incidents and be proactive.

### (3) Overview of Call for Service Workload Factors

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

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

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



## Factors Used to Calculate Total Patrol Workload

---

### Number of Community-Generated Calls for Service

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

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

*Calculated from BPD data: **66,165 community-generated calls for service***

### Primary Unit Handling Time

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

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

In the case of Bridgeport PD, the average handling time per call for service is much higher than the expected values. This is likely a result of the handling time of several of the most prevalent calls for service (i.e., Domestic Violent, MV Accidents, and Welfare Checks) having extended handling times, as well as the presence of report writing time being encompassed by this overall handling time per call for service.

*Calculated from BPD data: **88.8 minutes of handling time per call for service***

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## Number of Backup Unit Responses

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

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

*Calculated from BPD data: **0.81 backup units per call for service***

## Backup Unit Handling Time (multiplied by the rate)

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

Because calls featuring backup unit responses tend to be more severe, and consequently often require higher workloads for personnel on-scene, the average backup unit handling time is frequently higher than the overall average for primary units. This would be the case for BPD patrol, if their primary unit handling time fell within the expected range (i.e., 30 to 40 minutes) outlined above. On average, BPD backup units spent 48.4 minutes when a backup unit responded.

*Calculated from BPD data: **47.9 minutes of handling time per backup unit***

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## Total Workload Per Call for Service

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

The product of multiplying this value by the calls for service total at each hour and day of the week is the number of hours of community-generated workload handled by patrol units – equating to approximately 140,888 total hours in 2022.

*Calculated from previously listed factors: **127.8 total minutes of workload per call for service***

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

These factors are summarized in the following table:

**Summary of CFS Workload Factors**

<b>Total Calls for Service</b>	<b>66,165</b>	] 70%
Avg. Primary Unit Handling Time	88.8 min.	
<b>Backup Units Per CFS</b>	<b>0.81</b>	] 30%
Avg. Backup Unit Handling Time	47.9 min.	
<hr/>		
Avg. Workload Per Call	127.8 min.	
<b>Total Workload</b>	<b>140,888 hrs.</b>	

Overall, each call represents **an average workload of 127.8 minutes**, including all time spent by the primary unit handling the call, the time spent by any backup units attached to the call, and any reports or other assignments completed about the incident.

**(4) Calculation of Overall Patrol Proactivity**

Using the results of the analysis of patrol workloads and staff availability, it is now possible to determine the remaining time in which patrol units can function proactively. This result can then function as a barometer to gauge the capacity of current resources to handle call workload demands, given objectives for meeting a certain service level.

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

### Calculation of Overall Patrol Proactivity

Total Patrol Net Available Hours		200,386
Total Patrol Workload Hours	-	140,888
Resulting # of Uncommitted Hours	=	59,498
Divided by Total Net Available Hours	÷	200,386
<b>Overall Proactive Time Level</b>	=	<b>29.7%</b>

Bridgeport PD patrol has a **current patrol proactive time level of 29.7%**. This percentage, when compared to the recommended proactive times above, indicates a staffing level that is not capable of consistently effectively handling the calls for service workload in Bridgeport and with sufficient proactive time available to address community problems.

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

### Proactivity by Hour and Weekday

	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Overall
2am-6am	43%	65%	64%	71%	64%	66%	45%	<b>60%</b>
6am-10am	58%	49%	47%	45%	45%	45%	51%	<b>49%</b>
10am-2pm	34%	30%	25%	28%	28%	26%	28%	<b>28%</b>
2pm-6pm	12%	9%	2%	3%	5%	6%	17%	<b>8%</b>
6pm-10pm	17%	21%	24%	16%	22%	18%	19%	<b>20%</b>
10pm-2am	4%	27%	33%	32%	31%	22%	16%	<b>23%</b>
Overall	28%	34%	33%	33%	33%	31%	29%	<b>30%</b>

Adequate proactive capabilities of BPD patrol are isolated to the early morning hours, coinciding with community-generated calls for service at their lowest. During peak hours of the day, proactive capabilities are in the negatives, meaning that calls for service are queued.

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

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

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

Given these considerations, **an additional 5% authorized (budgeted) positions should be added to the actual number of currently filled (actual) positions to account for turnover** while maintaining the ability to meet the targeted proactivity level. The resulting figure can then be rounded to the nearest whole number, assuming that positions cannot be added fractionally. Notably, the number of officers needed without a turnover is fractional, as it is an intermediate step in the calculation process.

These calculations are shown in the following table:

**Calculation of Patrol Unit Staffing Needs**

Total Workload Hours		140,888
Proactivity Target		40%
<i>2M:??&gt;= 'HNKL -&gt;&gt;=&gt;=</i>	<i>∅</i>	<i>VWX}\UW</i>
Net Available Hours Per Officer	÷	1,507
Turnover Factor	+	5%
<b>Patrol Officer FTEs Needed</b>	<b>=</b>	<b>164</b>

As a result, BPD patrol operations needs to be staffed with a total of **164 FTE officers** to properly assign sufficient personnel to patrol to reach the targeted 40% proactivity level while accounting for a 5% turnover rate.

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

**(6) Current Patrol First-Line Supervision**

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

Staffing needs for patrol sergeants can be measured by span of control ratios or the average number of officers assigned to sergeants. Many of the key drivers of sergeant workloads include report review, use of force and pursuit review, and performance evaluations, which scale directly with the number of officers assigned to a sergeant. Consequently, the more officers assigned per sergeant, the less time it takes for sergeants to be out in the field directly supervising them. In general, no sergeant should supervise more than about nine officers.

These targets should be adjusted based on the administrative duties that sergeants are required to handle. If sergeants handle more responsibilities with significant workloads than is typically the case, then the span of control that an agency should target should be lower than usual, ensuring that sergeants supervise fewer officers.

The following table outlines the current spans of control ratios for patrol sergeants:

**Bridgeport Patrol Sergeant Spans of Control – Current**

Shift	# Officers	# K9s	# Sergeants	Ratio
A Shift	44	1	6	7.5:1
B Shift	44	1	6	7.5:1
C Shift	45	1	6	7.7:1

Currently, spans of control ratios for patrol sergeants do not exceed the recommended thresholds outlined above. However, when accounting for the increase in recommended patrol officer staffing, spans of control ratios will be re-evaluated in succeeding sections.

### 3. Recommended BPD Patrol Staffing and Deployment Model

The previous sections outlined how the current authorized staffing for the Bridgeport police department cannot adequately serve the valued members of the Bridgeport community. As a result, project staff have developed the following staffing and deployment plan to optimize patrol operations within the department. This model **utilizes the recommended 164 FTE officer positions** and outlines a strategic staffing and deployment strategy for BPD patrol operations.

#### (1) Implementing Optimal Shift Rotations

When analyzing a new staffing and deployment model for a contemporary police agency, evaluating all potential deployment options is important. Traditionally, the Bridgeport Police Department has been deployed in a 5/8-hour schedule – having patrol officers deployed on five separate shifts weekly for 8 hours per shift. This is one of many wide-practiced options for law enforcement agencies nationwide; however, any holistic staffing study will evaluate the feasibility of all prospective staffing and deployment options.

Any potential police agency scheduling option (specifically 8- and 10-hour shifts) has its own set of advantages, as outlined below:

#### Advantages of the 8-hour Shift

- **Reduced Fatigue:** Shorter shifts can help mitigate the effects of fatigue, allowing officers to maintain higher levels of alertness and cognitive function throughout their workday. This can be especially crucial in high-stress environments where split-second decisions are necessary.
- **Improved Work-Life Balance:** With more frequent shift changes, officers on 8-hour rotations may find it easier to balance their work commitments with personal and family responsibilities. This can contribute to higher job satisfaction and lower rates of burnout among personnel.
- **Enhanced Adaptability:** The shorter duration of 8-hour shifts enables police departments to adjust staffing levels more dynamically in response to fluctuating demand for police services. This adaptability can facilitate better resource allocation and more efficient personnel deployment.

#### Advantages of the 10-hour Shift

- **Extended Time Off:** Longer shifts allow officers to work fewer days per week while maintaining full-time employment status, resulting in extended periods off

between shifts. This can promote greater work-life balance and provide opportunities for rest and recuperation.

- **Enhanced Productivity:** With longer shifts, officers may have more uninterrupted time to focus on their duties, leading to potentially higher productivity levels and task completion. This can be particularly beneficial for assignments requiring sustained attention or complex problem-solving.
- **Reduced Commuting Frequency:** By condensing their workweek into fewer days, officers on 10-hour rotations may experience reduced commuting frequency, saving time and transportation costs while minimizing their environmental footprint.

Project staff utilized complex staffing and deployment models to evaluate all potential shift lengths for BPD to consider.

**(2) Proper Staffing Allocation across Area Command**

It is important for BPD administration also to consider the different levels of workload faced across the East and West area commands within BPD patrol operations. The table below utilizes the workload factors shown above to calculate a ‘% Workload’ value, indicating the overall percentage of community-generated workload that is faced within each area command:

	Primary Units		Backup Units		% Workload
	# CFS	Avg. HT	# Backup	Avg. HT	
<b>East</b>	20,881	89.7	18,196	48.2	32%
<b>West</b>	44,046	88.4	34,855	47.8	66%
<b>Unkn.</b>	1,238	95.3	768	41.4	2%
<b>Total</b>	<b>66,165</b>	<b>88.8</b>	<b>53,819</b>	<b>47.9</b>	<b>100%</b>

The table above outlines that the workload within the West area command accounts for two-thirds (66%) of the total community-generated workload for BPD. The recommended 164 FTE officers should be allocated proportionally to this workload, as shown in the table below:



**Officer Allocation Across Area Commands**

<b>Area Command</b>	<b>% Workload</b>	<b>Officers</b>
<b>East</b>	32%	54
<b>West</b>	66%	110
<b>Total</b>	<b>100%</b>	<b>164</b>

These officer allocations will be used in the staffing and deployment models outlined in the section below. Further, as outlined previously, the same scheduling and deployment structure can be utilized for both the East and West area commands due to the same workload trends across the two area commands. This analysis is completed in the section below.

**(3) Recommended BPD Patrol Staffing and Deployment Model**

To staff BPD patrol optimally with the recommended FTE officers (164 FTE), project staff developed the following shift staffing recommendations. As mentioned, project staff seek to utilize the most advantageous shift schedule to provide sufficient service levels to the Bridgeport community.

As a result, project staff recommend the following scheduling and deployment model for BPD patrol operations:

**Recommended BPD Operations Patrol Shift Configuration – 164 FTE**

<b>Area Command</b>	<b>Shift</b>	<b>Start Time</b>	<b>End Time</b>	<b>Shift Rotation</b>	<b># Ofcs. (Rec.)</b>
East	A1	0600	1600	Sun - Wed	8
	A2	0600	1600	Wed - Sat	8
	B1	1400	0000	Sun - Wed	11
	B2	1400	0000	Wed - Sat	11
	C1	2200	0800	Sun - Wed	8
	C2	2200	0800	Wed - Sat	8
West	A1	0600	1600	Sun - Wed	17
	A2	0600	1600	Wed - Sat	17
	B1	1400	0000	Sun - Wed	22
	B2	1400	0000	Wed - Sat	22
	C1	2200	0800	Sun - Wed	16
	C2	2200	0800	Wed - Sat	16
					<b>164</b>

This schedule utilizes a 10-hour platoon-based shift that deploys officers on fixed workdays (either Sunday through Wednesday or Wednesday through Saturday). The same deployment schedule is feasible for both the East and West area commands and can be mirrored with appropriately allocated personnel.

The feasibility of this scheduling and deployment model is encompassed in the resulting proactivity of BPD patrol units – exemplified in the table below:

**Proactivity by Hour and Weekday – Recommended Deployment**

	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Overall
2am–6am	23%	52%	52%	61%	52%	53%	26%	<b>46%</b>
6am–10am	67%	59%	57%	56%	57%	57%	62%	<b>65%</b>
10am–2pm	39%	35%	30%	33%	34%	32%	33%	<b>34%</b>
2pm–6pm	44%	41%	36%	37%	38%	38%	47%	<b>48%</b>
6pm–10pm	31%	35%	37%	31%	36%	32%	33%	<b>34%</b>
10pm–2am	11%	34%	39%	37%	38%	31%	20%	<b>43%</b>
Overall	43%	47%	47%	47%	47%	45%	44%	<b>46%</b>

As shown above, proactive capabilities are spread evenly throughout all days of the week and 4-hour time blocks throughout a 24-hour time frame. Perhaps most importantly, there are **no time blocks with negative proactive capabilities**, indicating the ability of BPD patrol units to respond to calls for service much more efficiently and prevent community-generated calls for service from queuing.

**(3.1) Justifying the 10-hour Deployment Schedule**

To provide further justification for using a 10-hour deployment schedule, project staff have calculated the FTE necessary to provide the same level of service as outlined through an 8-hour deployment schedule. This calculation and deployment outline **would require an additional 12 FTE** patrol officers, for a total of 176 FTE patrol officers.

#### **(4) Feasibility of Implementing Alternative Response Strategies**

The following sections examine opportunities to divert calls for service from sworn patrol response to other means, allowing service levels to be improved with limited resources while also providing the potential for quicker responses to low-priority calls for service.

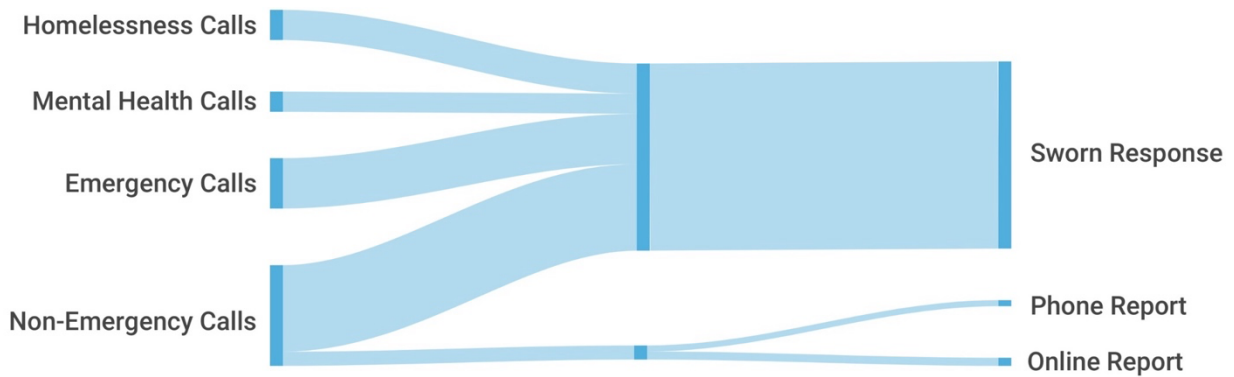
##### **(4.1) Overview of the Call Diversion Framework**

In recent years, more and more has been asked of police officers. Police have been called to function as social services in responding to issues of homelessness and mental health issues and serve numerous other roles beyond what was expected in the past. At the same time, service level expectations have not diminished. Perhaps more than ever, police have been asked to respond to minor, non-emergency calls, such as non-injury accidents and calls that do not need a police officer response.

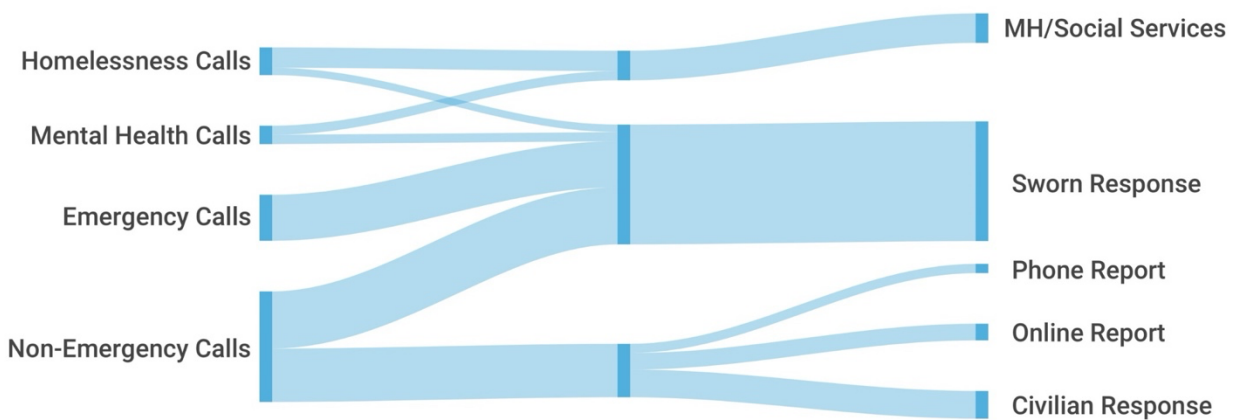
Although this analysis focuses on establishing a civilian field responder classification to handle low-priority calls for service, it is critical to stress that this is part of a larger picture of call diversion. Reducing police workload involves using not only civilian field responders but also emphasizing and expanding phone and online reporting and specialized teams to handle calls involving homelessness and mental health issues.

The following pair of diagrams provide an illustrative model for how call diversion can reduce the involvement of police in handling certain types of workloads – handling those calls through alternative methods instead of traditional enforcement approaches:

**Before Implementing Call Diversion Approaches**



**After Implementing Call Diversion Approaches**



**Various approaches to reducing patrol workload can free patrol officers’ time to focus on the activities that most benefit from their skills, such as proactive policing, responding to emergency calls for service, and engaging with the community.**

This chapter examines the feasibility of implementing call diversion, mainly through establishing a civilian field responder program that can handle lower-priority calls for service. A comparative survey deployed by Matrix Consulting project staff indicated significant potential for such a program in police departments similar to Bridgeport's.

To determine the number of calls in Bridgeport that could be handled by a civilian field responder, the project team examined the same CAD dataset used for patrol, examining only incidents that have been identified as community-generated calls for service currently handled by patrol officers.

#### **(4.2) Building a Call Diversion Program Based on the Experience of Other Agencies**

Before the scope of such a program can be determined in Bridgeport, it is critical to examine its contents—which calls the civilian responders could feasibly handle and how this translates to the call types used in BPD CAD data.

To better inform the call diversion analysis, the project team used comparative data from other agencies that deploy civilian CSOs (i.e., civilian call responders) to handle calls for service in the field. CAD data was analyzed in each agency using the same methodology to provide a more detailed analysis.

While agencies can have vastly different approaches to categorizing calls, many types of calls relevant to this analysis are primarily congruent across datasets, with differences mainly affecting the striation of severity between call subtypes (e.g., minor and major injury accident categories). To ensure this is the case, agencies selected for the comparative analysis are in the same state, partly for their similarity in call types, since many reflect penal code numbering systems. Nonetheless, some aggregation of call types was needed to group calls under the same broad categories. For instance, one CAD database may have a “Missing Juvenile” call type but not “Runaway Juvenile,” while others have distinct call types for both.

If a different state is used, it should be noted that civilian responders would not require arrest or citation powers for the call types in question, thus removing some legal complexity regarding the state they would be operating in.

The following table summarizes the results of this comparative analysis, showing the percentage of calls that were diverted to CSO’s in each agency by type of call:

**% of Calls Handled by CSOs During Their On-Duty Hours**

Call Type	Rancho Cordova	Roseville	Mountain View	West Sacramento	Avg.	Max
Traffic Hazard	11%		50%		31%	50%
Theft	41%	39%	35%	53%	42%	53%
Accident (Non-Inj.)	22%	14%	42%		26%	42%
Theft From Vehicle	41%	56%	46%	66%	52%	66%
Auto Theft	45%	42%	55%	62%	51%	62%
Recovered Stolen	44%	35%	58%	21%	40%	58%
Lost/Found Property	18%	47%	67%	50%	46%	67%
Graffiti		80%		50%	65%	80%
Vandalism	20%	37%	47%	49%	38%	49%
Runaway/Missing	25%	40%	48%	37%	38%	48%
Burglary-Res.	38%	39%	52%	50%	45%	52%
Burglary-Comm.	60%	39%	60%	50%	52%	60%
Fraud	15%	33%	49%	63%	40%	63%
Parking Complaint		27%	70%		49%	70%
Grand Theft	21%	31%	30%	59%	35%	59%
Accident (Min. Inj.)	15%	12%	47%		25%	47%
Property Pickup	12%		93%		53%	93%
<b>Diversion Rate</b>	<b>11%</b>	<b>10%</b>	<b>29%</b>	<b>12%</b>	<b>16%</b>	<b>29%</b>

This analysis shows that there are prevailing practices and significant precedents for a wide range of calls to be handled by civilian responders as an alternative. This includes many calls involving the report of crimes, such as burglaries (cold only/past tense), fraud, theft incidents, and several process-oriented workloads, such as events involving lost/found property or recovered stolen property.

The common traits among the selected call types principally include the following:

- Lack of on-scene suspects/perpetrators; consequently, low risk is involved.
- Lack of two conflicting parties (such as in a domestic incident).
- Arrests do not need to be made when responding to the call.

The maximum values are most relevant in this analysis, as they should represent the upper potential for call diversion. Lower values could largely be due to insufficient CSOs on duty rather than their eligibility to handle the call if another agency can divert a much higher percentage.

### **(4.3) Analysis of Call Diversion Potential**

Based on the comparative analysis of other departments that deploy CSOs to respond to lower-priority calls for service, the project team analyzed the feasibility of implementing a program with a similar scope in Bridgeport.

BPD call types were mapped against the categories used in the comparative analysis, with percentages assigned that reflect rounded values from the upper potential (max) values of the comparative agencies, combined with the experience of MCG project staff and the extensive interviews and field-work that have been completed by project staff in Bridgeport. Translating the categories into the call type categorization BPD uses, the relevant calls are highly similar to those used in the comparative context.

The following table categorizes calls into broader groups and lists their matching diversion percent based on the comparative data and experience of MCG project staff.

### Bridgeport Call Types Identified for Diversion with Diversion %

Category	Incident Type	% Divertible
<b>Traffic</b>	MVA MOTOR VEHICLE ACCIDENT - NO INJURY	60%
	ROAD HAZARD	60%
	ABANDONED M/V	70%
	DISABLED MOTOR VEHICLE	50%
	RECOVERED M/V	50%
<b>Cold Reports</b>	NOISE COMPLAINT	60%
	ASSIST MEDICS	60%
	PARKING VIOLATION	40%
	HARASSMENT	50%
	STOLEN VEHICLES	65%
	VANDALISM	50%
	LARCENY FROM MOTOR VEHICLE	60%
	ROBBERY	40%
	BURGLARY - RESIDENTIAL	60%
	BURGLARY - COMMERCIAL	50%
	LOST PROP - LICENSE PLATE/ PERS. PROP	60%
	CITIZEN COMPLAINT	50%
	ROBBERY ATTEMPTED	50%
	PROPERTY DAMAGE	60%
	FORGERY	60%
<b>Miscellaneous</b>	ANIMAL COMPLAINT	70%
	NOTIFICATIONS - ASSIST OTHER 10-46	60%
	JUVENILE COMPLAINTS	40%
	FOUND PROPERTY	60%
	ILLEGAL DUMPING	50%
	PUBLIC ASSISTANCE	50%
<b>Homelessness/MH</b>	HOMELESS / VAGRANCY	70%

Importantly, agencies allow many of these call types, such as non-injury accidents, thefts, thefts from vehicles, and property damage, to be reported online. Thus, diversion can be more effective rather than relying on one method by allowing for a spectrum of different parallel approaches.

Nonetheless, as noted earlier, these percentages represent the maximum potential for diversion rather than what is likely to occur based on staffing, deployment, and other factors.



Using these percentages, BPD CAD data (covering the same period used for the patrol analysis) can be used to identify how this potential translates into workload being diverted from patrol officers. The following table presents the results of this analysis:

### Estimated Potential for Non-Emergency Call Diversion in Bridgeport

Category	Incident Type	# CFS	% Divertible	# Diverted	Hours Diverted
<b>Traffic</b>	MVA - NO INJURY	3,882	60%	2,329	5,213
	ROAD HAZARD	634	60%	380	512
	ABANDONED M/V	236	70%	165	188
	DISABLED MOTOR VEHICLE	186	50%	93	125
	RECOVERED M/V	178	50%	89	183
<b>Cold Reports</b>	NOISE COMPLAINT	2,848	60%	1,709	1,799
	ASSIST MEDICS	1,360	60%	816	1,281
	PARKING VIOLATION	1,172	40%	469	630
	HARASSMENT	863	50%	432	802
	STOLEN VEHICLES	838	65%	545	1,131
	VANDALISM	508	50%	254	507
	LARCENY FROM MOTOR VEHICLE	262	60%	157	323
	ROBBERY	253	40%	101	231
	BURGLARY - RESIDENTIAL	208	60%	125	244
	BURGLARY - COMMERCIAL	111	50%	56	115
	LOST PROP – LIC. PLATE/ PERS. PROP	86	60%	52	92
	CITIZEN COMPLAINT	77	50%	39	38
	ROBBERY ATTEMPTED	40	50%	20	46
	PROPERTY DAMAGE	5	60%	3	7
	FORGERY	2	60%	1	1
<b>Miscellaneous</b>	ANIMAL COMPLAINT	762	70%	533	905
	NOTIFICATIONS - ASSIST OTHER 10-46	577	60%	346	528
	JUVENILE COMPLAINTS	267	40%	107	166
	FOUND PROPERTY	104	60%	62	91
	ILLEGAL DUMPING	71	50%	36	53
	PUBLIC ASSISTANCE	2	50%	1	1
<b>Homelessness/MH</b>	HOMELESS / VAGRANCY	32	70%	22	33
	<b>Total</b>	<b>15,564</b>	<b>–</b>	<b>8,942</b>	<b>15,244</b>

This analysis demonstrates that, based on the experience of other agencies, up to 8,942 calls for service could be diverted to civilian response. This represents about **24% of all**

**calls handled by patrol** – an exceptional result that would significantly affect patrol service levels.

The identified calls represent 15,244 workload hours, the diversion of which would reduce the workload handled by patrol officers, increase their ability to be proactive and engage with the community, and work towards addressing service level inadequacies and inequities throughout the city. In isolation—without considering the effect of other recommendations, such as staffing level changes—**diverting 24% of patrol’s calls for service would increase patrol proactive time from 30% to 37%, significantly improving service levels to the Bridgeport community.**

#### (4.4) Determining CSO Staffing Needs

To determine the number of staff needed to handle the diverted calls for service workload outlined in previous sections, the following table utilizes a 75% utilization rate<sup>5</sup> of CSOs to calculate the staff needed.

##### Bridgeport PSA Staffing Calculations

	#
Diverted Workload Hours	15,244
% Utilization	75%
Hours to Staff	20,325
Net Available Hrs. / FTE <sup>6</sup>	1,527
<b>FTEs Needed</b>	<b>14</b>

These calculations indicate that 14 FTE CSOs are needed in Bridgeport to enhance public safety and effectively divert the calls for service in the previous section.

#### (4.5) CSO Team FTE Allocations

The following table considers the daily variation of these calls for service to deploy CSOs throughout Bridgeport. Calls for service across the East and West area commands and these niche areas of calls that are to be diverted to civilian response follow the same overall temporal trends as shown in previous sections.

<sup>5</sup> A 75% utilization rate is implemented in an effort to accurately portray the workflow of a CSO. Implementing this utilization rate allows CSOs to be proactive in their contacts, as well as spend time on non-call related workload if necessary.

<sup>6</sup> CSO net availability was calculated by taking the 1,507 hours of BPD patrol units with an additional 20 hours to replace the court time.

As a result, the table below considers these factors to deploy these 14 FTE CSOs most effectively.

**Recommended CSO Team FTE Allocations**

Team	Days	Start Time	End Time	# CSO
Team 1	Sun - Wed	0900	1900	7
Team 2	Wed - Sat	0900	1900	7

As a result, BPD should seek to deploy 14 FTE CSOs within patrol operations to handle low-priority, public-safety-related calls for service.

**(4.6) Effect of Diversion on Patrol Staffing**

Adopting a call diversion strategy will influence the sworn staffing needed for the Patrol Division. The sections above outlined how 15,244 workload hours will be diverted away from a sworn response if the diversion strategy is adopted. As a result, the following table calculates the needed patrol FTE count:

**Calculation of Patrol Staffing Needs with Diversion**

Total Workload Hours		125,644
Proactivity Target		40%
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Net Available Hours Per Officer	÷	1,507
Turnover Factor	+	5%
<b>Patrol Officer FTEs Needed</b>	=	<b>146</b>
<i>Patrol Officer FTE (+/-)</i>	=	<i>-18</i>

The calculation above outlines how, if an effective call diversion strategy is deployed within BPD patrol operations, 146 FTE patrol officers would be needed to complement the 14 FTE CSOs recommended. This is 18 FTE more patrol officer positions than a field operations strategy without any call diversion to non-sworn personnel<sup>7</sup>.

<sup>7</sup> See Appendix for breakdown of staffing projections if the call diversion model above is adopted by the BPD Patrol Division.

**Recommendation:**

**In the Patrol Division, a civilian field responder program should be created to divert low-priority calls for service away from a sworn response. Staff the program with 14 CSO positions deployed in a two-team deployment with 7 FTE per team. If deployed, these 14 FTE CSO positions will alleviate the need for 18 patrol officer FTE. This is subject to the Collective Bargaining Agreement.**

**(5) Bridgeport PD K9 Units**

Currently, 3 FTE K9 units are deployed as a part of Bridgeport PD patrol operations. These units are solely support personnel and are **not regularly responsible** for an assigned beat or for responding as the primary unit for calls for service.

### Alarm-related Calls for Service

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
12a	60	57	79	58	66	59	67	446
1am	54	72	58	60	70	67	62	443
2am	80	65	76	63	52	53	49	438
3am	36	83	49	53	64	78	75	438
4am	36	55	82	54	59	57	36	379
5am	45	110	52	63	65	63	45	443
6am	54	52	57	54	76	71	61	425
7am	62	44	70	49	45	65	63	398
8am	68	56	48	47	68	77	99	463
9am	98	77	49	46	62	65	77	474
10am	79	68	34	47	44	53	79	404
11am	76	60	54	35	39	52	69	385
12pm	69	57	50	37	42	63	90	408
1pm	62	36	45	37	29	34	83	326
2pm	46	36	25	27	25	45	71	275
3pm	66	46	30	45	44	59	83	373
4pm	49	76	48	61	60	67	66	427
5pm	71	85	65	61	66	80	66	494
6pm	52	89	66	66	53	81	71	478
7pm	47	65	62	61	67	55	60	417
8pm	38	71	72	82	56	85	73	477
9pm	54	45	61	38	41	50	68	357
10pm	62	89	77	86	101	109	83	607
11pm	40	58	71	57	56	68	47	397
<b>Total</b>	1,404	1,552	1,380	1,287	1,350	1,556	1,643	10,172

In total, there were 10,172 alarm-related calls for service in Bridgeport in 2022. These calls follow the expected patterns in the experience of MCG project staff. They are most prevalent outside regular American weekday hours (0900 to 1700) when alarms are routinely disarmed during business hours. However, these calls for service are not diminished, as residential alarms are routinely set when homeowners are out of the house.

With an average handling time of 45.2 minutes per call for service, these calls account for a total workload of 7,658 hours. The table below utilizes the same net available work hours as patrol officers (see above) to determine the necessary K9 unit staffing for Bridgeport PD:

### Bridgeport PD K9 Unit Staffing Needs

Total Alarm-related Workload Hours		7,658
Net Available Hours Per Officer	÷	1,354
<b>K9 Officer FTEs Needed</b>	<b>=</b>	<b>6</b>

Since these units are utilized in a direct support context, there is no need to input a proactive capability of these units. To handle the 7,658 workload hours, BPD needs to be staffed with a total of **6 FTE K9 units**. To determine the appropriate allocation of these units across shifts, the following table summarizes the workload of these calls for service across the East and West patrol divisions:

### Alarm-related Calls by the Patrol Division

Alarm Call Type(s)	Total	East	East %	Workload	
				West	West %
Alarm Burglary - Commercial	5,202.6	1,649.3	32%	3,553.3	68%
Alarm Burglary - Residential	1,910.2	435.3	23%	1,475.0	77%
Alarm Duress - Commercial	342.8	108.0	32%	234.8	68%
Alarm Duress - Residential	180.5	44.4	25%	136.0	75%

As can be seen, and parallel to the findings thus far in the report, an overwhelming majority of these calls for service occur within the West patrol division. However, due to the presence of needed K9 staffing within the East division, project staff are recommending the formation of a centralized K9 unit deployed as follows:

### Recommended K9 Unit Assignments by Patrol Shift

Shift	# K9s (Rec.)
A1	1
A2	1
B1	1
B2	1
C1	1
C2	1

Further, one additional FTE sergeant will be needed to supervise the K9 unit. The addition of this sergeant FTE is crucial to the overall functionality and success of the six FTE K9 units, as overseeing the logistics, training, and deployment of these specialized units is critical to the overall success of the K9 program throughout BPD.

**(6) Accounting for Adequate Supervisory Spans of Control**

As mentioned previously, supervisory spans of control are an integral part of any police agency's overall functionality. This is particularly true of patrol operations in large city departments such as Bridgeport PD. In general, no sergeant should supervise more than about nine officers.

As before, these targets should be adjusted based on the administrative duties that sergeants are required to handle. If sergeants handle more responsibilities with significant workloads than is typically the case, then the span of control that an agency should target should be lower than usual, ensuring that sergeants supervise fewer officers.

At the current staffing of 133 FTE officers and 3 FTE K9 officers, BPD has no spans of control ratios more significant than one sergeant per 7.7 officers. However, due to the recommended increase in officer staffing, there must be a proportionate increase in sergeant staffing to maintain these sufficient spans of control ratios. As a result, project staff recommend the following sergeant staffing levels by patrol shift:

**Bridgeport Patrol Sergeant Spans of Control – Recommended**

Area Command	Shift	# Ofcs. (Rec.)	# Sgts. (Rec.)	Ratio
East	A	8	1	8:1
	A	8	1	8:1
	B	11	2	5.5:1
	B	11	2	5.5:1
	C	8	1	8:1
	C	8	1	8:1
West	A	17	3	5.7:1
	A	17	3	5.7:1
	B	22	3	7.3:1
	B	22	3	7.3:1
	C	16	2	8:1
	C	16	2	8:1

The recommendations outlined above require 24 FTE patrol sergeants, an increase of **6 FTE patrol sergeants**.

**(7) Summary of Recommended Patrol Staffing**

To summarize, the following table outlines the total recommended staffing, by position, for Bridgeport PD patrol, organized by deployment strategy:

**Summary of Recommended BPD Patrol Staffing by Position Type by Strategy**

Position	Current	Patrol Model		Diversion Model	
		Recommended	Net (+/-)	Recommended	Net (+/-)
Sergeant	18	24	+6	24	+6
Officer	133	164	+31	148	+15
Sergeant (K9)	-	1	+1	1	+1
Officer (K9)	3	6	+3	6	+3
CSO	-	-	-	14	+14

These increases in BPD patrol operations are integral to the overall operational success of BPD patrol, which can provide high levels of service to the Bridgeport community and efficiently respond to calls for service.

**Recommendations:**

Target a proactive time level of 40%. This can be accomplished through either of the following options:

- Increase the number of patrol officers by 31, for a total of 164 FTE patrol officers,

*OR*

- Increase the # of officers by 15 and introduce 14 FTE CSOs to deploy a call diversion model. This is subject to the Collective Bargaining Agreement.

Deploy patrol officers on a platoon-based 4/10-hour shift rotation with fixed workdays. This is subject to the Collective Bargaining Agreement.

Create a K9 unit dedicated to the oversight and operational workflow of the K9 units within BPD patrol operations.

Increase patrol K9 unit staffing by 1 FTE sergeant and 3 FTE K9 teams for a total of 1 FTE sergeant and 6 FTE K9 teams.

Increase patrol sergeant staffing by 6 FTE for a total of 24 FTE patrol sergeants.

**4. Self-Initiated Activity**

The analysis to this point has focused exclusively on the reactive portion of the patrol workload, consisting of community-generated calls for service and related work. In the remaining available time, referred to in this report as proactive time, officers can proactively address public safety issues through targeted enforcement, saturation patrol,



community engagement, problem-oriented policing projects, and other activity. Equally critical to the question of how much proactive time is available is how and whether it is used in this manner.

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

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

#### **(1) Self-Initiated Activity by Hour and Weekday**

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

### Self-Initiated Activity by Hour and Weekday

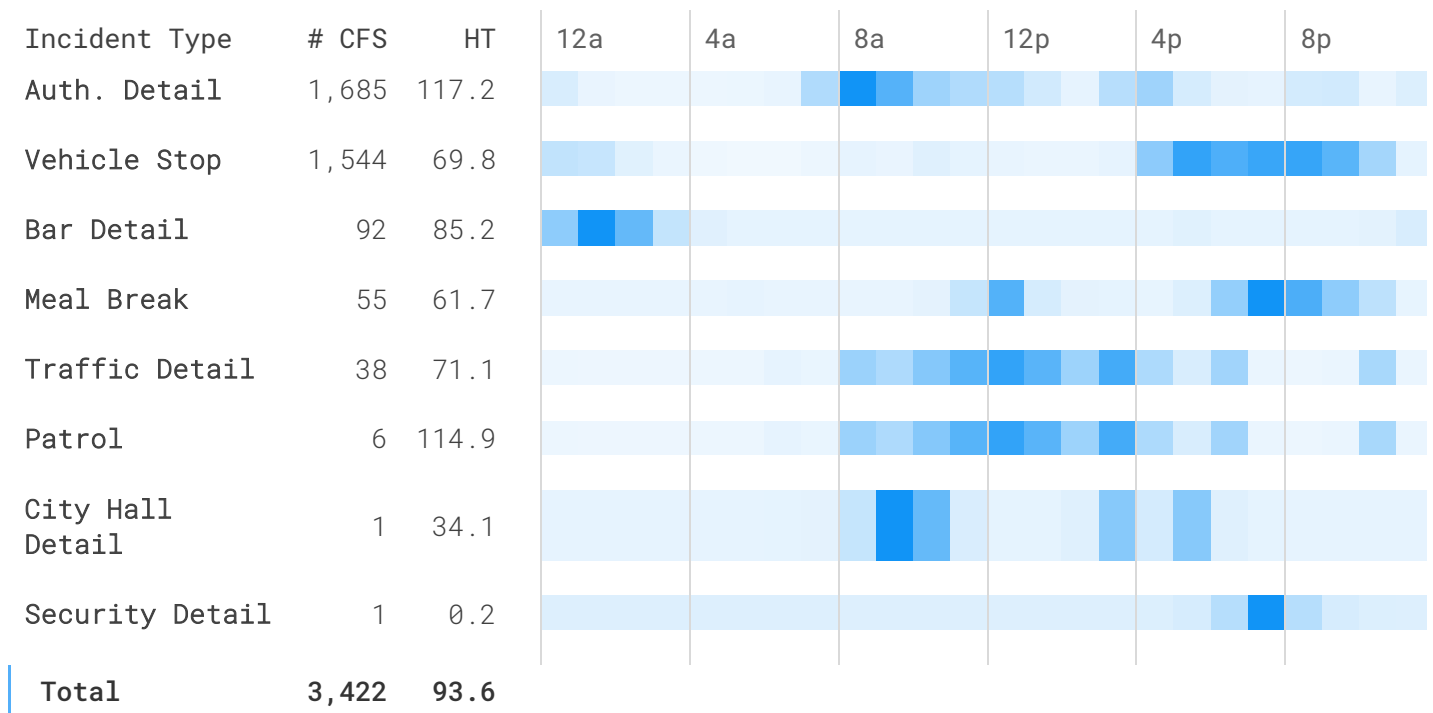
Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
12am	31	18	21	19	18	13	32	152
1am	43	18	17	17	16	21	39	171
2am	21	7	5	9	14	18	24	98
3am	15	6	6	6	5	4	14	56
4am	2	2	9	7	12	5	6	43
5am	2	5	7	7	5	4	2	32
6am	8	9	4	4	3	6	7	41
7am	13	5	13	8	16	21	14	90
8am	14	48	52	65	67	60	15	321
9am	9	23	28	36	27	31	13	167
10am	21	21	24	24	27	14	21	152
11am	20	16	28	14	22	23	18	141
12pm	18	13	24	20	24	21	15	135
1pm	15	19	12	13	11	17	11	98
2pm	13	6	15	10	11	11	8	74
3pm	10	12	17	23	24	16	26	128
4pm	26	31	36	32	26	33	25	209
5pm	32	41	25	31	36	37	29	231
6pm	20	36	36	34	21	30	18	195
7pm	31	36	28	29	31	36	25	216
8pm	21	29	35	42	35	45	26	233
9pm	19	33	36	24	44	24	31	211
10pm	18	17	26	23	16	21	9	130
11pm	8	14	10	11	17	19	19	98
<b>Total</b>	<b>430</b>	<b>465</b>	<b>514</b>	<b>508</b>	<b>528</b>	<b>530</b>	<b>447</b>	<b>3,422</b>

Self-initiated activity in Bridgeport is minimal compared to its total call volume of over 60,000 calls for service. This minimal level of self-initiated activity supports the above findings regarding the lack of overall proactive time on behalf of patrol units. With only a 14% proactive capacity overall, self-initiated activity is minimal in Bridgeport.

#### (2) Self-Initiated Activity by Category

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

### Most Common Categories of Self-Initiated Activity



Special details (authorized, bar, traffic, city hall, and security) account for most of the self-initiated activity in Bridgeport, as shown in the table above.

**Recommendation:**

Upon achieving an adequate patrol staffing level, seek to implement effective community—and problem-oriented policing measures to best utilize proactive time and self-initiated workloads.

**Special Details/Assignments**

**1. Emergency Services Unit**

The Emergency Services Unit is a part-time team, with all members serving as collateral duty assignments. The National Tactical Officers Association (NTOA) categorizes SWAT teams by size and mission capabilities. The project team did not receive personnel, training, and workload data to compare the department’s Emergency Services Unit to emerging and best practices.

## (1) Workload and Ability to Meet Unit Objectives

Data such as total callouts, types of callouts, lengths of callouts, and days/times of each callout are needed to develop a comprehensive understanding. The project team was not provided with this data.

## (2) Training

The National Tactical Officers Association (NTOA) recommends the following minimum training recommendations:

- Minimum 40-hour Basic SWAT course for new members.
- 16 – 40 hours and/or 192 – 480 hours annually or regular, reoccurring, and documented critical skills training.
- Critical skill training such as sniper, tactical emergency medical support, explosive breaching, etc. should be in addition to the above-listed hours (if cross-trained as an entry team operator).
- 40 hours of annual training should be conducted and attended by all members to address consistency in tactics and procedures. This training should be in addition to regular monthly/annual critical skills maintenance training (although blended in certain situations).

To analyze ESU training with NTOA standards, detailed training data is required. This data was not provided to the project team.

### Recommendation:

**Ensure in-depth data tracking within the Emergency Services Unit exists to determine future staffing needs and callout analysis. In-depth data will assist in specific incident analysis, hot spots, and predictive analysis.**

## 2. Scuba Team

The Scuba Team is a part-time team with all members serving as a collateral duty assignment. The team is managed by a Lieutenant and staffed with nine Officers. The team dives a minimum of twelve times each year, approximately one time each month. The team is on-call and assists with vehicles and/or evidence recoveries in the water. Specific workload and training data were not provided to the project team.

**Recommendation:**

**Ensure in-depth data tracking within the Scuba Team exists to determine future staffing needs and callout analysis. In-depth data will assist in specific incident analysis, hot spots, and predictive analysis.**

### 3. Administrative Services Division

The Administrative Services Division is led by a Captain who is supported by two Lieutenants. The lieutenants are tasked with leading two sub-commands, Technology and Administration.

#### Technology

Technology comprises Mobile Video, Fleet Services, the Property Unit, the Fusion Intelligence Center, Crime Analysis, Permits, Alarm Registration, and Mobile Command. The unit was created as part of a November 2023 re-organization that combined pieces of the former Professional Standards (Mobile Video), Operations (Crime Analysis), and Administrative Services (Permits, Alarms, Property Unit, and Fleet Services) into a new command. An additional unit, Records, was moved from Administration to Technology to assist the Administrative Lieutenant. Additionally, while formally under Administration, the Technology lieutenant assists with Fiscal Services functions.

#### 1. Technology Command

A lieutenant leads Technology. The position oversees a broad range of functions and assists in the overall administration of the agency.

##### (1) Staffing and Roles

The position supervises a mixture of sworn sergeants, civilian positions, and officers. It is also responsible for managing the Mobile Command Unit (a Light Duty Vehicle used as a command hub). The position also assists the Administrative Lieutenant with Fiscal Services (i.e., budgetary and related work). This position carries a heavy workload, mixing supervision and project-based work. It also supervises various functions, further increasing the position's workload.

##### (2) Workload and Ability to Meet Unit Objectives

When filled, this position will oversee as many as two sergeants (Mobile Video and the Property Unit), two officers (the Fusion Center), and civilian staff associated with Fleet Services, Crime Analysis, Alarms, Records, and Permit Registration (if filled). This is a moderate to heavy load in terms of supervisory responsibility combined with other duties.

The nature of the supervised work also varies, adding to the position's challenges. Technology-related projects present unique challenges to any organization and are often particularly challenging for law enforcement. This is due to the enhanced security requirements required by data sharing agreements with organizations such as the

Federal Government's Criminal Justice Information Services (CJIS) and state and local data security requirements.

Additionally, the nature of the work supervised by this position is potentially high-risk, requiring thoughtful oversight. Examples of this kind of work include supervising the Mobile Video Unit, which oversees the agency's body-worn cameras (BWCs) and manages the Fusion Intelligence Center.

Finally, the position performs projects and other functions, such as assisting with Fiscal Services. This increases the position's workload.

While supported by city resources, a lack of in-house, police-dedicated information technology support also hinders the work assigned to these units. This has resulted in workarounds, such as using IT-competent police officers to conduct mission-critical work. An example of this is using a sworn officer to assist with installing certain IT equipment in police cars or to assist the Mobile Video Unit with IT-related installation. According to interviews with several technology-dependent units, accessing timely, fully backgrounded IT support from the City is challenging, leading to workarounds.

While centralizing IT resources is understandable, this approach is not ideal for the police agency. A dedicated, full-time staff member reporting to the technology lieutenant would help address this. The position could be managed/officially assigned elsewhere, but for tasking, the position must report to the agency. This position would be supported by the centralized IT resources but could manage high-priority agency initiatives. Finally, this solution is not without precedent and is similar to how the agency manages police vehicles (the agency has multiple civilian positions dedicated to this). The fact that such arrangements already exist is evidence of the benefit of this type of arrangement.

Add 1 FTE Information Technology Specialist to the unit (or applicable city job classification) to support Technology generally. This position should be dedicated to police technology needs and capable of meeting agency and CJIS requirements (i.e., passing a background check). Although it may report to any city department, the position should be co-located in the agency and receive direction from the Technology Lieutenant (i.e., the position may be supervised by another unit, but the lieutenant should direct its day-to-day work functions). The unit would consist of 1 FTE lieutenant and 1 FTE information technology specialist.

#### **Recommendation:**

**Add 1 FTE Information Technology Specialist (or other job classification) to Technology Command, for a total of 1 Lieutenant and 1 Information Technology Specialist. This is subject to the Collective Bargaining Agreement.**

## 2. Mobile Video

This unit manages the agency's mobile video. It is currently occupied by a single sergeant, who occasionally assists an officer on overtime. The Unit operates Monday through Friday from 8 am to 4 pm.

### (1) Staffing and Roles

The unit currently has only a single sergeant responsible for managing body-worn cameras (BWC) and in-car video systems, conducting agency and regional BWC training, addressing video-related FOIA requests, handling court requests for video, and overseeing maintenance of these systems. Much of the maintenance is currently performed by a sworn officer with IT skills as detached work (often on overtime)

### (2) Workload and Ability to Meet Unit Objectives

This position handles several disparate tasks, some of which require technical expertise that is uncommon in a sworn officer. These tasks include:

- Managing agency BWCs: Tracking, issuing, and ensuring BWCs are maintained and operational.
- Managing agency In-Car video systems (Dash Cams): This includes tracking and working with IT or a detached officer to ensure systems are installed and operational.
- Delivering BWC training: This task is performed for the agency and regional partners. With travel time, it generally takes a full day to complete.
- Responding to FOIA requests for video: This task requires locating the appropriate video, reviewing the video, redacting material (i.e., blurring images, modulating audio, etc.), and preparing the video for delivery to the requestor. FOIA requests related to BWC are, for most agencies, among the most labor-intensive portions, often requiring one or more FTEs to manage this portion of the work.
- Responding to court/city attorney requests for video: This task requires locating, reviewing, and preparing the video for delivery to the request. It is generally not redacted and requires less preparation time than redacted videos.

The table below displays the frequency of the above tasks, or in the case of physical objects, such as BWCs, the number of units managed:



### Mobile Video - Frequent Tasks

Task	Frequency/Number
Manage BWCs	~ 250 to 300 Units
Manage In-Car Video	~ 90 Units
BWC Training	4 to 6 days annually
FOIA Video Requests (including redaction)	~ 10 daily
Court Video Request	~ 15 - 20 daily

As mentioned above, addressing FOIA requests is very labor-intensive. A single incident may have multiple videos from BWCs and In-car systems. These videos must be identified (i.e., determine which officers were at the location and review their associated video) and then redacted.

While data regarding the amount of time necessary for redaction is limited and also varies due to agency policies and local laws regarding freedom of information, the Spokane Police Department conducted a study to assess the costs. This study can be found here: <https://static.spokanecity.org/documents/police/information/redaction-cost-study-body-cam-2020-01-30.pdf>.

For this review, this study is valuable as it assesses the time necessary for redaction (i.e., how many minutes it takes to redact one minute of video footage). The table below was recreated from the study:

#### Redaction Time by Type - Based on the Spokane PD study

Redaction Type	Video Time	Average Redaction Time
Targeted video and audio redaction	1 min. per individual or object removed	11 min. per individual or object removed
Targeted video redaction w/o audio redaction	1 min. per individual or object removed	10 min. per individual or object removed
Blackout of the screen with audio removed	1 min.	1 min.
Blackout of the screen w/o audio removed	1 min.	2 min.

Based on experience, the two most common redaction forms are redacting a targeted person or object for both video and audio and redacting a target in a video but not needing to redact audio. An example of this would be redacting a crime victim’s face and voice for privacy reasons. Another common form of redaction would include redacting a target without redacting any audio. An example of this might be altering the image of a child present at the incident but who did not speak.

The other redaction forms involve blacking out the entire screen (literally producing a black screen). This is less common (see the original document for an example of what this would like to an end user).

Using the figures provided by the Spokane Police and estimating the number of images to be redacted, the type of redaction needed, and the amount of video time necessary for redaction, it is possible to provide an “average” time for redaction. The table below displays an estimated redaction time per video:

**Estimated Redaction Time per Video**

Type of redaction needed	Count	Video time to be redacted per object	Time per action	Time per video
Average number of targets needing video and audio redaction per video	1.5	2 minutes	11	33
Average number of targets needing video but not audio redaction per video	1.5	1 minute	10	15
<b>Total Minutes Per Video</b>				<b>48</b>

It is important to note that most videos will not require 48 minutes to redact. However, some videos will require potentially dozens of hours (for instance, redacting a significant incident with numerous witnesses/victims, etc.).

Regardless, it is likely very challenging for the unit’s single sergeant to perform this function in addition to their other work. Previously, the unit had two sergeants, and the work associated with video redaction would likely constitute 1 FTE position. The current deficit in terms of personnel to work creates an undue need for overtime and negatively impacts the unit’s sergeant by creating an excessively high workload.

The current utilization of overtime amounts to more than 0.5 FTE in terms of hours (it was impossible to calculate the exact overtime as it was difficult to determine how much of the detached positions overtime was associated with this unit). Maintaining this level of work can result in burnout and other adverse outcomes. However, given the unit’s workload, it would not be easy to reduce these hours, arguing for adding a position.

However, adding a sergeant to the unit is not the optimal solution. The unit has sufficient work in managing video for a dedicated civilian position. Utilizing civilians to manage BWC video is exceptionally common. For instance, in the Spokane study, the agency uses a civilian Public Records Specialist to perform this task.

Using a civilian instead of a sworn sergeant would save money and, importantly, allow the sergeant to be deployed to an area where their skill is essential. The latter point is

increasingly important as agencies struggle to fill sworn officer positions. Additionally, the position would, at least, partially pay for itself by reducing the need for overtime.

**Recommendation:**

**Add 1 FTE Audio/Video specialist (or applicable city job classification) to the unit. This position should report to the unit sergeant. The unit would then consist of 1 FTE sergeant and 1 FTE audio/video specialist. This is subject to the Collective Bargaining Agreement.**

**3. Property Unit**

The Property Unit is charged with managing property for Bridgeport PD. This includes evidence and other kinds of property (i.e., found property, safekeeping, etc.). The Sergeant works 8 am to 4 pm, and the Officer works 7 am to 3 pm.

**(1) Staffing and Roles**

The unit is staffed with 1 FTE sergeant and 1 FTE officer. The sergeant is tasked with supervising the unit and supervises Fleet Services. In addition to these duties, the position must assist the unit’s officer in day-to-day operations.

The officer, assisted by the sergeant, is charged with managing incoming and outgoing property, purging property, conducting research before releasing property, and related functions. Property received after 2018 is managed by the agency’s Records Management System (RMS). Property received before 2018 is maintained on a legacy process that is not digital (i.e., a paper-based system with a property log). This increases the unit’s workload.

**(2) Workload and Ability to Meet Unit Objectives**

A primary function of the unit is to intake property items. Due to the intricacies of the RMS, the agency could not provide exact counts of property received. However, they were able to provide estimates on several work-related functions. The table below provides these estimates:

<b>Estimated Work Functions</b>	
Activity	Estimated Monthly Average
Incoming Property	~ 193 Items
Firearm Disposed/purged	~ 45 Monthly
Narcotics Disposed/Purged	~ 90 Items Monthly
Items Released/purged	Not Available

Based on the above estimates, the unit likely intakes approximately 8-10 items a day, disposes of 2-3 firearms daily, and disposes of 4-5 discrete items associated with narcotics. However, some items, such as disposing of narcotics, are bundled and dealt with periodically. This is because the process requires the unit's sergeant and two I.A. sergeants as witnesses.

This volume of work would be reasonable for a two-person unit. However, this work is only a portion of what is required of the unit. Other responsibilities or factors that increase the unit's workload include:

- Releasing/purging older property: This activity is very time-consuming as it requires researching the status of any cases associated with the property, determining appropriate ownership for the property, and for items purged, arranging for an appropriate disposition (i.e., selling unclaimed items of value, destroying/disposing of items of no value or items not appropriate for resale).
- Addressing challenges created by the legacy system: The unit currently has two separate systems for managing property. As mentioned above, from 2018 onward, the unit has utilized the RMS. Before 2018, the unit used a paper system. Managing property from the prior system is exceptionally challenging.
- Inadequate/dated property storage: The main storage room currently shares space with the equipment necessary for the elevator to function. This creates logistical challenges in terms of repairs and monitoring property. The old generator room is a second room for storing miscellaneous evidence/property. Neither space was designed for property storage and the old generator room leaks. Finally, there is also an off-site storage area that typically holds evidence associated with homicides and sexual assaults.
- Quality control on evidence submissions: Officers incorrectly submit evidence with sufficient frequency to create challenges for the unit. It is important to note that these errors are insufficient to damage a criminal case but are more process-based and require time and energy from the unit to ensure that issues are addressed.

The challenges above increase the unit's workload, but the impacts are not easily quantified.

A review of unit work hours, estimated workload factors, and the impact of the challenges, such as addressing the legacy property tracking system, would argue for adding at least 1 FTE to this unit. Overtime is currently utilized to address much of this staffing deficit. This creates situations where employees are overworked and subject to burnout.

The unit previously had a civilian employee, but that position is no longer in the unit. Nationally, using civilians in property rooms is a best practice, as it is less expensive and more efficient. It also enables the agency to utilize sworn personnel in activities that require police powers. The latter benefit is increasingly important as agencies struggle with recruiting and retention. The Bridgeport PD has recently had many retirements, which has also impacted the need for sworn personnel. However, the unit also has concerns about the appropriate use of civilians in this role.

It is possible that reclassifying/creating a new position with greater responsibilities and pay could address these concerns. The position would require greater responsibility and attention to detail than other clerk jobs and be more akin to an evidence technician. A large number of agencies utilize property clerks, and examples of job descriptions can be found online.

Addressing the challenges of the property room will also require more than adding personnel. Addressing issues such as inadequate storage and quality control in evidence submission will require additional steps.

#### **Recommendations:**

**Create or identify an appropriate job description/classification for a property clerk. This is subject to the Collective Bargaining Agreement.**

**Add 1 FTE Property Clerk (or applicable city job classification) to the unit. This position should report to the unit sergeant. The unit would then consist of 1 FTE sergeant, 1 FTE Police Officer, and 1 FTE civilian Property Clerk. This is subject to the Collective Bargaining Agreement.**

**Retrain officers and sergeants on property submission agency-wide. Begin documenting inappropriate property submissions and task sergeants with addressing repeat offenders.**

**Identify new storage facilities for property/evidence. This may require a substantial remodel or additional facilities.**

#### **4. Fleet Services**

The unit is charged with performing maintenance and repairs on agency vehicles, managing the fleet, and outfitting agency vehicles. Mechanics work from 6 am to 2 pm.

##### **(1) Staffing and Roles**

Fleet Services reports to the sergeant in charge of the Property Unit. It is overseen by a supervisor (when that position is filled) and as many as two additional mechanics. A

sworn officer, who is also skilled in installing some of the electronic equipment used in the vehicles, performs some of this work overtime.

## (2) Workload and Ability to Meet Unit Objectives

This unit is tasked with maintaining nearly 200 vehicles. Maintaining these vehicles is made more challenging by the number of makes, models, and types of vehicles used by the Bridgeport PD. The table below shows some of the various models of vehicles maintained by the unit. It is important to note that some specialized vehicles are not displayed for investigative reasons:

Model	Number Maintained
Crown Victoria	29
Durango	8
Expedition	5
Explorer	61
Impala	9
Tahoe	29
Taurus	13
Pickups	16
Other Vehicles	21

This includes over 20 different vehicle models, several of which are specialized. Additionally, most of these vehicles are set up with police packages containing specialized interiors (such as areas to hold prisoners or police K-9s) and specialized information technologies that can create challenges when working with the vehicles' electrical systems.

The wide variety of vehicles and the fact that most of these vehicles have been modified increases the workload for this unit. One way to calculate workload is to use a technician-to-fleet ratio. Publications on the topic vary in terms of estimates, but an estimate of 60 vehicles per technician is often used for governmental fleet services.

The specialized nature of the vehicles exacerbates the challenges of maintaining the fleet, but the unit has some assistance from outside resources. This makes using the 60-to-1 estimate appropriate. Based on this assessment, the staffing for this unit (when fully staffed) is roughly appropriate. However, some degree of overtime or external support will likely be necessary until the fleet grows sufficiently to justify an additional position.

## 5. Permits

The Permits Unit is charged with handling a range of permits, including vendor permits and pistol permits. It is open Monday through Friday, 8 a.m. to 4 p.m.

**(1) Staffing and Roles**

Permits are staffed by two typists. They split duties with one typist managing the public-facing window and a second typist processing permit requests. Permits are required for various reasons, including but not limited to pistol permits, vendor permits, liquor permits for special events, etc. The unit also assists Detectives with public requests for fingerprinting (processing payments, helping community members coming in for prints, etc.). Pistol permits can be appealed if denied. This requires monthly court appearances.

**(2) Workload and Ability to Meet Unit Objectives**

While permit processing is not the sole function of the unit, it is the unit’s primary task. Depending on the nature of the permit, processing a permit generally takes about 45 minutes for things like vendor permits and approximately 1.5 hours or more for complex pistol permits (i.e., the person has lived outside Bridgeport or has had extensive criminal contacts).

In addition to permitting, the unit assists Detectives with questions and contacts regarding fingerprinting, processes abandoned vehicles, and manages the website.

The unit provided estimates of the time specific tasks took to help quantify its workload. These estimates were based on a sample of work tracked during October/November of 2023. The sample task counts were combined with annual figures for tasks where available (such as firearm permits) and industry standards for task counts/time when internal figures were unavailable (i.e., miscellaneous workload). The table below provides these estimates:

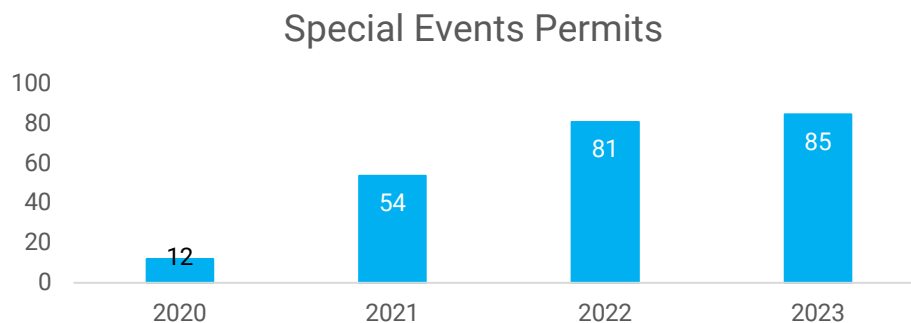
Activity	Estimated hours weekly (rounded)	Weekly Count (rounded)
Firearm Permits	29	19
Other Permits	3	3
Daily Counter/Phone Contacts	17	15
Abandoned Automobiles	5	25
Website Related Work	Varies (2 to 10 hours)	N/A
Other/Misc.	Varies (~10)	N/A
<b>Average Hours</b>	<b>69</b>	

Using the above estimates, the permits' annual workload is approximately 3,588 hours. Factoring in vacation time, sick time, training time, etc., non-certified/professional police staff generally work about 1,750 hours annually. Thus, the current permit staffing is slightly below the estimated needs.

However, this estimate includes work, such as assisting with fingerprinting, that could be shifted to another unit. The work is a considerable portion of the 17 hours weekly used in addressing front desk contacts. Based on the sample of tasks provided by the unit, addressing fingerprinting issues is approximately 37% of the workload associated with the daily counter/phone calls. This equals over 6 hours of work a week.

Moving this work out of the unit would create bandwidth that could be used to incorporate the work conducted by Alarm Permits (see below).

Due to a lack of historical records, it is difficult to assess the trajectory of the workload of permits. However, the agency provided Special Event Permits dating back to 2020. The table below displays the number of such permits:



While Special Event Permits are not an ideal proxy for the overall workload (due to the relatively small number of such permits and the fact that firearms permits are much more labor intensive), they indicate an upward workload trend for the unit. Additionally, several of these events are very large, entertainment/music-oriented type events that generate a workload for the entire organization. Additional factors, such as an increasing number of venues, would support the idea that additional work related to special events will continue to grow.

This would further argue for collapsing Permits and Alarms into a single unit. If an additional position is needed, it would provide more value in Permits.

### Recommendation:

**Combine Permits and Alarm Permits (see below). Evaluate workload after transition.**

## 6. Alarm Permits

This position, when filled, oversees alarm registrations and associated fees.



### **(1) Staffing and Roles**

This position has been vacant for prolonged periods over the last two years. According to interviews, revenue from the position is generally insufficient to cover the cost of the position.

### **(2) Workload and Ability to Meet Unit Objectives**

When filled, the position registers and collects fees from permitted alarms. This position has often been vacant. Given the extended periods that the position has not been occupied and the existence of the permitting unit, it would be reasonable to shift this position to Permits.

### **Recommendation:**

**Combine Permits and Alarm Permits.**

## **7. Mobile Command Unit**

The Mobile Command Unit is an incident command hub and a command post for high-visibility details in high-crime areas.

### **(1) Staffing and Roles**

A lieutenant oversees the Mobile Command Unit. It has no dedicated staffing. Detached personnel operate the unit on an as-needed basis. The unit is assigned to the Technology Lieutenant's portfolio of responsibilities.

### **(2) Workload and Ability to Meet Unit Objectives**

Designed for policing and emergency management. The Mobile Command Unit can serve as a command hub, be used to increase visibility in high crime areas when deployed as part of a policing operation, and provide communications and other technologies deployable in the field.

It is activated and staffed on an as-needed basis and otherwise remains parked in its bay, where other additional department equipment is stored. The Unit has access to specialized equipment (e.g., drives, lighting, cameras, a robot, etc.), many of which can be accessed via the Fusion Center.

## **8. Fusion Center**

The Fusion Center provides a range of services, operating as a Real-Time Crime Center and handling various other functions, such as cell phone analysis. It attempts to provide staffing from 8 a.m. to 12 a.m.; however, limited staffing makes this challenging.

## **(1) Staffing and Roles**

The Fusion Center has two dedicated officers, who may be assisted by other officers temporarily assigned to the unit (injured or limited duty). The unit also has assistance from a civilian crime analyst on a part-time basis. The unit's work includes monitoring the radio net, cameras, the agency's ShotSpotter system, the agency's tipline, forensic cell phone analysis, and the agency's License Plate Reader program. The unit prioritizes proactive policing and works with agency civilian employees, such as crime analysts.

## **(2) Workload and Ability to Meet Unit Objectives**

The Fusion Center organizes and/or manages many technological projects for the BPPD. This includes real-time monitoring of systems such as license plate readers, and video cameras, monitoring ongoing radio calls, as well as forensic work assisting investigations such as managing a tip line and conducting cellphone analysis.

Real-time monitoring of ongoing incidents plays a central role in the unit. Interviews with command and staff associated with the center highlight the value placed on proactively utilizing the center's resources to address criminal incidents. This could take the form of accessing cameras to assist officers in responding to an ongoing incident and providing intelligence.

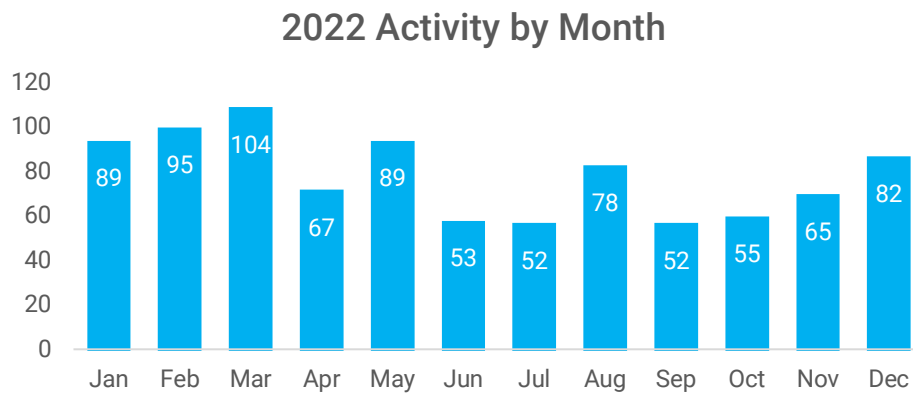
This commitment to proactivity extends beyond real-time call responses and is also highlighted in the follow-up and forensic work of the unit. This could include utilizing Fusion Center resources for ongoing investigations, identifying criminal activity, and forwarding this information to the appropriate investigative unit.

The following list is not all-inclusive of the work of the unit but does list the major functions of the center:

- Monitoring the radio net (dispatch)
- Monitoring/managing the agency's LPRs
- Monitoring/managing the agency's video resources
- Managing/answering FOIA requests involving Fusion Center resources.
- Manage Tip line/disseminate tips to the appropriate party
- Assist detectives internally and from other agencies
- Conduct forensic analysis of cellphones, social media, etc.
- Monitor/manage ShotSpotter technology
- Manage drone program

Many of these tasks are completed while actively monitoring the radio, reducing downtime and increasing efficiency. The unit can function because it is frequently operational from 8 a.m. to 12 a.m., despite limited permanent staffing. However, this puts stress on staff, resulting in staff working many (most) of their days off and can contribute to burnout. The agency has used light-duty staff to mitigate this, however, this option depends on the availability of appropriate light-duty personnel.

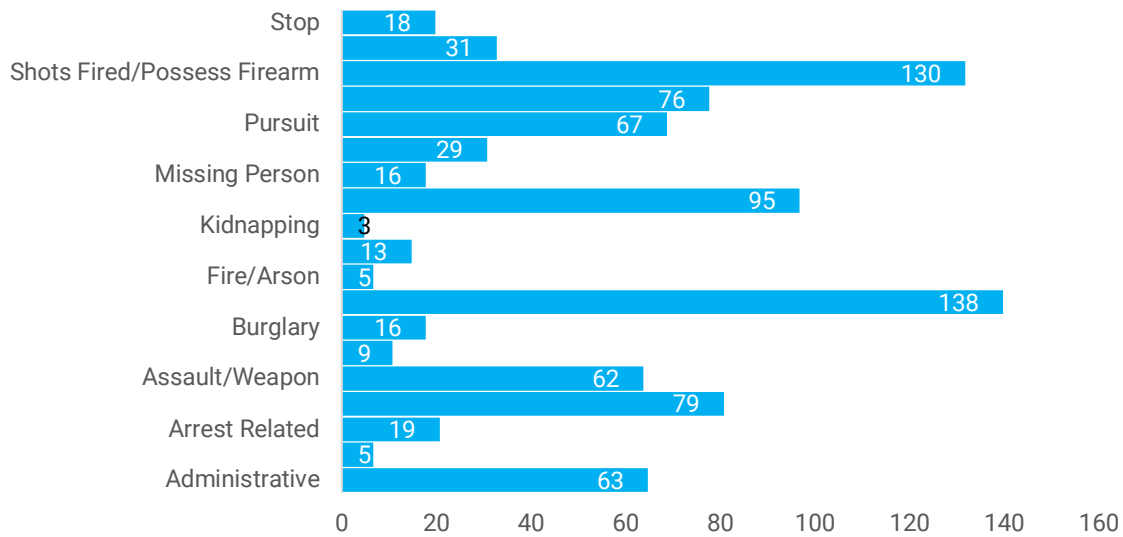
The Fusion Center tracks activity and provides data from 2022 and 2023. The 2023 data was incomplete, so 2022 data (lightly cleaned) were used to assess activity in 2022. The table below displays the number of cases/calls the unit assisted in 2022 by month:



Based on the above graph, the Fusion Center assists with 2 to 3 calls/activities daily. This is in addition to other work done by the unit.

These cases encompassed a wide range of activities. In particular, many of the calls the unit assists with are high-priority and often violent. The graph below was constructed using the same data. However, the initial data set contained dozens of offense types. To simplify the presentation, the offense types were reviewed and collapsed into 19 different categories:

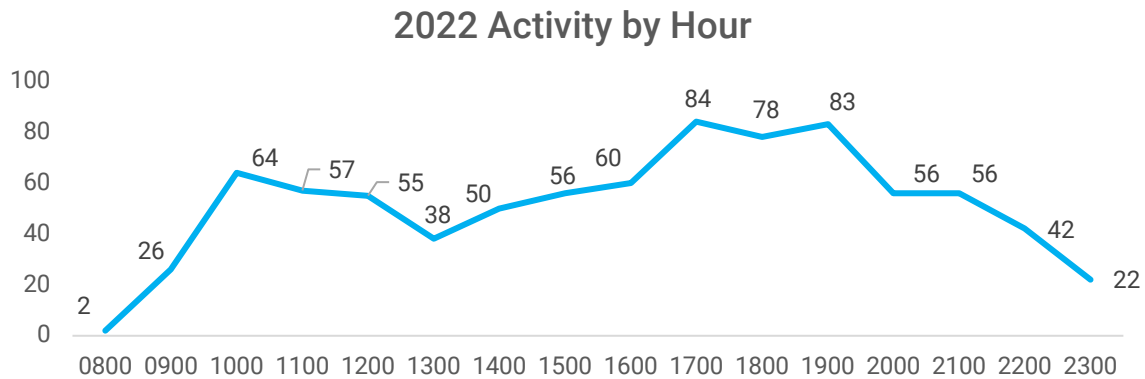
### 2022 Offense Types



Based on this review, it appears that a large number of incidents associated with the unit are violent (i.e., homicide, shots fired, robberies, assaults, etc.). Other common offense types include crashes (where the unit’s access to cameras is likely helpful), pursuits (where information provided could inform decision-making around the pursuit), and administrative activities. A review of the administrative offenses revealed that while activities associated with this code were often benign and non-emergent, for instance, assisting with a FOIA request, they could also involve follow-up on violent crimes, such as shootings. Based on the analysis of offense activity, it appears this unit is involved in activities that are a high priority for the agency.

Finally, an analysis examined the number of incidents by hour of day. To conduct this analysis, call times were reviewed, a few incidents were removed (the times appeared to be hand-entered, and some appeared to have typos or be entered inconsistently), and then reviewed. The analysis revealed that activity was fairly consistent between 1000 and 1600 hours before increasing between 1700 and 1959 hours. Activity then fell off.

The results are displayed below (Note: the unit is only staffed from 0800 to 2400 hours):



Given the hours of operation, the unit is lightly staffed, with only two permanent full-time officers, assisted by civilian non-sworn staff and light duty officers. This is especially true as the unit operates from 8 a.m. to 12 p.m., staffing permitting. Adding personnel would help the unit operate more consistently; however, the unit does an excellent job of using limited-duty personnel.

**Recommendations:**

**Continue to support the unit using limited duty personnel.**

**Should the agency expand, consider adding 2 FTE sworn officers. This is subject to the Collective Bargaining Agreement.**

**9. Crime Analysis**

Crime Analysis currently focuses on providing statistical reports and data to agency leadership.

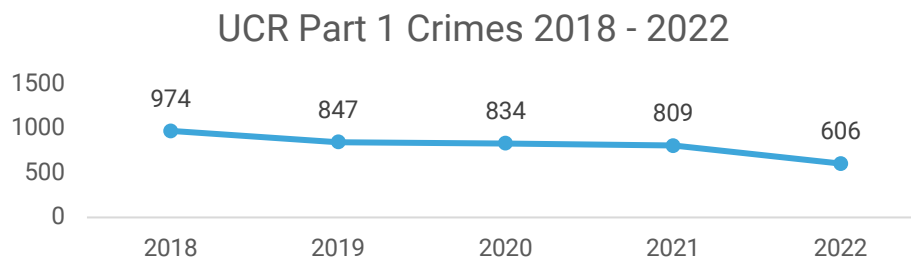
**(1) Staffing and Roles**

The Bridgeport Police Department currently has two employees who perform various analytical tasks. A Data Analyst is assigned to the Traffic Unit and works Monday through Friday, 8 am – 4 pm (see Traffic Unit for work details). An Assistant Special Project Manager is assigned to the Fusion Intelligence Center and works Monday through Friday, 9 am – to 5 pm. 50% of work time is assigned to the Fusion Intelligence Center and 50% of time is assigned to Crime Analysis. Assigned duties are crime statistical projects and NIBRS data collection. Crime Analysis duties have focused primarily on providing various crime statistical reports to department leadership. The department recently purchased software to begin performing hot spot analysis and other analytical tasks.

## (2) Workload and Ability to Meet Unit Objectives

Crime analysts work in a support role to assist in department operations. The workload associated with positions such as these is traditionally not well documented by police organizations. Completed work product and timely completion of tasks are typical performance measures related to these types of positions. Limited workload data is tracked by the Traffic Unit and no workload data is tracked by the Fusion Intelligence Center. As such, making any staffing determination is impractical based on workload alone.

The International Association of Crime Analysts recommends at least one crime analyst for every 1,500 UCR Part 1 crimes that an agency takes in a year. The below chart illustrates UCR Part 1 crimes 2018 – 2022 (obtained from the Federal Bureau of Investigation Crime Data Explorer):



As illustrated above, The Bridgeport Police Department meets the International Association of Crime Analysts' minimum staffing recommendations.

Crime analyst responsibilities typically include collecting and reviewing police data to analyze crime patterns, series, trends, outliers, and other problem areas within a jurisdiction. Bridgeport Police Department's analysts are currently used quite extensively towards administrative analysis, and minimally towards tactical analysis supporting crime reduction strategies and operations. As previously mentioned, the department recently purchased software to begin doing hot spot analysis and other analytical projects. A clear and equal focus should be placed on tactical, strategic, and administrative analysis moving forward.

### Evidence-Based Policing Practices

Advancements in technology and geographic information systems have allowed police departments to focus on place-based crime reduction strategies. Sufficient research suggests place-based interventions, targeting specific crime hot spots have been successful in reducing crime. Hot spots policing strategies grounded in a problem-oriented policing framework tend to produce larger reductions in crime than strategies

based solely on traditional patrol and enforcement measures. Hot spots policing approaches, grounded in a problem-oriented policing framework should also be anchored with community engagement at crime hot spots. Utilizing the department's data analyst to their full capacity will assist in incorporating a hot spots policing strategy into the department's crime reduction strategy.

Incorporating an evidence-based crime reduction strategy will allow department leadership to focus on quantifiable performance measures such as a reduction in crime at specific hot spots, a reduction in community-generated complaints, and a reduction in calls for service versus measures such as arrests.

### **Internal Data Analyst Workload Tracking System**

Developing measures of effectiveness for positions such as crime analysts is difficult given the nature of work that occurs. It can be difficult to track productivity and to document the effort and effectiveness of a unit or individual personnel. Establishing a mechanism to track workload will be of benefit for future staffing considerations. While tracking work products is important, care should also be taken not to create a burden on employees.

Establishing a formal method for collecting and organizing data, documenting work accomplished, and tracking and reporting accomplishments to executives and external stakeholders is necessary as work demands rise. Developing an in-house database will allow for daily tracking of workload. This database will also allow personnel to check daily, weekly, and monthly statistics and identify trends in workloads or response effectiveness.

### **Recommendations:**

**Consider combining the Traffic Unit Data Analyst and Fusion Intelligence Center Assistant Special Project Manager into one unit to streamline analytical work product.**

**Ensure a clear and equal focus is placed on tactical, strategic, and administrative analysis.**

**Utilize crime analysts to incorporate an evidence-based crime reduction strategy into the department's policing philosophy.**

**Establish an internal database to track crime analysis workload and task completion time to perform future staffing analysis.**

## 10. Records Unit

The Records Unit processes agency reports and other related functions. This includes overseeing the agency's archives (old paper reports that predate the current RMS system). The Records public facing window is open from 9 am to 5 pm Monday through Friday. Because paperwork for the court must be processed before 8:30 am, Typists work different shifts; most of the unit works 7 am to 3 pm, Monday to Friday, while two Typists work 9 am to 5 pm. Typists must also work a rotating weekend day every third week to ensure that the paperwork needed by the court is delivered promptly. When working on a weekend day, they are given a Wednesday off.

### (1) Staffing and Roles

A sergeant supervises the unit and includes seven typists. In addition to the tasks mentioned above (processing/managing incoming records and the archives), the unit also manages FOIA requests, court-related requests around records, etc.

The typists perform line-level work in the unit. This includes tasks such as assisting the public at the Records window. They are also assigned individual duties such as working on FOIA requests, processing tickets, managing the RMS interactions with LexisNexis, managing incoming faxes, managing and recovering old records from the agency archives, managing dispositions on cases from the court, etc. While the Unit is technically fully staffed.

At times, the unit has employed an officer as the court liaison. This position is regularly unfilled, and the sergeant performs its duties. This work includes appearing at arraignment, delivering paperwork to the court when it is in session, assisting the court with issues related to the agency, and troubleshooting issues for the court. This can include finding or correcting missing/unsigned paperwork and other tasks as needed.

### (2) Workload and Ability to Meet Unit Objectives

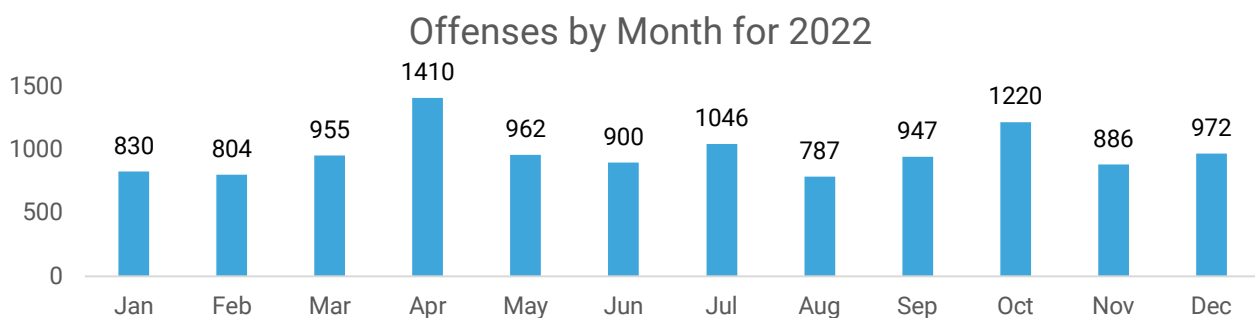
While the unit performs several functions, managing the agency's records is its primary task. As the work schedule indicates, this requires working beyond a typical Monday to Friday, 9 am to 5 pm schedule as records necessary for court must be addressed on the weekends. Functionally, the unit also manages two records systems.

The first is its current work process utilizing the NextGen RMS. This system is digital and includes active reports. The second process involves legacy reports. These are physical reports stored in an archival system. Managing both these processes increases the unit's overall workload.



To help assess workflow, the agency provided data on National Incident-Based Reporting (NIBRS) offenses from 2022. These can provide an example of the volume and complexity of the incidents processed by the Records Unit. It is important to remember that NIBRS offenses are the way the Federal Government tracks crime. Each offense represents a different kind of activity and one incident (i.e., a single call to police) may contain multiple NIBRS offenses (i.e., a call about robbery may include a robbery offense, potentially an assault offense and even other offense such as vandalism). Therefore, the number of such offenses will generally be larger than the total number of incidents or arrests an agency reports.

The table below shows the total NIBRS offenses processed by month:



Based on the data provided, the Records Units is responsible for processing between 787 and 1,410 NIBRS offenses monthly.

The unit also processes additional paperwork related to incoming arrests. For 2022, the agency made 4,437 arrests, an average of nearly 370 arrests monthly. While less numerous than NIBRS offenses, the steps necessary to prepare an arrest require multiple steps.

Each arrest requires the preparation of multiple packets, one for the court clerk and a second for the prosecutor. Each packet requires several documents. These can include multiple copies of relevant reports, warrants and affidavits, bond forms, evidence forms, criminal histories of involved individuals, copies of summons, accident reports, and other related reports, if applicable.

Other significant work sources include managing FOIA requests, scanning incoming reports that are not digital, managing the front desk and visitors, managing incoming agency phone calls, managing archival requests, etc. The Unit did not have data on these specific functions, but based on work with other agencies, these tasks represent a significant volume of work.

Despite a significant workload, the unit is relatively well-staffed, with seven civilian employees overseen by a sergeant. While this number of staff should be sufficient to manage the current workflow, the system also requires archival records management. Developing a work plan to digitize the most recent records would, over the long run, improve the unit's efficiency. However, accomplishing this would not be possible with the current staffing.

A potential solution would be adding civilian staff positions. This position could be focused on addressing the backlog of non-digitized records, starting with the most recent records and working back (they could also prioritize cases by severity, such as homicides). This would eventually reduce the backlog of hard-copy files. Eventually, the position could be folded into the unit via attrition.

An additional issue noted during the review was the need for more data tracking and formal standard operating procedures. Units working at or near capacity frequently need help tracking important performance metrics. This makes quantifying work difficult and can reduce efficiency. In the case of the Records Unit, metrics commonly available in other settings, such as the number of scanned reports, FOIA requests, etc., were not readily available. Adding this position would enable the unit to better track performance metrics, which could then be used to improve efficiency and better assess staffing needs.

### Recommendations:

**Add 1 FTE typist position for a total of 1 FTE Sergeant position and 8 FTE Typist positions.**

**Develop Standard Operating Procedures for Records-specific work functions.**

**Develop a tracking system for processes such as scanned documents, processed FOIA requests, individuals contacting the unit, etc., to help assess long-term workload and staffing needs.**

## Administration

Administration comprises Central Staffing/External Overtime, the Clerk/Board of Commissioners position, Fiscal Services, Planning and Inspections, and Sick/Injured Management.

### 1. Administration Command

The Administration Lieutenant reports directly to the Chief and the Board of Police Commissioners. The position was recently added and filled in October 2023 as a part of a reorganization.

## (1) Staffing and Roles

The lieutenant is the only position in this command. It takes on several administrative functions previously overseen by multiple captains as collateral duties. These functions include fiscal services, oversight of sick and injured staff, timekeeping/payroll (outside and inside OT), acting as the agency clerk, reporting to the BOPC, researching and writing new policies, and Planning and Inspections.

## (2) Workload and Ability to Meet Unit Objectives

The position oversees a wide range of functions and has non-supervisory responsibilities. In terms of supervision, the position oversees civilian and sworn officers as direct reports. These are assigned to Payroll, External Overtime, and Central Staffing, respectively.

While the span of control in terms of supervision is within an acceptable range, the position also has a large volume of non-supervisory responsibilities. These include running the Sick and Injured Management Program, Planning and Inspections, acting as the agency clerk, researching and writing policy, etc.

Based on interviews, the workload associated with planning and inspections is evolving. Positions such as this are essential in modern policing. Community expectations of police are increasing and ensuring that the agency conforms to industry standards is critical. Additionally, planning can have serious consequences when not engaged or done poorly.

The position's most time-consuming activity is acting as the agency Clerk (see that section below). This position requires a large volume of paperwork, much of it consisting of relatively low-value activities, such as copying and filing. These activities take substantial time and could be done, at less expense, by a civilian administrative support person.

Other tasks associated with this position also require significant filing, copying, preparing agendas, preparing meeting minutes, etc. The volume of this work can limit the lieutenant's ability to perform other critical functions, such as policy review and development. From a cost-effectiveness perspective, it is also not the best use of that position's time. Addressing this issue would dramatically improve the unit's functioning.

### **Recommendation:**

**Add 1 FTE civilian support position (most likely a Typist position) to assist with low-level administrative work and assist in documenting agency accreditation standards (see Planning and Inspections). This is subject to the Collective Bargaining Agreement.**

**Explore a deeper partnership with City Human Resources to address workload issues.**

**(3) Administrative/Long-term Leave Impact**

As a part of this work, Matrix staff examined the use of leave, administrative or other forms of long-term leave. Leave reports were provided by the agency. These are tracked on a quarterly basis. As long-term leave occurs over a period of time and is not subject to rapid varying, it is possible to use a one quarter snapshot to illustrate its impact.

The table below displays officers on long-term leave during Q3 of 2024 (note this table is recreated using data provided by the BPD):

<b>BPD Sworn Leave Q3 2024</b>		
<b>Job Description</b>	<b>Number</b>	<b>Comments</b>
Police Officer	3	Admin. With Pay
Police Sergeant	2	Long-term No Pay
Police Detective	1	Long-term Sick
Police Officer	3	Injury Leave
Police Detective	1	Injury Leave
Police Detective	1	Light Duty
Police Officer	4	Light Duty

Based on these leave numbers, the BPD does not appear to be utilizing long-term or administrative leaves at a highly abnormal rate. Three officers are listed as being on administrative leave with pay. Given the normal ebb and flow of administrative leaves, this appears to be consistent with other agencies examined by Matrix. Three officers represent less than 1% of the workforce. While it is possible that one or even two may be able to return to work, their addition would not meaningfully impact the agency’s staffing needs.

Similarly, injury leave appears consistent with other agencies, with just over 1% of sworn personnel out during this period. Finally, light duty officers appear to be reasonable or even lower than other agencies. Additionally, the BPD has found a way for such officers to provide significant value by staffing the Fusion Center. These officers still add tremendous value to the city, while on light duty.

**2. Central Staffing/External Overtime**

Central Staffing is charged with ensuring sufficient staffing for agency functions. This unit is co-located with Payroll and works closely together.

**(1) Staffing and Roles**

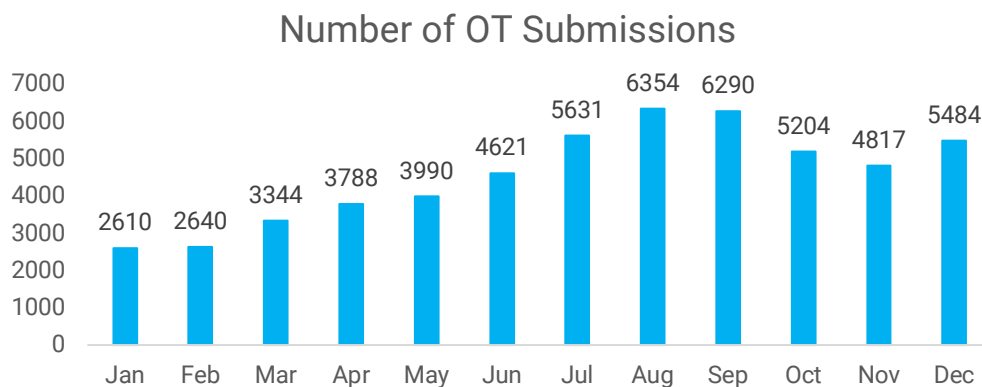
This unit is staffed with two officers. Officers review daily rosters, ensure appropriate staffing, and hire necessary officers when shifts or other functions require personnel. This includes monitoring minimum staffing and ensuring vacancies are filled. One position is focused on internal staffing needs, while the other focuses on external requests for staffing.

**(2) Workload and Ability to Meet Unit Objectives**

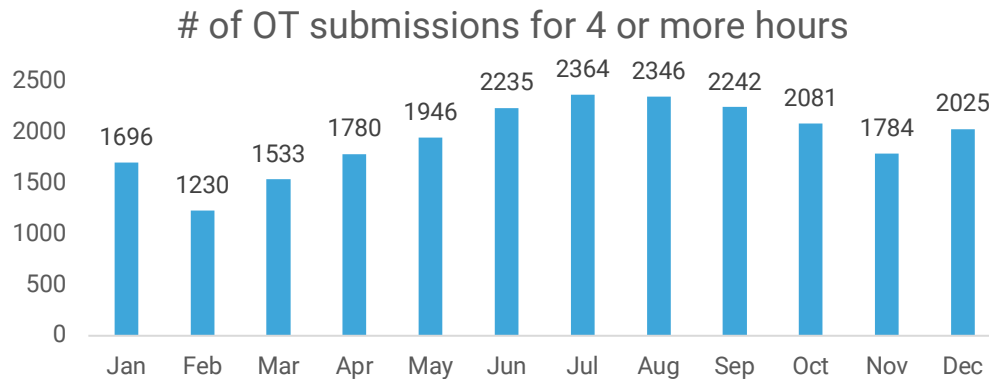
Central Staffing/External Overtime manages the hiring of officers to ensure adequate staffing for internal functions (i.e., filling vacant patrol positions) and external functions (i.e., overtime requests from outside the agency). Interviews indicate that officers are used due to the importance of reviewing daily rosters and ensuring minimum staffing is met.

One metric for measuring staffing needs is the utilization of overtime. Overtime is normally utilized when officers are called in to assist in meeting minimum patrol staffing or for other functions, such as external overtime assignments.

To assist in assessing the workload of the unit the BPD provided overtime submissions for 2022. The table below displays the number of overtime submissions per month:



However, not all overtime is the result of hiring. For instance, if an officer has a late call, they may submit overtime, but this does not necessarily mean that Central Staffing has to identify and hire a replacement. To account for this overtime more than 4 hours were analyzed. While imperfect, this metric provides a more realistic estimate of the workload for Central Staffing. The table below displays the number of overtime requests, by month, where four or more hours of overtime were used:



This methodology produces a much lower estimate for the volume of work conducted by Central Staffing/External Overtime. To help ensure its accuracy, the estimate was confirmed in two ways. First, 200 submissions for less than four hours of overtime were randomly selected and reviewed. It appears that these submissions were more likely to be for specific calls, criminal cases, or operational functions such as search warrant executions. Second, the total number of submissions was checked against leave requests. This was done under the assumption that overtime hiring would often involve filling vacant positions due to leave. Using overtime submissions of four or more hours in both methods appeared to provide a more accurate estimate.

Based on this analysis, there appears to be sufficient work to justify two positions in Central Staffing/External Overtime. However, there would be benefits to formally integrating Central Staffing/External Overtime with Payroll. The two are co-located and work closely together. This proposal is discussed in greater detail in the Payroll section.

### (3) Outside Overtime Assignments and Secondary Employment

Outside overtime and secondary employment assignments are hired through the Outside Overtime Office. Outside overtime assignments and secondary employment procedures are defined as the following within the department's policy and procedure general order (general order 8.09):

- **Outside Overtime Assignment** – Activities performed by members of the department in which the member engages in approved police activities performed by contract, and where payment is made by an approved third party employer to the department, and where the approved secondary employment activities are managed through the overtime office.
- **Secondary Employment** – Employment that is not of a law enforcement nature in which vested police powers are not a condition of employment requiring no real

or implied law enforcement service to the off-duty employer. Such employment is governed by the respective collective bargaining agreements.

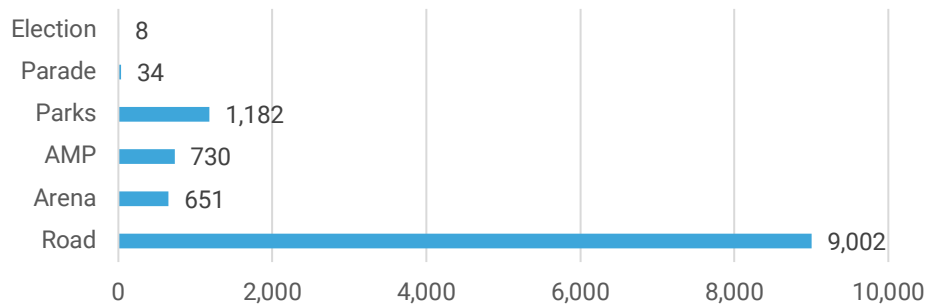
The following table illustrates the total number of officers hired on outside overtime assignments in 2023:

Outside Overtime Assignment Officers Hired 2023

	Road	Arena	AMP	Parks	Parade	Election	Total
January	613	169	0	0	0	0	782
February	659	77	0	0	0	0	736
March	778	0	0	0	0	0	778
April	760	76	0	0	0	0	836
May	842	60	70	105	0	0	1,077
June	834	0	136	350	17	0	1,337
July	633	0	143	338	0	0	1,114
August	812	0	216	337	0	0	1,365
September	736	17	136	52	0	8	949
October	787	71	20	0	17	0	895
November	785	64	9	0	0	0	858
December	763	117	0	0	0	0	880
<b>Total</b>	<b>9,002</b>	<b>651</b>	<b>730</b>	<b>1,182</b>	<b>34</b>	<b>8</b>	<b>11,607</b>

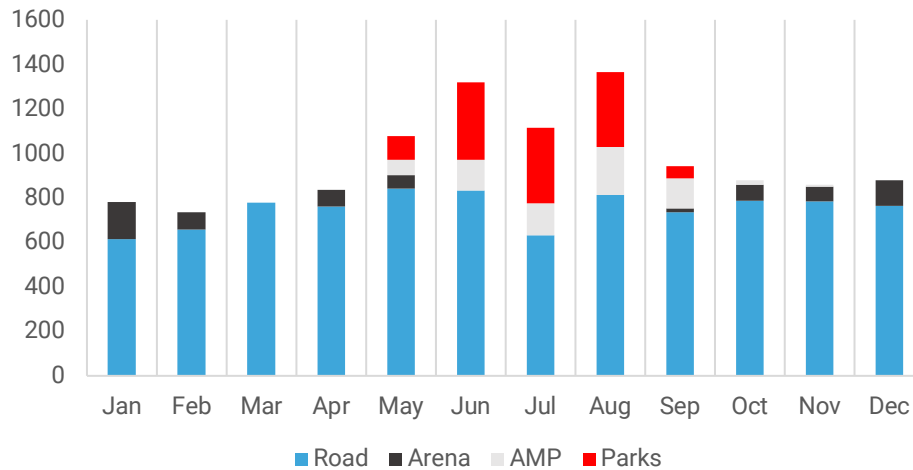
As illustrated above, In 2023, officers were hired 11,607 times on outside overtime assignments. The following chart illustrates yearly totals by job visually:

Outside Overtime Assignment Officers Hired 2023



The following chart illustrates road, arena, AMP, and parks monthly totals visually:

### Road, Arena, AMP, and Parks 2023



As illustrated above, a large majority of overtime assignments are road jobs. According to the City of Bridgeport ordinance, Preservation of Public Safety (12.12.080), before any excavation on a city street, the worker is required to obtain a permit from the city. Before the city approves the permit, the applicant must receive a certificate of "preservation of public safety" showing that arrangements were made with the Chief of Police (or designee) for one or more police officers to be on duty at the location to protect works, pedestrians, and motor vehicles and direct traffic until work is completed. The Chief may certify, in his opinion, that such police protection is not needed at the time of application instead of issuing the certificate of preservation of public safety.

The following table illustrates various outside overtime assignment averages for 2023:

Outside Overtime Assignment Averages 2023

	Total	Monthly Avg.	Weekly Avg.	Daily Avg.
Road Jobs	9,002	750	173	25
Arena	651	54	13	2
AMP	730	61	14	2
Parks	1,182	99	23	3
Parade	34	3	1	0.1
Election	8	1	0.2	0.02
<b>Total</b>	<b>11,607</b>	<b>967</b>	<b>223</b>	<b>32</b>

As illustrated above, on average, officers worked approximately 32 overtime assignments daily in 2023.

The department did not provide the total number of hours attributed to the various overtime assignments illustrated above. For analysis purposes, a four-hour figure is used for each assignment. According to the department’s policy and procedure general order



(general order 8.09), a four-hour minimum exists for all outside overtime assignments. After four hours, the assignment will be worked in increments of one-half hour.

The following table illustrates the total overtime hours for each assignment and various averages in 2023 (using the four-hour minimum):

#### Outside Overtime Hours and Averages

	Total	Total Hours (4 hour min)	Monthly Avg. Hours	Weekly Avg. Hours	Daily Avg. Hours
Road Jobs	9,002	36,008	3,001	692	99
Arena	651	2,604	217	50	2
AMP	730	2,920	243	56	2
Parks	1,182	4,728	394	91	3
Parade	34	136	11	1	0.1
Election	8	32	27	0.2	0.02
<b>Total</b>	<b>11,607</b>	<b>46,428</b>	<b>3,869</b>	<b>893</b>	<b>127</b>

As illustrated above, using the four-hour minimum, on average, approximately 127 hours of overtime each day was attributed to the above assignments during 2023. As previously described, the four-hour minimum exists for all outside overtime assignments. After four hours, the assignment will be worked in increments of one-half hour. As such, the total number of overtime hours accrued does not necessarily mean the total number of hours worked by officers. Per department policy, officers may not work more than sixteen hours of regular duty, department and/or outside overtime, or a combination thereof within any 24 hours.

There are certain negative ramifications associated with secondary employment, such as occupations that place officers at risk for a disabling injury, which could prevent return to regular police duty. An evaluation of current authorized outside overtime and secondary employment occupations should be conducted by the department. While the department regulates secondary employment, the community has a right to expect that its police officers are in optimal physical and mental shape to carry out their duties. Rest in between an officer's primary duties and secondary employment must be ensured to guarantee the full alertness required by police work.

A study published by the National Institute of Justice on the effects of police officer sleep deprivation estimated the yearly cost of fatigue due to health-related lost productivity at 136 billion dollars annually among employees. More than half of all police officers fail to get adequate amounts of rest, in addition to possessing 44% higher incidences of sleep apnea. One police officer wellness study noted that 90% of all employees working shifts received no training on how to manage individual schedules and shift work lifestyles. As mentioned previously, officers may not work more than sixteen hours of regular duty,

department and/or outside overtime, or a combination thereof within any twenty-four hours. It is recommended that the department evaluate this sixteen-hour workday and the potential health-related negative effects it may have on officers.

### **Recommendations:**

#### **Merge Central Staffing/External Overtime.**

**Place under Fiscal Services when that unit is staffed with a civilian employee. This is subject to the Collective Bargaining Agreement.**

**Evaluate potential employee adverse health-related effects associated with the current maximum workday of 16 hours as defined in the department's policy and procedure general order (general order 8.09). This is subject to the Collective Bargaining Agreement.**

**Evaluate current authorized outside overtime assignments and secondary employment to ensure Police Officers are not placed at risk for disabling injuries which could prevent a return to regular police duty. This is subject to the Collective Bargaining Agreement.**

### **3. Clerk/Board of Police Commissioners**

This position assists the BOPC and performs internal tracking and work status-type activities. It also performs related functions for the Chief's Office (often related to internal discipline falling outside the BOPC mandate), acts as an interface between the agency and city, and assists in pension-related issues.

#### **(1) Staffing and Roles**

The Administrative Lieutenant oversees this function as a collateral duty. The Clerk manages personnel files, tracks work status, assists in promotions / transfers / retirements, and interfaces with related City bureaus. It is also heavily involved in assisting the Board of Police Commissioners.

#### **(2) Workload and Ability to Meet Unit Objectives**

The Clerk position has a wide range of responsibilities. These include the following:

- Assisting in tracking/presenting discipline to the BOPC and Chief (depending on the nature of the infraction).
- Acting as a liaison between retirees and the three pension systems with active members.
- Coordinating with city engineers regarding traffic signage.

- Managing end-of-year payouts for unused leave (i.e., vacation, holiday, etc.).
- Assigning/tracking/ordering badges for agency personnel.
- Managing transfer files.
- Coordinating with the BOPC.

The latter duty represents a significant investment of time. It includes organizing, keeping minutes for, and preparing documents for before and after, approximately three, monthly meetings (this number varies). As with the other tasks, it involves significant paperwork, copying, and filing. The lieutenant currently performs these tasks.

### Recommendation:

See Administration Command recommendations.

## 4. Payroll

The Administrative Lieutenant supervises Payroll. They are charged with managing payments and other fiscal functions of the BPPD. The Clerks work from 9 am to 5 pm, Monday to Friday.

### (1) Staffing and Roles

Two civilian positions staff payroll; however, one position is currently vacant. The Administrative Lieutenant oversees the unit's work, which includes tracking/managing overtime and other functions, such as payroll/timekeeping. These positions interface with their counterparts at the city government. When both positions are filled, one handles payroll for sworn staff, and the other handles payroll for civilian staff. Due to short staffing, the unit is being assisted by Central Staffing/External Overtime.

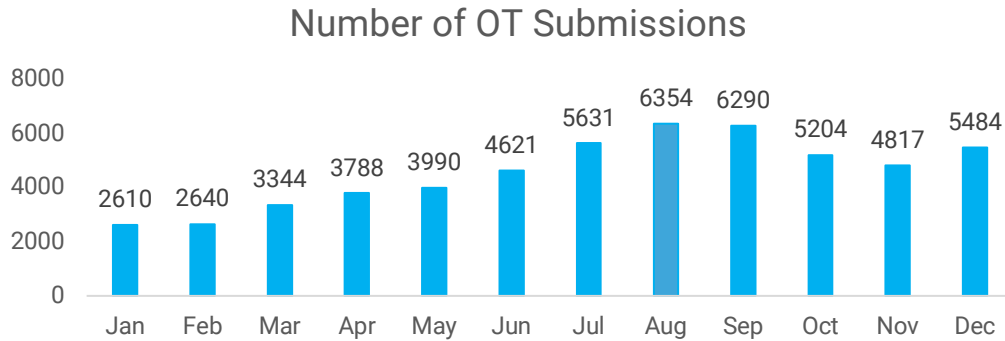
The unit is also co-located with Central Staff/External Overtime. Given the overlapping duties of these units, it is an efficient arrangement. The units may benefit from further integration.

### (2) Workload and Ability to Meet Unit Objectives

Given the breadth of work performed by Payroll, it is helpful to break down the volume of crucial work functions. One primary source of work consists of processing overtime requests. Due to staffing shortages and the agency structure, Bridgeport relies heavily on overtime. To help accomplish this assessment, the BPD provided an overtime process for 2022.

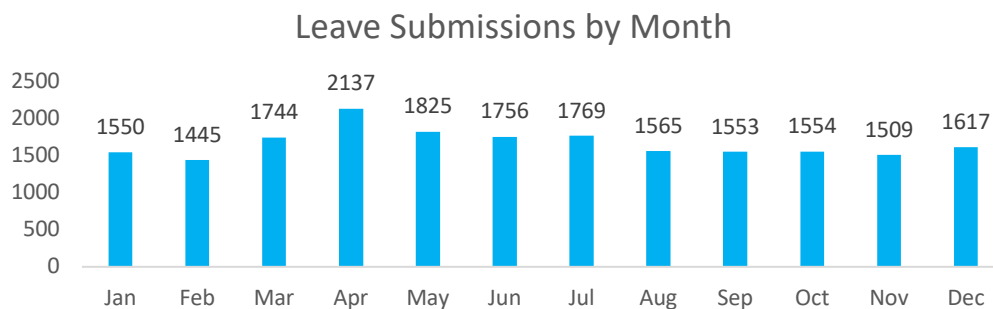
It is important to note that this table is identical to the table used when evaluating Central Staffing. However, the work required differs between the two units. Central Staffing is

responsible for identifying the needed personnel and hiring them. Payroll is responsible for processing overtime requests. The table below shows overtime processing by month:



Managing this volume of overtime represents a significant workload. Depending on workflow, Fiscal Services would process approximately 150 overtime submissions daily if the unit worked seven days a week or approximately submissions working Monday through Friday. Given the unit work schedule (Monday to Friday, 9 a.m. to 5 p.m., this would require each clerk to process 140 overtime submissions daily or just under nine submissions a work hour, and this does not factor in vacation, or other forms of leave taken by the unit’s clerks. This workload is manageable in and of itself; however, it represents just one task of several performed by the unit.

Timekeeping can also be a major source of work. To help assess this, the BPD provided annual leave submissions for 2022. The table below displays the number of submissions by month:



As with overtime, managing this leave volume represents significant work. This work represents approximately 70 submissions per workday or over 3 hours per clerk (again, this would not factor in leave such as vacation or sick time).

Given the documented volume of work, Payroll appears appropriately staffed when both positions are filled. While staffing appears adequate, the unit would benefit from formally merging with Central Staffing/External Overtime. This would allow for more cross-training and allow the staff to support each other more effectively.

## Recommendation:

See Central Staffing/External Overtime recommendations.

### 5. Planning and Inspections

This position is in flux as the agency reorganization has assigned this position to the Administration Lieutenant. It works to ensure the agency maintains accreditation.

#### (1) Staffing and Roles

This unit work is assigned to the Administration Lieutenant. However, due to that position's workload, the lieutenant is being assisted by a sergeant assigned to the Chief's Office as a Special Detail/Assignment. This sergeant is also working as the Community Services sergeant since that unit is currently unstaffed.

The position ensures that the BPD maintains Connecticut Law enforcement accreditation. Currently, the agency has established Tier I accreditation but is working toward Tier II (there are three tiers).

#### (2) Workload and Ability to Meet Unit Objectives

The primary responsibility for this program is to maintain, and when possible, advance the agency's accreditation standards with the state. This entails working with the State of Connecticut Police Officer Standards and Training Council (POST) Law Enforcement Accreditation Program to ensure it meets the necessary standards.

The number of standards necessary varies by tier. Tier I accreditation requires verifying that the agency meets 120 standards for non-university law enforcement agencies. Tier II adds 82 standards, and Tier III adds 118 more standards. To maintain Tier III status requires ongoing assessment of 321 standards (322 for university police).

Standards vary by their Tier but are generally policy-related. An example standard (taken from the 2022 Accreditation Standards Manual 6<sup>th</sup> Edition, pg. 12) reads:

*"1.1.1 Unless specifically excepted by the nature of the assignment, every on-duty officer has a portable radio providing two-way continuous communication to the agency's communications center."*

Other examples focus on having written directives for controlling in-custody property and evidence, having written directives around individuals in the agency's custody, etc.

The agency is required to provide documentation demonstrating that these standards are in place. Some standards require periodic review or specific action after an incident. For

instance, Tier I Standard 1.7.2 *Report on vehicle pursuits* requires the agency to take certain steps when an officer is involved in a pursuit.

Many agencies utilize civilian employees to help manage accreditation; this includes other agencies in Connecticut. Such employees are often less expensive than sworn personnel, frequently stay in the position longer, and require less ongoing training than a certified police officer (who often has extensive ongoing training requirements). Such a position can also assist with other administrative tasks.

The Administration Command's recommendation of adding a civilian assistant for the Administrative Lieutenant would allow this division to perform this work.

### **Recommendation:**

**Bring this work back to the Administration Division upon adding a civilian employee to assist the Administrative Lieutenant (see recommendations for the Administrative Command re: adding civilian administrative support). This is subject to the Collective Bargaining Agreement.**

## **6. Sick and Injured Management**

This responsibility focuses on documenting work status and related functions.

### **(1) Staffing and Roles**

This function is a collateral duty for the Administrative Lieutenant. The duty is focused on documenting work statuses, managing workers' compensation, managing drug testing, and accounting for limited-duty personnel.

### **(2) Workload and Ability to Meet Unit Objectives**

This position is managed as a collateral duty assignment and coordinates with the city on many functions. Duties specific to the management of sick and injured personnel include:

- Tracking personnel out for 20 or more days.
- Tracking all workers' compensation claims.
- Tracking/managing drug testing (this includes being present or ensuring an agency presence at testing).
- Tracking individuals out sick for more than two days and ensuring they have a doctor's note.
- Monitor sick use and document usage of more than five days a month.

Due to workload constraints, the lieutenant is rarely able to track the last two items. Instead, the positions focus on ensuring that the first three functions are performed.

Similar to the Clerk functions, these duties would benefit from administrative support (see recommendations for Administrative Command: adding civilian administrative support).

#### **Recommendation:**

**There are no additional recommendations for this function (see recommendations for the Administrative Command re: adding civilian administrative support).**

## **6. Fiscal Services**

Fiscal Services monitors the agency budget and other high-level fiscal functions. It is independent of other fiscal functions (i.e., payments are processed by an accounting clerk in the Chief's Office, payroll manages overtime/leave, etc.).

### **(1) Staffing and Roles**

Fiscal Services duties are currently performed by the Technology Lieutenant (submitting general and capital budgets with input for agency command) and a Captain (grants and expenditures). However, eventually, the administrative lieutenant will take over these functions. The agency is attempting to hire a civilian employee to conduct this work but has been unable to fill the position.

### **(2) Workload and Ability to Meet Unit Objectives**

This position currently oversees high-level tracking related to agency finances. This includes managing budgets, tracking available resources, and ensuring the agency is fiscally responsible. These duties are currently split between multiple individuals, as are other related duties in payroll, purchasing, and staffing. The agency has taken steps to consolidate these functions. These efforts should continue and be supported by additional civilian employees with a background in government finance.

#### **Recommendations:**

**Fill vacant civilian position.**

**Return duties to the Administrative Lieutenant when the civilian position is filled. This is subject to the Collective Bargaining Agreement.**

**Place Payroll/Central Staffing/External overtime under this position.**

**When staffing allows move the Account Clerk from the Chief's Office to Fiscal Services.**

## 4. Special Services Division

The Special Services Division is led by a Captain and comprised of the Training Section and Special Services Section.

### Training Section

The Training Section is led by a Lieutenant and comprised of the Training Unit, School Resource Unit, and Community Services Unit.

#### 1. Training Unit

The Training Unit is managed by the Training Section Lieutenant and staffed with three Police Officers and one Administrative Assistant. The unit's work schedule is Monday through Friday, 7 am to 5 pm, although these times often change due to academy training schedules.

##### (1) Workload and Ability to Meet Unit Objectives

The Training Unit is responsible for managing and providing the department's police academy training, yearly in-service training, and department recruitment. Currently, the department has four full-time trainers (including the Lieutenant) and thirty-eight part-time (collateral) trainers.

To determine training unit staffing needs, it is important to develop a complete understanding of the unit's workload. This workload includes various administrative duties associated with the department's training program management, training course curriculum development, training unit instructor hours, and other administrative duties.

##### (2) Training Unit Instructor Hours

The following table illustrates in-service training courses instructed by the unit's full-time staff in 2022:



### In-Service Training Courses 2022

Course	Course Length
Laws of Arrest	2
Use of Force Policy	2
Firearms Update (Classroom)	2
Electronic Defense Weapon	2
De-Escalation Training	2
Juvenile Law/Dealing with Juveniles	2
Supervisor / Subordinate Relations	2
Conflict Management	2
Fair & Impartial Policing	2
Blue Courage	2
Procedural Justice	2
Implicit Bias	2
BWC/In-Car Cameras	1
Terrorism & Suicide Bombers	2
Building Search & Active Aggressor	2
Field Training Officer Responsibility	28
NIMS	2
Firearms	2
<b>Total</b>	<b>61 Hours</b>

The following table illustrates academy training courses instructed by the unit's full-time staff in 2022:

### Academy Training Courses 2022

Course	Course Length
Laws of Arrest	24
Officer Safety & Mechanics of Arrest and Control	9
De-Escalation	4
Juvenile Law/Dealing with Juveniles	4
Supervisor/Subordinate Relations	1
Conflict Management	4
Fair & Impartial Policing/Procedural Justice/Implicit Bias	24
Blue Courage	16
BWC/In-Car Cameras	2
Terrorism & Suicide Bombers	4
Crimes in Progress/Building Search & Active Aggressor	20
Vehicle Stop Techniques	24
Civil Complaints & Service Calls	2
Note Taking & Report Writing	20
Critical Incident Response	4
NIMS	2
Handcuffing	4
Firearms	86
<b>Total</b>	<b>254 Hours</b>

To ensure all department members receive in-service training, courses must be taught several times throughout the year to accommodate various shift schedules and conflicts. In 2022, the department’s full-time training staff developed and instructed 18 different in-service training courses and 18 different academy courses.

The following table illustrates the total number of hours of instruction provided by the unit’s full-time staff in 2022 (including both in-service and academy training):

**Training Unit Instructor Hours 2022**

Trainer	Hours
Lieutenant	380
Officer #1	91
Officer #2	332
Officer #3	122
<b>Total Hours</b>	<b>925</b>

As illustrated above, the department’s full-time training staff provided 925 hours of instruction during 2022.

**(3) Training Unit Curriculum Development**

The length of time needed to develop each course is dependent on factors such as topic complexity, length of course, and instructor experience. According to instructional design research, to develop one hour of instructor-led training, between 40 to 49 hours of development time is needed. 20 hours of curriculum development time is typically needed to update existing courses. For staffing analysis purposes, 20 hours of curriculum development time is used for academy training courses.

In 2022, 7,835 hours were dedicated to curriculum development and instructing courses. The below table illustrates this calculation process:

**Training Unit Curriculum Development & Instructor Hours**

Total in-service course hours		61
<i>Multiplied by development time per each hour</i>	x	40
	=	2,440
<hr/>		
Total academy course hours		254
<i>Multiplied by development time per each hour</i>	x	20
	=	5,080
<hr/>		
Total in-service and academy curriculum development	=	7,520
Total instructor hours	+	925
<b>Total Workload Hours</b>	=	<b>8,445</b>

**(4) Calculation of Staffing Needs**

As depicted above, the total number of workload hours dedicated to curriculum development and course instruction is 8,445 hours. The base number of hours in an employee’s work year is 2,080. After accounting for vacation, sick leave, training, and other absences a figure of 1,720 hours is typically more appropriate. Using this 1,720-hour figure, a total of 5 trainers are needed. The following table illustrates this calculation process:

**Calculation of Training Unit Staffing Needs**

Total workload hours		8,445
<i>Divided by total net available hours for 1 Trainer</i>	÷	1,720
<b>Total Number of Trainers Needed</b>	=	<b>4.91</b>

Currently, the department has four full-time trainers (including the Lieutenant). The above staffing needs analysis does not include untracked time dedicated towards other administrative duties required of training unit personnel.

**(5) Police Academy**

The following table illustrates class size at both the beginning and end of each of the past four academies:

**Police Academy**

Academy Class	Starting Class Size	Ending Class Size	-%
Class 42	16	16	0
Class 43	15	11	-27%
Class 44	8	5	-38%
Class 45	23	23	0

The ratio of recruits to academy staff officers plays a vital role in the success and failure of a recruit during academy training. The below table illustrates this ratio during the past five academies:

**Academy Staff Officer to Recruit Ratio**

Academy Class	Class Size	Ratio
Class 42	16	5.3:1
Class 43	15	5:1
Class 44	8	2.6:1
Class 45	23	7.6:1

As depicted above, recruit-to-academy staff officer ratios fluctuate with each academy class size. Indicating the academy staff officer position is not increased with larger academy sizes. Currently, there is no national standard regarding academy staff officer and recruit ratio and the topic is not well researched.

Academy staff officer span of control ratios have a significant impact on the performance of staff officers and their ability to fulfill the range of their duties effectively. Academy staff officer duties include mentoring and assisting recruits through the academy, evaluating, and developing plans for recruits to succeed, and supervising recruits. Duties that are parallel to police first-line supervisor duties within policing organizations. As such, staffing recommendations related to academy staff officer positions should be like police sergeant spans of control recommendations.

While factors such as job functions, available technology, and the competencies of the staff officer and recruit may play a role in this ratio, the recommended span of control is seven recruits to one staff officer.

As each class size fluctuates, it is difficult to develop an accurate staffing recommendation. Academy recruit to staff officer spans of control should be evaluated before each academy start date to ensure proper spans of control. Ensuring proper spans of control will increase recruit success and improve academy graduation rates.

#### **(5.1) Regionalization of Police Academy Operations**

Increasingly, police agencies around the country have turned to a shared services model both for direct and support services. Regionalization of police academy operations offers potential advantages such as a pooling of resources, short and long-term cost savings, spreading costs across larger operations, and increasing purchasing power. The Bridgeport Police Department should evaluate the feasibility of either participating in a nearby regional police academy or forming a partnership with surrounding agencies to create a regional police academy.

#### **(6) Police Training**

Education and training are foundational elements in police agencies. Advanced training technologies and techniques are essential in equipping officers with the right combination of knowledge and skills, improving the safety and effectiveness of law enforcement and benefiting communities. In 2022, the department mandated a minimum of 13 hours of retraining to be completed by each certified Police Officer. At a minimum, Police Officers should receive 40 hours of in-service training each year.

Constructing a yearly training plan will assist the department in continuing the growth and development of its personnel. A yearly training plan, incorporating both sworn and non-

sworn training goals, will assist in both professional and personal excellence. Before constructing a yearly training plan, an organizational needs assessment should be completed.

### **(6.1) Training Needs Assessment**

Before the development of a training plan, an organizational needs assessment should be completed. This assessment should be based on current issues within the department, as well as emerging trends in policing. Topics such as crisis intervention, de-escalation, arrest and control techniques, and complaints or performance issues that affect more than one employee should be addressed. This assessment should be conducted with stakeholders at the officer, non-sworn, and supervisory levels.

A training needs assessment should include the following:

- Review of statutory changes.
- Review of policy changes.
- A review of department needs for training on specific tasks.
- A national survey of emerging trends.
- A local survey of trends.
- Data from the department on the use of force, complaints, officer-involved traffic collisions, process or procedure failures, and lawsuits to determine if any issues could be mitigated through training.
- Legal updates.
- Career advancement training.
- Leadership training.
- Employee health and wellness training.

A well-thought-out assessment will include needs from each role/function within the department and may be different for each unit. Community participation and input should be solicited while conducting the training needs assessment.

### **(6.2) Training Committee**

A training committee should be created to develop the yearly training plan. This can help with employee “buy-in” for the plan and can also help explain “the why” and “how” the plan was developed. A training committee should consist of a minimum of one person from each major area of the department since different units of areas may have specific needs.

Community members can be a valuable asset to a police organization's training. As such, community representatives should also participate in the training committee.

### **(6.3) Training Plan**

A formalized training plan should be developed by the department to ensure police trends or department needs are incorporated into training cycles. A training plan should be developed once a needs assessment has been completed. A formalized training plan will help to ensure all employees receive the training they need to be effective at their jobs. A training plan would also detail when training should be conducted so that all state training mandates are met and that all employees receive the needed training to be most effective. Once the plan is developed a matrix should be completed so that time frames and attendance goals are met. This yearly training plan should be developed and approved by department leadership at the beginning of each year.

### **(7) Police Training Best Practices**

While policing continues to change in the United States, police training has typically not kept pace. Serious consequences such as legal, financial, and reputational exist when police agencies do not adequately invest in the training of their Police Officers. Police training must be expanded and more effective in meeting the scope of current and future responsibilities. Police organizations must also engage community members, particularly those with special expertise in the training process, and provide leadership training to all personnel throughout their careers.

An evaluation of the department's training philosophies and methodologies in comparison to emerging and national best practices was performed by the project team. The following sections summarize current best practices as described by the department's training unit personnel.

#### **Police Academy Training Best Practices**

- Training is centered on critical thinking and values-based decision-making.
- Training is based on adult learning principles and augmented with appropriate stress-based learning.
- Procedural justice is practiced throughout the various training courses.
- Training is focused on agency policies, procedures, organizational values, and local community standards.
- Recent academy graduates are incorporated into curriculum review and updates.

### **Field Training Program Best Practices**

- A formal and rigorous selection process for field training officers exists.
- Incentives are given to field training officers to attract high-performing officers.
- The field training program is updated in tandem with academy training to ensure continuity.
- The department monitors how field training officers evaluate new officers.

### **In-Serve Training Program Best Practices**

- Training philosophies align with department philosophies.
- Officers are specifically trained in how to interact with various community members.
- Training staff use adult learning experts to assist in curriculum development.
- A formal, rigorous process exists for selecting department instructors.
- Professional educators assist in teaching courses in areas that do not require specific law enforcement experience.

As illustrated above, the department has incorporated several emerging and national best practices into its training programs. Several areas of improvement were noted as well. The following sections summarize these areas.

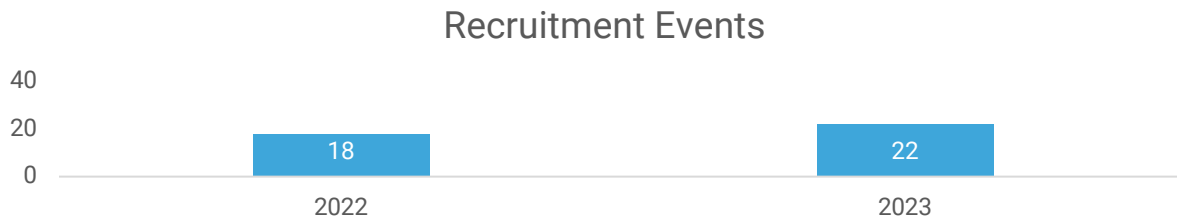
### **Training Program Recommendations**

- Require department Field Training Officers to requalify every year to remain in the position.
- Incorporate department-wide input and feedback into the in-service training curriculum.
- Ensure a culture of employee wellness exists throughout the department.
- Ensure in-service scenario-based training is focused on both high-risk encounters and tasks police officers encounter day to day.
- Ensure department technology supports modern approaches to teaching.

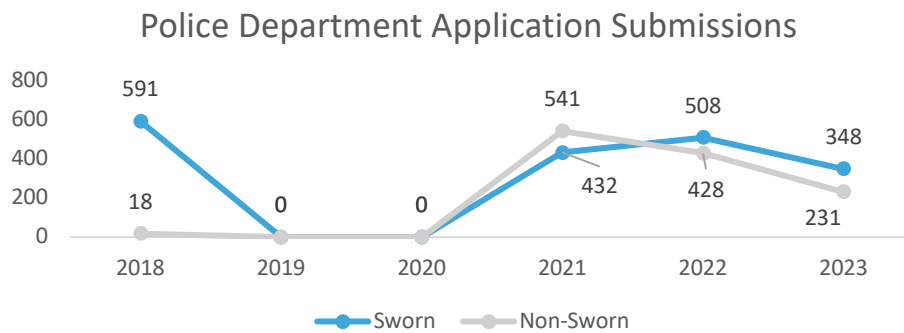
### **(8) Recruitment**

Along with the Academy Recruit Training Officer responsibilities, one Training Unit Officer is responsible for department recruitment efforts. The department's recruitment efforts include social media posts, handing out department flyers, and speaking with potential

applicants at area businesses. Officers attended 18 recruitment events in 2022 and 22 events in 2023 (as of September). The following chart displays this information:



The following chart displays department sworn and non-sworn application submissions for 2018 – 2023:



As illustrated above, sworn Police Officer application submissions have decreased by 41% from 2018 to 2023. While non-sworn application submissions increased dramatically from 2018 to 2023, submissions decreased by 57% from 2021 to 2023.

Police Officer resignations and retirements continue to strain overall staffing levels nationally. The Bridgeport Police Department currently has 85 vacant positions throughout the department (69 sworn positions and 16 non-sworn positions).

Based on historic processing rates, police department positions require approximately fifty applications to fill three to seven positions. To fill current vacancies, a total of 483 sworn applications and 112 non-sworn applications are needed. The following table illustrates this calculation process:

#### Police Department Application Submission Requirements

Position	Current vacancies	# of applicants to process based on ratio of 7 successes to 50 applicants
Sworn	69	483
Non-Sworn	16	112
<b>Total</b>	<b>85</b>	<b>595</b>



While the department currently commits part-time efforts towards recruitment, as illustrated above, a full-time effort is needed to fill current vacancies. This full-time effort should be focused on both sworn and non-sworn positions.

### **(9) Recruitment, Hiring, and Retention**

A diverse workforce is essential in building trust between police departments and the communities they serve. Nationally, police agencies have altered recruitment and hiring approaches such as offering hiring bonuses and changing eligibility requirements. Police agencies have also begun giving retention bonuses or pay increases to target staffing issues.

Nationally, many police organizations have begun constructing strategic recruitment, hiring, and retention plans. Such plans are designed to build trust within the community and ensure the department is representative of the community in terms of characteristics, ability, background, and experience. A comprehensive recruitment, hiring, and retention plan should contain the following goals:

- Engage department stakeholders to ensure the Bridgeport Police Department's organizational culture is guided by community policing, procedural justice, and cultural inclusivity.
- Engage community stakeholders to ensure the Bridgeport Police Department's workforce reflects the characteristics of community members of the Bridgeport area.
- Evaluate employment criteria, standards, and benchmarks to ensure that they are tailored to the skills needed to perform job functions, and consequently attract, select, and retain the most qualified and desirable employees.

A comprehensive recruitment, hiring, and retention plan should include the following:

#### **Recruitment**

- Modifying current recruitment efforts to expand the diversity and volume of young adults who perceive a career in the department is a viable career field to consider.
- Proactive and targeted community outreach efforts to encourage applicants from diverse populations to consider all careers within the department.

#### **Hiring**

- Evaluate the current selection processes used to reduce the time and burden traditional approaches place on applicants and the expense these efforts create for the department.

- Evaluate the current hiring process to ensure testing requirements correspond with job-related functions.
- Evaluate the pre-employment background process to adopt a holistic view of the skills and strengths applicants bring to the department.
- Cultivate awareness among current employees that they play a key role in recruiting future employees as they perform their duties within their communities.
- Consider how the orientation and structure used to train new employees might work against efforts to recruit sufficient diverse personnel.

### **Retention**

- Explore how job sharing and part-time positions might enable the department to retain employees, even during life phases when employees have demanding responsibilities as caregivers.
- Pursue a workplace that is welcoming to increase a wide range of diversity and inclusion efforts within the department.
- Evaluate traditional organizational practices in ways that might make careers more desirable and sustainable.
- Evaluate potential incentives to retain officers.

To expand department recruitment efforts and develop a recruitment, hiring, and retention plan, a new full-time Recruitment Officer is needed. This Officer should be placed within the Administrative Services Division.

### **Recommendations:**

**Track workload hours associated with curriculum development to analyze future Training Unit staffing needs.**

**Evaluate the feasibility of either participating in a nearby regional police academy or forming a partnership with surrounding agencies to create a regional police academy.**

**Create a department training committee comprised of a cross-section of employees and community members.**

**Conduct an in-service training needs assessment.**

**Develop a yearly in-service training plan.**

**Incorporate emerging and national best practice recommendations into the department's various training programs.**

**Evaluate academy recruit to staff officer span of control before each academy starts to ensure a 7:1 ratio exists.**

**Create a full-time Recruitment Officer position and assign it to the Administrative Services Division. This is subject to the Collective Bargaining Agreement.**

**Develop a comprehensive Recruitment, Hiring, and Retention Plan.**

## **2. School Resource Unit**

The School Resource Unit ensures a safe school environment by coordinating with school administrators, directing the Board of Education's security officers, monitoring schools, and handling school-related police calls. The unit works from 7:30 a.m. to 3:30 p.m. but frequently adjusts or works later, using overtime for school events. These shifts are also truncated. However, overtime ensures they are on post until 3:30 p.m., five days a week.

### **(1) Staffing and Roles**

When fully staffed this unit is composed of a sergeant, and four officers and works with an administrative assistant and up to 72 security personnel. The administrative assistant and security personnel are school staff (funded by the Board of Education – BOE) but work closely with the School Resource sergeant.

The sergeant, as a front-line supervisor, oversees the unit's officers and the school security guards, ensuring a seamless operation. The School Resource Unit also demonstrates its effective coordination by working with up to 85 crossing guards, funded by the BOE and managed by the BOE crossing guard supervisor. The Officers monitor daily arrivals and dismissals at the high schools as feasible (there are eight high schools set on five sites), respond to school-related calls for service annually, assist in formal mediation sessions, field questions from staff, students, and parents, attend sporting events, etc.

The Administrative Assistant is a BOE employee; however, she assists the Sergeant in managing BOE security personnel. The work includes tracking hours for security guards, maintaining records, hiring for events, and ensuring staffing. Security Guards are BOE-funded personnel managed by the Sergeant (operationally) and Administrative Assistant (timekeeping/administratively). These positions welcome students, staff metal detectors, monitor fixed locations (hotspots), perform patrols, attend lunches, etc. In addition to authorized full-time positions, there is a variable number of part-time positions.

## (2) Workload and Ability to Meet Unit Objectives

The School Resource Unit serves approximately 26,000 students across nearly 50 public, charter, and private schools. This includes eight high schools located on five campuses. The unit responds to calls for service related to schools and students.

Calls for service are an essential measure of work for the unit. In addition to calls from the school and the public, the unit regularly documents a wide range of activities as calls for service. For instance, the most common call for service responded to by members of the unit is “School Dismissal.” By examining these calls, we can capture a large portion of the work of the unit. However, it is important to remember that this still does not represent all the work conducted by the unit.

The following table provides the ten most common incident categories of calls for service and self-initiated activity located in the department’s Computer-Aided Dispatch (CAD) system handled by the School Resource Unit in 2022, as well as the average call handling time (HT)<sup>8</sup> for each:

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<sup>8</sup> Handling time is defined as the total time in which a unit was assigned to an incident. It is calculated as the difference between the recorded time stamps the unit being dispatched and cleared from the incident.

### SI/CFS Incident Types School Resource Unit

Incident Type	# CFS	HT	12a	4a	8a	12p	4p	8p
SCHOOL DISMISSAL	416	75.0						
MEET THE COMPLAINANT	163	124.0						
AUTHORIZED DETAIL	78	152.8						
JUVENILE COMPLAINTS	67	120.9						
ASSAULT	62	151.8						
THREATENING	55	122.6						
SCHOOL TRAFFIC	49	76.2						
ASSIST MEDICS	48	85.8						
MISSING PERSON - JUV	39	117.9						
BREACH OF PEACE/DISORD	37	115.0						
All Other Types	420	100.4						
<b>Total</b>	<b>1,434</b>	<b>102.1</b>						

The unit responded to or handled over 1,400 calls in 2022. Handling time for these calls alone represented over 2,400 hours. Given training needs, leave (sick/vacation/military, etc.), and administrative time (i.e., roll calls, checking in and out equipment, etc.), this represents nearly two full-time officers (the unit is only authorized four officers and has been functioning with three).

This represents a high volume of call-related workload for a School Resource Unit. These units generally work in the schools, responding to fewer calls and spending more time proactively engaging with students and staff. However, reduced staffing for the unit has resulted in the need to be more focused on call response.

The unit would benefit from additional staffing. Ideally, this would increase to eight officers (one for each high school system). Given the BPD's current staffing, this goal may be challenging to meet. However, a minimum of one sworn officer per high school campus would still be advisable.

## Recommendation

**Increase staffing at the School Resource Unit by 1 FTE. Fill any vacancy so the unit is staffed with at least 5 FTE sworn officers.**

### 3. Community Service Unit

The Community Service Unit focuses on improving police-community relationships and crime prevention. It is currently unstaffed as a full-time unit but the unit's duties are being overseen out of the Chief's Office (see below).

#### (1) Staffing and Roles

When fully staffed, the unit has one sergeant and two officers. However, it has been unstaffed for some time, with critical duties being performed by a sergeant assigned to the Chief's Office as a special duty position.

When staffed the sergeant oversees two officers, focuses on building relationships with the community, and coordinating community engagement-type activities in the agency. One officer's position focuses on crime prevention efforts with the community and the second officer focuses more on fostering positive interactions between the agency and community members.

Currently, a sergeant assigned to the Chief's Office ensures that agency staff attend activities critical to maintaining positive community relations. This includes:

- Attending community forums
- Managing a citizen's academy
- Working on critical outreach efforts for the agency

The later task includes a wide range of events and activities. Examples include Midnight Basketball, developing walking beats, community engagement efforts in housing complexes, and other related activities. The sergeant may handle some responsibilities, such as attending critical community forums. However, the position also involves working with other agency members to ensure officers attend community events and activities.

#### (2) Workload and Ability to Meet Unit Objectives

The sergeant overseeing this portfolio currently has other duties, such as assisting with planning and inspections, taking on special projects for the Chief, and working on other priority projects for the agency. An example is work being done to develop peer counseling training. Despite these commitments, the position's primary focus is community engagement.

The position can maintain the agency's footprint at critical events with the current staffing but is very limited in the number of extra duties/events it can conduct. This limits new initiatives and results in fewer positive police-community interactions that might occur with more dedicated staffing.

Given the challenges of developing and maintaining a positive police-community relationship, this position should be staffed by at least one full-time sergeant with no other collateral duties. Ideally, the unit would be reconstituted to its prior strength when agency staffing permits. This would allow for a more proactive approach to developing initiatives to improve police-community relations. That said, officers regularly engage with the community in their day-to-day interactions. So, the work occurs just in a less organized fashion.

### Recommendation

**Fill the vacant sergeant position with one FTE sergeant.**

### Special Services Section

The Special Services Section is led by a Lieutenant and comprised of the Marine Unit, Narcotics and Vice Unit, Traffic Unit, and Animal Control. The Special Services Section Lieutenant is also responsible for special events planning.

#### 1. Marine Unit

The Marine Unit is managed by the Special Services Section Lieutenant and staffed with one full-time Officer (authorized two) and five part-time (collateral duty) Officers. The full-time Officer works Monday through Friday, 8 am – 4 pm. The unit currently maintains a 44' moose boat, 29' safe boat, 21' zodiac, and two Sea Doo jet skis.

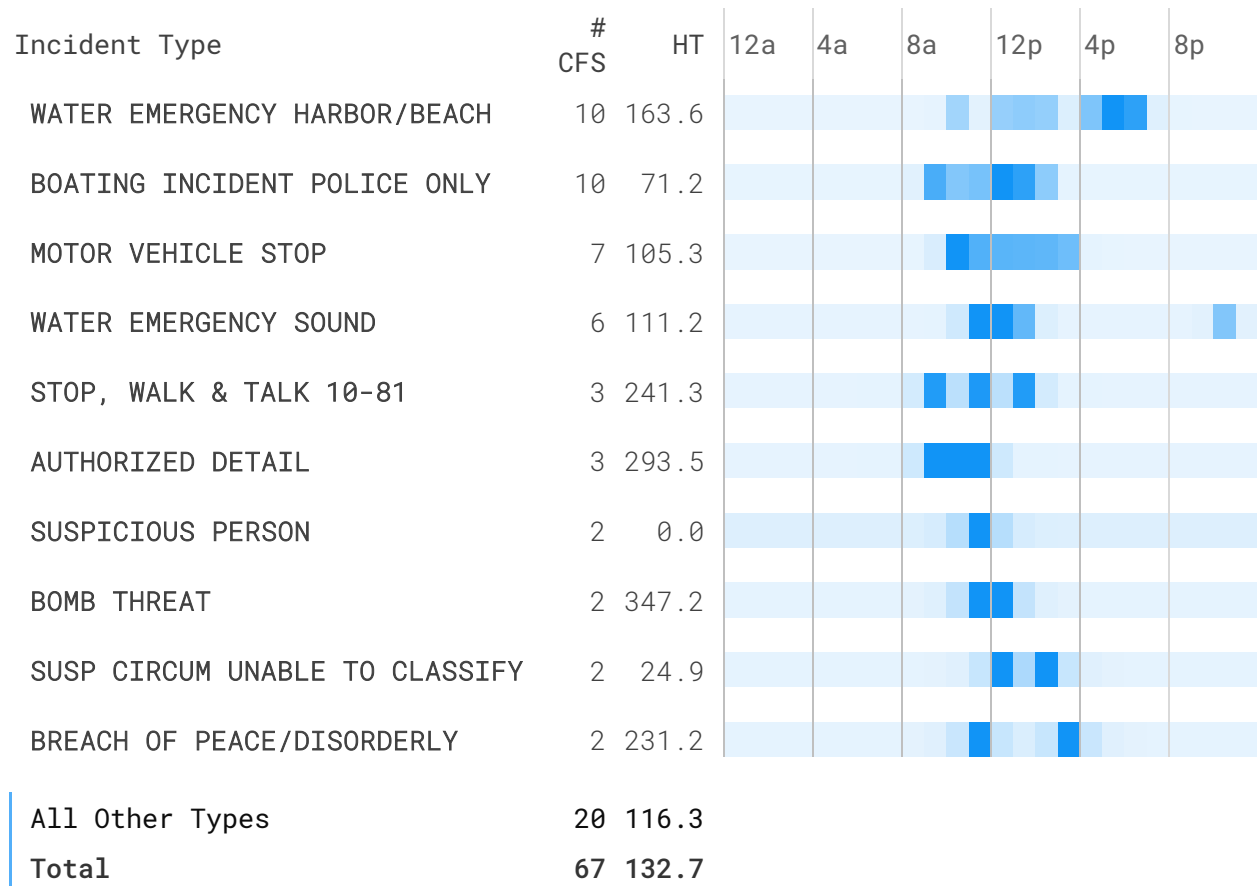
##### (1) Workload and Ability to Meet Unit Objectives

The Marine Unit patrols city waterways and conducts various boating safety checks. The following table provides the ten most common incident categories of calls for service and self-initiated activity located in the department's Computer-Aided Dispatch (CAD) system handled by the Marine Unit in 2022, as well as the average call handling time (HT)<sup>9</sup> for each:

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<sup>9</sup> Handling time is defined as the total time in which a unit was assigned to an incident. It is calculated as the difference between the recorded time stamps the unit being dispatched and cleared from the incident.

### SI/CFS Incident Types Marine Unit



As illustrated above, in 2022 the Marine Unit completed a total of 67 calls for service and self-initiated activity which were entered into the department’s Computer-Aided Dispatch (CAD) system. Water emergency harbor/beach and boating incidents were the top calls for service, with a handling time of 163.6 minutes and 71.2 minutes each.

Performance measures tracked by the unit are also useful in analyzing productivity. The following table illustrates these measures:

#### Marine Unit Tracked Performance Measures

Performance Measure	Total
Rescue (distressed swimmer / boating accident)	30 (in past 3 years)
Safety Check/Inspection	Average 8 per day

The Marine Unit is responsible for maintaining public safety on the water during special events, which include the Memorial Day park opening, Barnum Festival Fireworks, Swim Across the Sound, April’s S.A.R., and the Blue Fish Tournament. The unit also assists



federal partners with security operations during the 4<sup>th</sup> of July, New Years, Memorial weekend, and Thanksgiving holidays.

## **(2) First-line supervision**

One of the most important positions in a police organization is the first-line supervisor, or Sergeant. The supervision of subordinates is imperative given the nature of the Police Officer function. Although the unit is managed by a Lieutenant, a Lieutenant is a middle-management position with various management and administrative responsibilities. These tasks often take away from unit first-line supervision. A first-line supervisor should be responsible for the evaluation, control, and monitoring of all employees within the unit. A first-line supervisor should also be responsible for the following tasks:

- Supervising subordinate officers in the performance of their duties.
- Maintaining inventory of equipment.
- Training subordinates.
- Disseminating information to subordinates.
- Ensuring policies and procedures are followed.
- Observing subordinates in handling calls for service and other duties.
- Reviewing and approving various reports.
- Listening to problems voiced by subordinates.
- Providing direct supervision for potential high-risk calls or situations.
- Interpreting policies and informing subordinates.

A Sergeant should be assigned to supervise the Marine Unit as a collateral duty assignment.

### **Recommendations:**

**Ensure in-depth data tracking within the Marine Unit exists to determine future staffing needs and unit productivity.**

**Assign a Sergeant to supervise the Marine Unit as a collateral duty.**

## **2. Narcotics and Vice Unit**

The Narcotics and Vice Unit is supervised by one Sergeant and staffed with two Detectives and two Police Officers.

### (1) Workload and Ability to Meet Unit Objectives

The Narcotics and Vice Unit conducts undercover street level narcotics and vice investigations.

The following table provides the ten most common incident categories of calls for service and self-initiated activity located in the department’s Computer-Aided Dispatch (CAD) system handled by the Narcotics and Vice Unit in 2022, as well as the average call handling time (HT)<sup>10</sup> for each:

**SI/CFS Incident Types Narcotics Unit**

Incident Type	# CFS	HT	12a	4a	8a	12p	4p	8p	
MOTOR VEHICLE STOP	129	184.7							
WARRANT SERVICE	82	124.2							
SUSPICIOUS VEHICLE	57	159.7							
WEAPONS OTHER	57	20.4							
NARCOTICS	52	125.5							
SUSPICIOUS PERSON	40	207.8							
POLICE PURSUIT- FOOT	13	153.0							
LIQUOR VIOL ALL TYPES	7	135.1							
AUTHORIZED DETAIL	6	177.2							
VICE OFFENSES	6	118.7							
All Other Types	39	213.9							
<b>Total</b>	<b>488</b>	<b>147.9</b>							

As illustrated above, in 2022 the Narcotics and Vice Unit completed a total of 488 calls for service and self-initiated activity which were entered into the department’s Computer-Aided Dispatch (CAD) system. Motor vehicle stop was the top activity, with a handling time of 184.7 minutes each.

<sup>10</sup> Handling time is defined as the total time in which a unit was assigned to an incident. It is calculated as the difference between the recorded time stamps the unit being dispatched and cleared from the incident.

There are no standard metrics to evaluate all the variables associated with proactive units such as the Narcotics and Vice Unit. Staffing levels are often dictated by the perceived value of performance outcomes and executive management's expectations regarding these units' abilities to suppress and resolve crime issues. The caseloads of proactive investigative units such as the Narcotics and Vice Unit are often long-term oriented, relying on specific problem identification and varied targeting techniques.

Performance outcomes such as the total number of operations, case completion time, citizen complaints resolved, and seizures, are also useful in analyzing unit productivity. This data was not provided to the project team.

## **(2) Evidence-Based Policing Practices**

Units such as the Narcotics and Vice Unit focus on reducing crime. Proactive units often deploy offender-based strategies with an emphasis on arrest. Sufficient research indicates that offender-based crime reduction strategies, with a focus on arrest, are generally not successful at reducing crime.

Advancements in technology and geographic information systems have allowed police departments to focus on place-based crime reduction strategies. Sufficient research suggests place-based interventions, targeting specific crime hot spots have been successful in reducing crime. Hot spots policing strategies grounded in a problem-oriented policing framework tend to produce larger reductions in crime than strategies based solely on traditional patrol and enforcement measures. Hot spots policing approaches, grounded in a problem-oriented policing framework should also be anchored with community engagement at crime hot spots.

A hot spots policing strategy that is grounded in a problem-oriented policing framework, including community input at crime hot spots, should be incorporated into the Narcotics and Vice Unit's overall crime reduction strategy. Incorporating an evidence-based crime reduction strategy will allow department leadership to focus on quantifiable performance measures such as a reduction in crime at specific hot spots, a reduction in community-generated complaints, and a reduction in calls for service versus only measures such as arrests and total seizures.

## **(3) Narcotics and Vice Unit Staffing**

As previously mentioned, units such as the Narcotics and Vice Unit are primarily proactive unit with a focus on self-initiated investigations, human intelligence, and community-generated tips. While the allocation of staff resources is generally a policy decision driven by law enforcement executives, overall workload and assigned tasks should also be considered.

Without a review of performance measures such as the total number and types of operations conducted, citizen complaints resolved, and types of warrant services it is difficult for the project team to make a recommendation related to staffing. The unique roles typically assigned to units such as these come with an inherent personnel risk. A risk that is compounded with only four Officers. This risk will be reduced with additional personnel assigned to the unit; especially when performing certain undercover investigations.

**(4) Supervisory Span of Control**

Officer to Sergeant span of control ratios have a significant impact on the performance of first-line supervisors and their ability to fulfill the range of their duties effectively. Factors such as job functions, available technology, and the competencies of the supervisor and staff may play a role in this ratio. Narcotics investigative units routinely involve the supervision of confidential informants, undercover operations, surveillance, and search warrant service. It is recommended that a supervisory span of control ratio be no more than seven Officers to one Sergeant during routine investigative follow-up and administrative functions. This supervisory span of control should be reduced to five Officers to one Sergeant during undercover operations, surveillance, and search warrant service. The table below depicts the current supervisory span of control in the Narcotics and Vice Unit:

**Supervisory Span of Control**

	Ratio
Sergeant	4:1

As illustrated above, the current supervisory span of control is within the recommended ratio of seven Officers to one Sergeant.

**(5) Narcotics and Vice Unit Performance Measures**

While performance measure data was not provided to the project team, complex data such as racial disparities from enforcement and arrests, citizen complaints, unit total force incidents, and use of de-escalation should be tracked and analyzed. Analyzing more complex data will allow the department to make historical comparisons in the unit to provide context. Units such as the Narcotics and Vice Unit should also be regularly audited to ensure unit objectives align with the department’s mission.

**Recommendations:**

**Ensure the Narcotics and Vice Unit uses a hot spots policing strategy grounded in a problem-oriented policing framework.**

Ensure in-depth data tracking within the Narcotics and Vice Unit exists to determine future staffing needs and unit productivity. These performance measures should also include racial disparities from enforcement and arrests, citizen complaints, unit total force incidents, and the use of de-escalation tracking.

Ensure supervisory span of control in the Narcotics and Vice Unit does not exceed the recommended ratio of five Officers to one Sergeant during undercover operations, surveillance, and search warrant service.

Conduct regular audits of the Narcotics and Vice Unit to ensure objectives align with the department’s mission.

### 3. Traffic Unit

The Traffic Unit is supervised by one Sergeant and staffed with three Police Officers and one Data Analyst. The Traffic Unit’s work schedule is Monday through Friday, 7 am – to 3 pm.

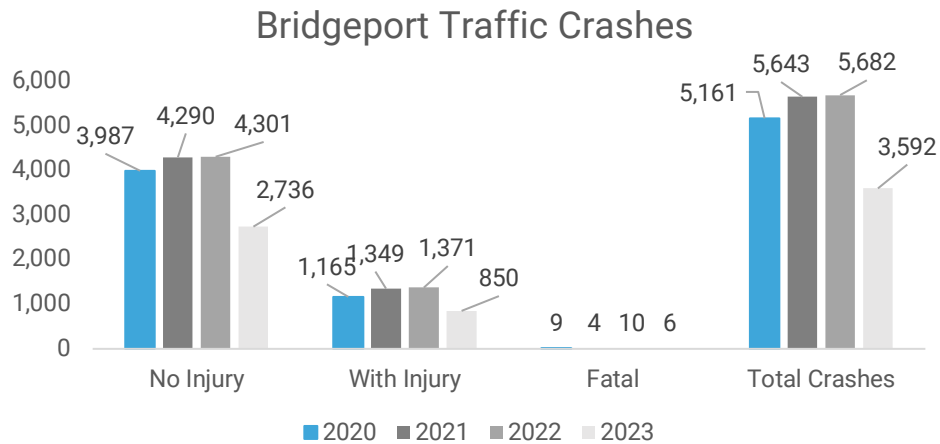
#### (1) Bridgeport Traffic Crash Data

While determining appropriate staffing levels for a Traffic Unit, it is important to consider related traffic crash data. The following table illustrates the total number of vehicle crashes in the City of Bridgeport 2020 – 2023 (as of 8/30):

City of Bridgeport Traffic Crashes 2020 - 2023

	2020	2021	2022	2023
No Injury	3,987	4,290	4,301	2,736
Injury	1,165	1,349	1,371	850
Fatal	9	4	10	6
<b>Total</b>	<b>5,161</b>	<b>5,643</b>	<b>5,682</b>	<b>3,592</b>

As illustrated above, from 2020 to 2022, the City of Bridgeport observed an 18% increase in injury crashes, an 8% increase in non-injury crashes, and a 10% increase in total crashes. During this same period, an 11% increase in fatal traffic crashes occurred. The following chart illustrates this same information graphically:

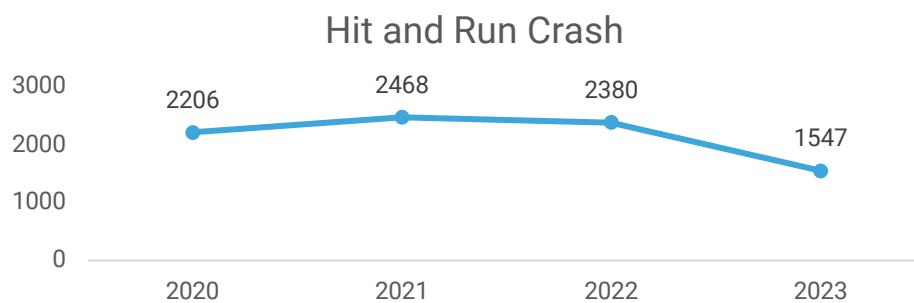


The following table illustrates reported hit-and-run traffic crashes in the City of Bridgeport 2020 – 2023 (as of 8/30):

#### Hit and Run Traffic Crashes 2020 - 2023

	2020	2021	2022	2023
Hit & Run Crash	2,206	2,468	2,380	1,547

As illustrated above, from 2020 to 2022, the City of Bridgeport observed a 7% increase in hit-and-run traffic crashes. The following chart displays this same information graphically:



The table below illustrates average hit-and-run vehicle crash statistics in 2022:

#### Hit and Run Traffic Crash Averages 2022

	2022	Monthly Average	Weekly Average	Daily Average
Hit & Run Crash	2,380	198	46	7

As illustrated above, on average, the City of Bridgeport observed 7 hit and run vehicle crashes each day during 2022.

Motor vehicle crashes are one of the leading causes of death in the United States and most crashes are preventable. Many police departments have traffic safety programs dedicated to increasing awareness of traffic safety and changing risky driving behaviors. High visibility enforcement is a universal traffic safety approach designed to create deterrence and change unlawful traffic behaviors. High visibility enforcement combines highly visible and proactive law enforcement targeting a specific traffic safety issue. The Bridgeport Police Department does not have a strategic vehicle crash reduction strategy.

## **(2) Workload and Ability to Meet Unit Objectives**

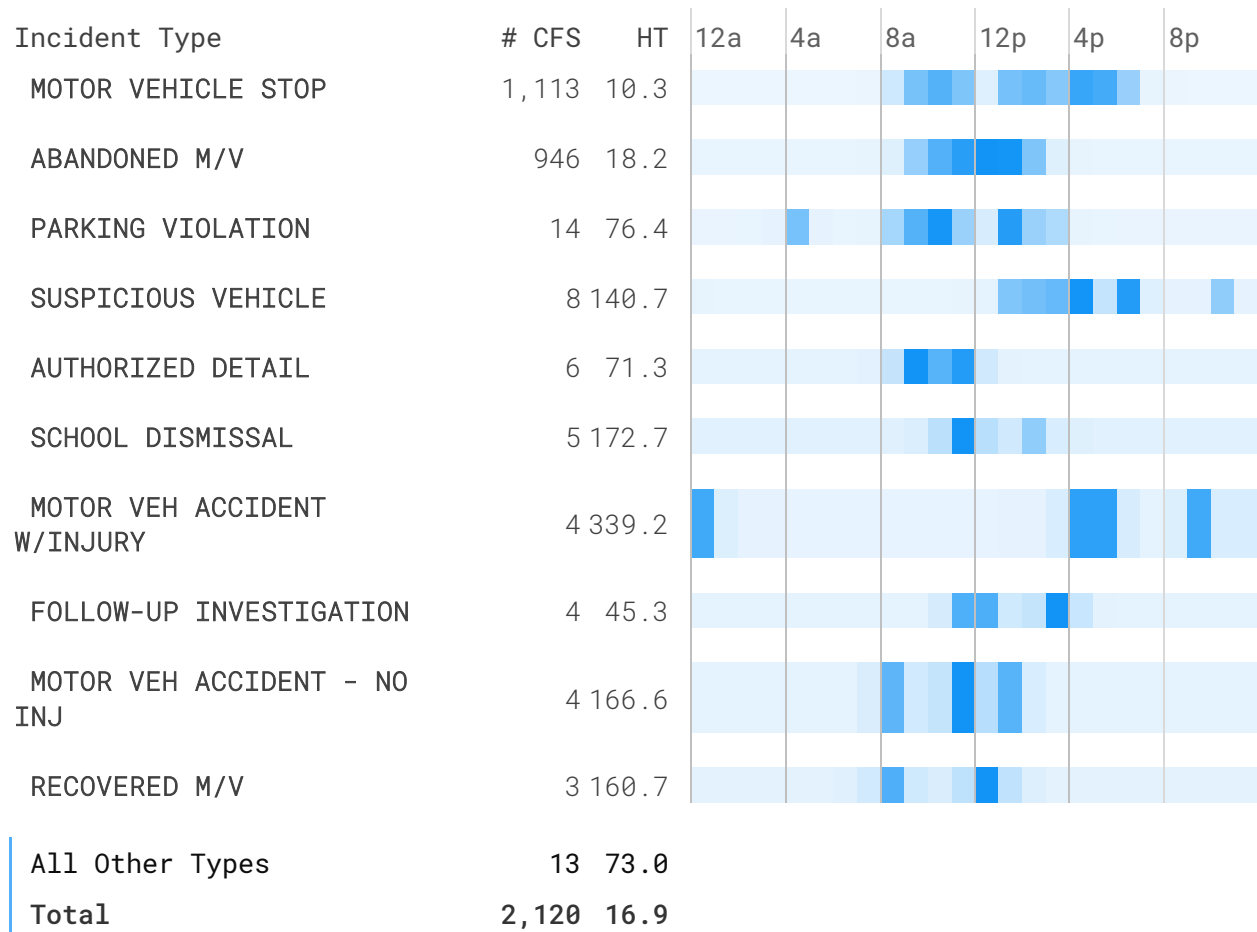
As previously mentioned, the Traffic Unit is supervised by one Sergeant and staffed with three Police Officers and one Data Analyst. In comparison, in January 2021, the unit was staffed with two Sergeants, nine Police Officers, and one non-sworn employee providing administrative support.

The following table provides the ten most common incident categories of calls for service and self-initiated activity handled by the Traffic Unit in 2022, as well as the average call handling time (HT)<sup>11</sup> for each:

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<sup>11</sup> Handling time is defined as the total time in which a unit was assigned to an incident. It is calculated as the difference between the recorded time stamps of the unit being dispatched and cleared from the incident.

### SI/CFS Incident Types Traffic Unit



As illustrated above, in 2022 the Traffic Unit completed a total of 2,120 calls for service and self-initiated activities which were entered into the department’s Computer-Aided Dispatch (CAD) system. Motor vehicle stop was the top call for service, with a handling time of 10.3 minutes each.

### (3) Fatal and Serious Injury Traffic Crashes

While determining appropriate Traffic Unit staffing levels, it is also important to consider the length of time spent completing fatal and serious injury traffic crash investigations. Serious injury traffic crashes are defined by the department as having a serious impact on quality of life.

The following table illustrates the total number of fatal, serious injuries, and hit-and-run traffic crashes in the City of Bridgeport 2020 – 2023 (as of 8/30):



### Fatal and Serious Injury Traffic Crashes 2020 - 2023

	2020	2021	2022	2023
Fatal	9	4	10	6
Serious Injury	15	6	10	2
<b>Total</b>	<b>24</b>	<b>10</b>	<b>20</b>	<b>8</b>

#### (3.1) Fatal and Serious Injury Traffic Crash Investigation

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

Task	Processes Involved	Approximate Time	% of Time Completed
Crash Scene	Respond to crash scene and contain crash scene	2 hours	100%
Document Crash Scene	Conduct laser scan, and or measure and photograph crash location.	4 hours	100%
Evidence	Secure and take to property/evidence to property room.	2 hours	100%
Blood Evidence	Write warrant for blood draw or other chemical analysis and obtain sample.	4 hours	100%
Warrants/ Subpoenas	Write warrants and/or subpoenas for vehicle(s), cell phones, medical records and other electronic evidence or physical locations.	16 hours	100%
Video	Review of video recovered from scene and BWC	8 hours	100%
Cell Phones	Cell Phone Downloads (after warrant), with some taking longer than others.	4 hours	100%
Vehicle Search and Data Recovery	Search of vehicle and recover of evidence once warrant is secured.	12 hours	100%
Accident Reconstruction	Conduct analysis, complete diagrams and documents and report writing.	10 hours	100%
Postmortem Exam or medical records review	Review medical records or medical examiner report (after warrant or subpoena)	6 hours	100%

Task	Processes Involved	Approximate Time	% of Time Completed
Victim / Witness Interview(s)	Interview(s), including report writing.	4 hours	100%
Suspect Interview(s)	Interview(s), including report writing.	4 hours	50%
Jail Call Monitoring	Listen to calls, write reports.	4 Hours	25%
Consult with DA	Conduct follow up, write additional reports.	4 hours	100%
<b>Total</b>		84 hours- <i>If all tasks completed</i>	
		<b>On Average</b>	<b>79 hours</b>

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

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

Using the case time estimates and the percentage of the time that each subtask is completed, this translates to approximately **79 hours** allotted per case.

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

**(4) Hit and Run Traffic Crash Investigation**

For a variety of factors, not all hit-and-run traffic crashes are investigated. Also, many of these types of investigations are completed at the patrol level. Although this may be the case, it is important to determine staffing needs given the volume of hit-and-run vehicle crashes in the City of Bridgeport each year.

As described earlier, a total of 2,380 hit-and-run traffic crashes occurred in 2022. On average, 7 each day. Of the 2,380 hit-and-run crashes, 54 were closed by arrest or other investigative means. For staffing assumption calculation purposes, these 54 cases are used.

Hit-and-run traffic crash investigations can vary greatly depending on the type of crash, severity of injury (fatal and serious injury investigations are counted in the section above), total number of vehicles or pedestrians involved, and sustained damage. Depending on these factors and investigative needs these cases take between 4 and 8 hours with an average of **6 hours**.

**(5) Training Caseload Hours**

To determine caseload work hours, the project team used the expected caseload based on prior studies. Using the caseload hours by case type the total caseloads per work unit were then calculated. The following table details the associated work hours in 2022:

**2022 Fatal and Serious Injury Traffic Crash Caseload**

	#	Investigative Hours Per	Total Hours
Fatal Crash Injury	10	79	790
Serious Injury	10	79	790
Hit and Run	54	6	324
Total	20	N/A	1,904

As illustrated above, a total of 1,904 hours of investigative hours was required to investigate fatal, serious injury, and hit-and-run traffic crashes in 2022. The base number of hours in an employee’s work year is 2,080. After accounting for vacation, sick leave, and other absences from work a figure of 1,720 hours is typically more appropriate. Using 1,720 hours, a total of 1 full-time Investigator is needed. The following table illustrates this calculation process:

**Calculation of Investigator Staffing Needs**

Total Caseload Hours		1,580
<i>Divided by total net available hours for 1 Employee</i>	÷	1,904
<b>Number of Investigators Needed</b>	=	<b>1.2</b>

The Traffic Unit recently assigned a second officer to investigate traffic crashes. Although analysis determined only 1 investigator is required, a second investigator is needed given the high volume of hit-and-run traffic crashes in the City of Bridgeport. With 2 investigators, more investigative time can be dedicated to hit-and-run traffic crashes.

**(6) Impaired Driving Enforcement**

According to United States Department of Transportation statistics, approximately 32 people die in alcohol-impaired traffic crashes each day in the United States. Nationally, more than half of the drivers who die in vehicle crashes have been drinking. United States Department of Justice research reveals the average DUI violator commits that offense

approximately eighty times in one year. In 2018, of the 294 fatal traffic crashes in Connecticut, 115 of them involved drivers with a blood alcohol content over the state’s legal limit (Connecticut Department of Transportation statistics). Establishing the necessity for impaired driving enforcement throughout the state. Currently, the Bridgeport Police Department does not have full-time impaired driving enforcement.

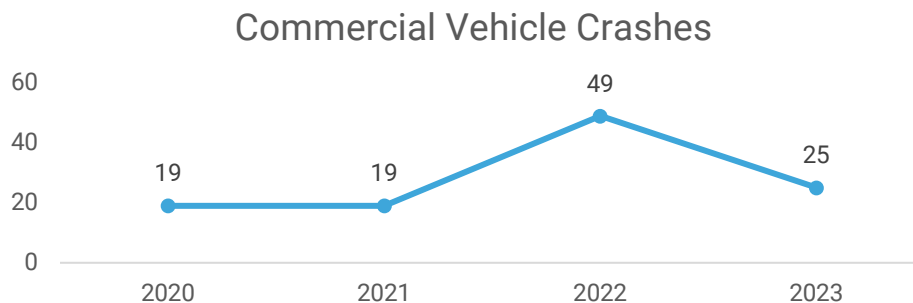
**(7) Commercial Vehicle Enforcement**

The following table illustrates reported vehicle crashes where commercial vehicles were involved in the City of Bridgeport 2020 – 2023 (as of 8/30):

**Commercial Vehicle Traffic Crashes 2020 - 2023**

	2020	2021	2022	2023
Commercial Vehicle Crash	19	19	49	25

As illustrated above, from 2020 to 2022, the City of Bridgeport observed a 158% increase in vehicle crashes involving commercial vehicles. The following chart displays this same information graphically:



National best and emerging commercial vehicle enforcement practices combine enforcement of commercial vehicle safety laws with extensive communication, education, and community outreach. The Bridgeport Police Department does not currently have a commercial vehicle enforcement program.

**(8) Traffic Safety**

According to State of Connecticut health officials, traffic crashes are the leading cause of death for residents between the ages of 5 and 24 years, responsible for more than 26% of all deaths in this age group. Among Connecticut’s 15 to 19-year-olds, motor vehicle crashes cause 30% of all deaths.

Various studies and research show traffic enforcement can promote traffic safety. There appears to be an inverse relationship between traffic enforcement and traffic safety. In

some studies, when enforcement went up, serious injuries and deaths went down. In others, when enforcement went down, serious injuries and deaths went up. Also, data can help inform where and when to deploy enforcement efforts. To achieve good results, the type, timing, and location of enforcement are key factors. These factors may be more important than how much enforcement is used.

The Traffic Unit has been staffed with a full-time Data Analyst since October 2022. Since this time, the Data Analyst has completed 24 baseline data projects and trackers and traffic crash rate analysis, 20 deeper crash analysis projects (researching issues and solutions), and 30 projects related to investigative assistance, media releases, and interview transcription. Although this analyst has been very productive, the Traffic Unit is currently not staffed properly to target high-traffic crash areas with safety, enforcement, and other educational countermeasures.

**(9) Supervisory Span of Control**

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

**Supervisory Span of Control**

	Ratio
Traffic Unit Sergeant	4:1

As illustrated above, the current supervisory span of control is within the recommended ratio of seven Officers to one Sergeant. Recommendations to increase the Traffic Unit by 13 Officers and 1 Administrative Assistant, for a total of 16 Officers, 1 Data Analyst, and 1 Administrative Assistant (for a total of 18 employees) have been made. To ensure a proper supervisory span of control, an increase in 2 Sergeants is needed. The table below depicts the supervisory span of control with an increase in employee recommendations:

**Supervisory Span of Control**

	Ratio
Traffic Unit Sergeant #1	6:1
Traffic Unit Sergeant #2	6:1
Traffic Unit Sergeant #3	6:1

An increase in 2 Sergeant positions in the Traffic Unit will achieve the recommended supervisory span of control.

**(10) Abandoned Vehicles**

The Traffic Unit is responsible for investigating abandoned vehicle complaints that have been received through the department’s dispatch center, direct calls, complaints to the Mayor’s Office, or through the City’s website. Officers are responsible for tagging the vehicle, issuing certified letters, and towing abandoned vehicles throughout the City. Recently, Patrol Officers have begun assisting when not busy. Primary responsibility for tracking is assigned to an Officer in the Traffic Unit.

The following table illustrates reported abandoned vehicles in the City of Bridgeport 2020 – 2023 (as of 8/30):

**Abandoned Vehicle Tow 2020 - 2023**

	2020	2021	2022	2023
Abandoned Vehicle Tows	2,429	2,298	1,739	900

As illustrated above, abandoned vehicle tows decreased by 28% from 2020 to 2022. The table below illustrates towed vehicle averages in 2022:

**Abandoned Vehicle Tow Averages 2022**

	2022	Monthly Average	Weekly Average	Daily Average
Abandoned Vehicle Tow	1,793	149	34	5

As illustrated above, in 2022, an average of 5 abandoned vehicles were towed each day. Abandoned vehicles are often viewed as a quality-of-life issue due to being unsightly and symbolizing and contributing to signs of disorder and decay in neighborhoods. In some instances, abandoned vehicles can undermine the quality of life while potentially contributing to further problems such as containing gasoline and other dangerous fluids, becoming targets for arson, and obstructing street cleaning.

As mentioned previously, police department personnel have sole responsibility for targeting abandoned vehicle issues in the city. A collaboration of government agencies and community partnerships should be formed to address this issue at its root cause. City government agencies should include code enforcement, environmental protection, streets and transportation, and public works. Community partnerships should include vehicle towing and storage operators and area scrap yards.

Duties associated with towing abandoned vehicles are not typically criminal. While abandoned vehicles are an important issue in Bridgeport that needs to be resolved, the responsibility is better positioned outside of the police department. Building trust with communities is fundamental to effective policing. Police departments should focus on improving community interactions, enhancing communication, and promoting shared responsibilities for addressing crime and disorder. Transferring non-criminal enforcement actions, such as towing abandoned vehicles, to other city departments assists in diversifying workforce skills, increasing efficiency, promoting improved community relations, and assisting with police legitimacy.

### **(11) Traffic Unit Administrative Support**

Police operations by their nature present unique risk management challenges for police organizations. Functions such as those found in the Traffic Unit have many administrative support and records management tasks that are vital to the safe operation of the unit. If not maintained properly, many of these tasks can lead to actions such as civil liability, government scrutiny, and possible sanctions. Currently, the unit has no administrative support personnel assigned. By default, these functions are completed by sworn personnel. Caution should be used to not overburden sworn personnel with administrative tasks such as program and records management. Tasks that can potentially take away from sworn police officer obligations. Administrative and records management tasks should be completed by non-sworn department employees.

#### **Recommendations:**

**Implement a data-driven strategic vehicle crash reduction strategy combining highly visible and proactive law enforcement with education programs designed to change risky driving behaviors.**

**Increase Traffic Unit staffing by 2 Sergeants and 13 Police Officers; for a total of 3 Sergeants, 16 Police Officers, 1 Data Analyst, and 1 Administrative Assistant.**

**Recommended Traffic Unit structure: Assign 10 Police Officers to traffic enforcement and traffic crash investigation CFS, 2 Police Officers as full-time traffic investigators, 2 Police Officers to impaired driving enforcement, and 2 Police Officers to commercial vehicle enforcement.**

**Transfer abandoned vehicle tow responsibility away from the police department to another city department. This is subject to the Collective Bargaining Agreement.**

#### 4. Animal Control

Animal Control is supervised by the Animal Control Chief and staffed with two Animal Control Officers (authorized three) and three Kennel Assistants.

##### (1) Workload and Ability to Meet Unit Objectives

Animal Control Officers enforce animal control ordinances, respond to animal-related calls for service, and perform routine patrols. Animal Control Officers work Monday through Friday, 8 am – 4 pm with every other Friday off.

The following table provides the ten most common incident categories and self-initiated activities handled by Animal Control Officers in 2022, as well as the average call handling time (HT)<sup>12</sup> for each:

Incident Type	# CFS	HT	12a	4a	8a	12p	4p	8p	
ANIMAL COMPLAINT	950	80.9							
AUTHORIZED DETAIL	65	194.9							
FOLLOW-UP INVESTIGATION	8	102.8							
MISCELLANEOUS OTHER	7	108.4							
PAPERWORK / REPORTS	4	269.3							
ALARM BURGLARY-COMMERCIAL	3	23.6							
BREACH OF PEACE/DISORDERLY	2	157.3							
MOTOR VEH ACCIDENT - EVAD	2	85.7							
MEET THE COMPLAINANT	2	60.3							
CHK WELFARE ATTEMPT TO LOC	2	159.4							
All Other Types	17	90.8							
<b>Total</b>	<b>1,062</b>	<b>89.2</b>							

<sup>12</sup> Handling time is defined as the total time in which a unit was assigned to an incident. It is calculated as the difference between the recorded time stamps the unit being dispatched and cleared from the incident.



As illustrated above, in 2022 Animal Control Officers completed a total of 1,062 calls for service and self-initiated activities which were entered into the department’s Computer-Aided Dispatch (CAD) system. Animal complaints were the top call for service, with a handling time of 80.9 minutes each.

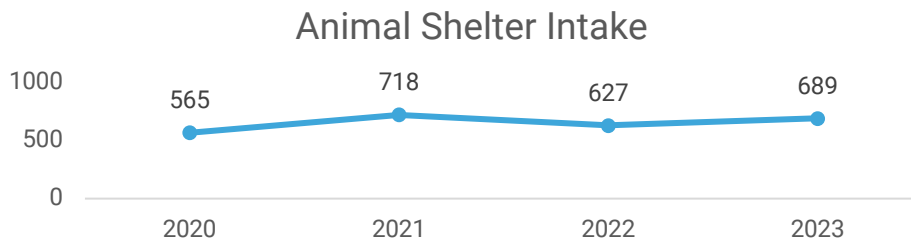
**(2) Animal Shelter**

The Animal Shelter is managed by the Animal Control Chief and staffed with three Kennel Assistants. The Kennel Assistants are responsible for the day-to-day care of animals and shelter upkeep. Kennel assistants work 8 am – 4 pm with varied days off. The shelter also facilitates animal adoptions. The table below illustrates the total number of animals processed in the facility for the past four years:

**Animal Shelter Intake**

	2020	2021	2022	2023	%+/-
	565	718	627	689	+22%

As illustrated above, from 2020 through 2023, a 22% increase in animals processed into the animal shelter occurred. The following chart displays this same information graphically:

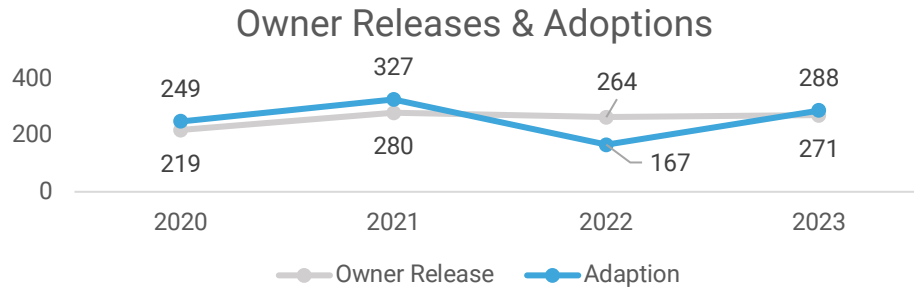


The table below illustrates the total number of animals released to owners and adoptions for the past four years:

**Animal Releases and Adoptions**

	2020	2021	2022	2023	%+/-
Owner Release	219	280	264	271	+24%
Adoption	249	327	167	288	+16%
Total	468	607	431	559	+19%

As illustrated above, from 2020 through 2023, a 24% increase in animals released to owners and a 16% increase in animal adoptions occurred. The following chart displays this same information graphically:



### (3) Animal Shelter Staffing

The National Animal Care and Control Association (NACA) recommends that each animal care and control shelter be staffed each day with the appropriate number of kennel personnel to ensure the facility and every animal within it is maintained at, or more than, minimum care standards. NACA recommends the below staffing formula to be used as a staffing guideline. It is the department’s responsibility to ensure that the standards are met daily and every animal housed is provided the highest level of care.

#### Calculation of Staffing Needs

Incoming animals per day in 2023 (average)		2
<i>Multiplied by 4-day holding period*</i>	x	4
Total number of animals in shelter each day	=	8
<i>Multiplied by 15 minutes per animal**</i>	x	15
Total number of minutes needed	=	120
<i>Divided by 60 minutes</i>	÷	60
Total number of hours needed	=	2
<i>Divided by 4 hours***</i>	÷	4
<b>Total staff needed per day</b>	<b>=</b>	<b>2</b>

\* Average 4-day holding period is used (some animals may be held for a shorter period, while other animals may exceed this period).

\*\* Based on a per-animal time of 9 minutes of cleaning and 6 minutes of feeding.

\*\*\* 4 hours based only on cleaning, maintenance, and 1-hour enrichment.

As the above table indicates, a minimum of 2 employees are needed each day to ensure the facility and every animal within it is maintained at, or more than, minimum care standards. This minimum staffing recommendation addresses only those employees responsible for tasks associated with the feeding and cleaning of animals, kennel cleaning and maintenance, and animal enrichment.

The base number of hours in an employee’s work year is 2,184. After accounting for vacation, sick leave, and other absences from work a figure of 1,720 hours is typically more appropriate. Using 1,720 hours, a total of 4 Kennel Assistants are needed. The following table illustrates this calculation process:

### Animal Shelter Staffing Needs

Total hours in 1 year period*		2,920
Multiplied by employees needed	x	2
	=	5,840
Divided by total work hours	÷	1,720
	=	3.40
Total number of employees needed		4

\* Based on current Kennel Assistant 8-hour per day coverage.

The Bridgeport Police Department currently has 3 Kennel Assistants assigned to the Animal Shelter.

#### (4) Animal Shelter Volunteer Program

To volunteer at the Animal Shelter, a volunteer must be a City of Bridgeport employee. As a result, the shelter currently only has two consistent volunteers. According to the Humane Society of the United States, volunteers are an essential part of nearly every animal protection organization. Well-run volunteer programs increase the capacity to care for animals, support full-time staff in meeting the mission, and provide opportunities for ongoing learning and professional development.

Volunteer programs can provide a positive financial impact on the department and be used to fill gaps in full-time, paid staffing. The current city employee prerequisite to volunteer at the shelter should be modified to expand the volunteer program.

#### Recommendations:

**Increase Shelter Kennel Assistant positions by 1; for a total of 4 Kennel Assistants.**

**Modify current city employee prerequisite to volunteer at animal shelter to expand the shelter volunteer program.**

#### 5. Special Events Planning

As previously mentioned, the Special Services Section Lieutenant is responsible for special events planning. The planning process typically includes applicant, event, and location background checks and security assessments.

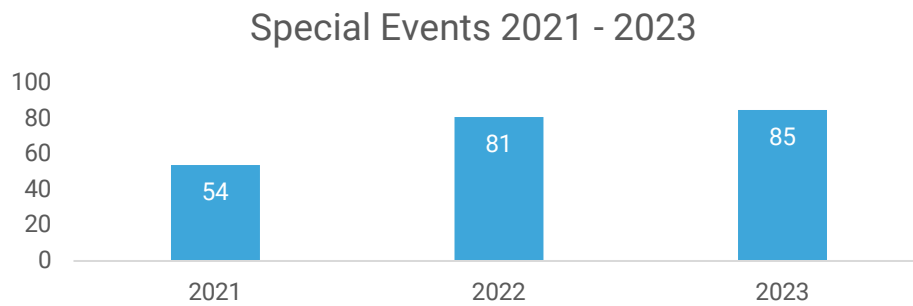
##### (1) Workload and Ability to Meet Unit Objectives

The following table illustrates the total number of special events held in the City of Bridgeport over the past three years:

### Special Events 2021 - 2023

2021	2022	2023	% +/-
54	81	85	+57%

As illustrated above, from 2021 through 2023, a 57% increase in special events occurred. The following chart displays this same information graphically:



#### (2) Calculation of Staffing Needs

Work time on special event processing is dependent on a variety of factors including the number of event attendees, event complexity, and event type. The time to complete this work is currently not tracked. For staffing calculation purposes, an average of 20 hours of completion time for each special event is used.

As described above, in 2023, a total of 85 special events occurred accounting for 1,700 hours of workload. The following table illustrates this calculation process:

#### Calculation of Workload Hours

Total Special Events		85
<i>Multiplied by 20 hours</i>	x	20
<b>Total Workload Hours</b>	<b>=</b>	<b>1,700</b>

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

#### Calculation of Special Events Section Staffing Needs

Total workload hours		1,700
<i>Divided by total net available hours for 1 Employee</i>	÷	1,720
<b>Total Number of Employees Needed</b>	<b>=</b>	<b>.98</b>

The Bridgeport Police Department currently assigns the Special Services Section Lieutenant to complete special event planning as needed.

### **(3) Special Event Planning Staffing**

Tasks required to complete special event planning are administrative and do not require a sworn police officer to complete. Historically, law enforcement agencies were organized so that nearly all functions were performed by sworn police officers. Many departments now employ a significant number of non-sworn employees to provide support to police operations. Advantages of non-sworn employees include the following:

- Free up time for sworn police officers to complete tasks associated with crime prevention and reduction, including community policing.
- Non-sworn employees have skills more appropriate for immediate tasks.
- The cost of non-sworn personnel is less than sworn personnel.
- Promote improved community relations and assist with police legitimacy.

While much public discussion centers on achieving ways to increase the supply of police officers to effectively meet the demand for police services, it is also important to consider alternative ways to manage that demand. Many, if not most, police organizations are constantly struggling to find qualified candidates to fill sworn police officer vacancies. Many organizations continue to expand the role of non-sworn employees as sworn vacancies increase.

It is recommended a non-sworn Analyst position be created to meet current special event planning workload demands.

#### **Recommendations:**

**Track special event planning tasks to assess workload and analyze future staffing needs.**

**Add 1 full-time non-sworn Analyst position to meet current special event planning workload demands. This is subject to the Collective Bargaining Agreement.**

## 5. Investigative Services Division

The Investigative Services Division (ISD), which performs a variety of investigative services for BPD, is composed of core and proactive investigative sections and units designed to provide investigative efforts directed toward crime-solving and crime suppression efforts. The Division operates on a two-shift basis with different squads on a 5-day-on, 3-day-off rotation, unless on a more typical 5-2 (Monday – Friday) “Administrative Schedule.” The Command is led by Captain who is supported by 2 Lieutenants—one position over the Detective Division and one over Task Force and related operations.

### 1. NIBRS Part 1 Investigation Data

Various data sets are available to assist in a review of the Investigative Services Division operations. In reviewing investigative units, it is important to understand the amount of reported crime as this directly impacts potential caseloads. Most agencies report their crime statistics to the Federal Bureau of Investigation (FBI) for purposes of tracking crime nationally. BPD accomplishes this but also reports to the Connecticut Department of Emergency Services and Public Protection (DESPP)<sup>13</sup> from which the following data was taken. Many Group A Offenses were recorded by BPD in the National Incident-based Reporting System (NIBRS), but for comparative purposes, only the most serious types of violent and property crimes are shown below. These include (Part 1): Homicide, Sex Crimes, Robbery, Aggravated Assault, Burglary, Larceny-Theft, and Motor Vehicle Theft.

#### (1) Part 1 Offenses by Type

Information for BPD includes five years of recent crime history. This information reveals important historical crime trends over the recent past. The data shown is from 2019-2023.

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<sup>13</sup> <https://ct.beyond2020.com/>

**NIBRS – Crime Data by Offense Type**

	2019	2020	2021	2022	2023
<b>Person Crime</b>	<b>919</b>	<b>888</b>	<b>846</b>	<b>674</b>	<b>637</b>
Homicide/ Mans.	19	28	20	20	21
Sex Crimes	138	91	97	106	110
Robbery	393	344	418	277	224
Agg. Assault	369	425	311	271	282
<b>Property crime</b>	<b>2,513</b>	<b>2,554</b>	<b>2,240</b>	<b>1,802</b>	<b>2,113</b>
Burglary	558	669	432	247	312
Thefts	1,334	1,242	1,088	978	1,198
Motor Veh. Theft	621	643	720	577	603

5YR Violent Crime - 31% (19-2023)

5YR Property Crime - 16% (19-2023)

Data show that over the time of 2019 to 2023 (including the COVID-19 pandemic period), violent crime and property crime showed a notable decrease of 31% and 16%, respectively. Concerning detective workload impacts, these data suggest that caseloads should have decreased, with the potential attendant reduction in staffing, if necessary.

**(2) UCR Part 1 Case Clearances**

Case clearance information is also available on a multi-year basis, as shown in the table below. Cleared cases are done so through arrest or various exceptional means (e.g., if DA will not prosecute). These data represent other important macro-information that informs how investigative operations for Part 1 crimes are performing. Clearance rates may indicate problems in the investigative process which may warrant further exploration for cause if such granular data is available. Clearance data is from the noted DESPP and the FBI.<sup>14</sup>

<sup>14</sup> 2023 data from the FBI is not yet available.

### Crime Clearance by Offense Type

	BPD Clearance 2019-23	National 2019	National 2022
Homicide/ Mans.	31%	61%	52%
Sex Crimes	21%	33%	26%
Robbery	10%	30%	23%
Agg. Assault	33%	52%	41%
Burglary	7%	14%	13%
Thefts	6%	18%	12%
Motor Veh. Theft	3%	14%	9%

### (3) UCR Part 1 Outcomes

The following general observations are made concerning the data.

- Part 1 offenses are notably down over the prior five-year period in Bridgeport with relatively dramatic declines in both person and property crimes.
- Homicides, however, have remained relatively the same from 2019-2023 with a peak in 2020.
- BPD crime clearance data in comparison to FBI metrics indicates BPD clearance rates are below the average national clearance rates in all Part 1 crime incidents. While it is unclear why BPD clearance performance is lower, many possibilities include insufficient investigative staff or training, deficient evidence collection, inadequate case management as a consequence of dated systems, etc.

Some of these issue areas can be explored in this chapter, while others cannot be due to lack of detailed information to conclude.

In summary, the UCR data is interesting, but cannot readily serve to inform necessary detective staffing changes based exclusively on these metrics.

## 2. Investigative Services Division Staffing Analysis Overview

To determine appropriate investigative staffing levels, there are a variety of approaches that can be used, some more sophisticated than others. Case investigations have more subjective and qualitative determinants of workload, and various work practices need to be considered. Patrol has the benefit of numerous quantitative metrics to assist in the



evaluation of staffing requirements. But investigative services have fewer such measures. Factors making quantitative analyses more difficult include:

- Approaches used to screen, assign, and monitor cases are different among law enforcement agencies.
- What is investigated duties are performed varies by agency. For example, BPD has their detectives write all warrants whereas many other Connecticut agencies have police officers perform this task. The extent to which agencies assign misdemeanor-level property crime cases to detectives varies. Also, the extent to which patrol performs preliminary investigation varies widely and thereby impacts detective caseloads.
- Work practices vary tremendously among agencies, relating to interviewing techniques, a mix of telephone and in-person interviews, use of computer technologies (CMS), time devoted to administrative tasks, etc. BPD detectives are still writing case tracking information in a paper logbook.
- Complexity of caseloads is also a critical factor to consider when examining quantitative factors relating to investigative activity. Each case is different in terms of workable leads, suspect description, evidence availability, victim/witness cooperation, quality of information provided by the original report taker, and numerous other factors. The way information in a single case may combine with information on other cases (e.g. serial crime) also impacts investigative actions.
- Finally, the nature of the community itself is a factor in evaluating investigative workload and staffing needs. Citizen expectations translate into service levels impacting detectives in terms of what is investigated and how investigations are conducted.

Based on these considerations and unlike patrol, investigative workload does not have as many well-established performance metrics that can be converted into quantitative methodologies to arrive at required staffing levels. Qualitative issues must also be considered which are often difficult to measure. Investigative staffing requirements need to be examined from a variety of perspectives to obtain an overall portrait of staffing issues, case-handling issues, and operational philosophies that have an impact on staffing needs.

### **(1) How Detective Staffing Numbers Are Calculated**

Not all investigative cases require the same number of investigative efforts or work hours. For example, a homicide investigation requires more investigative time (and resources)

than a domestic violence investigation. The Matrix Consulting Group has developed workload-based approaches to investigative assessments.

The firm's workload-based approaches were developed through dozens of recent studies with detectives working cases throughout the nation. Average hours to perform various tasks were developed and the frequency at which these tasks occurred was also devised based upon these participants' interviews on prior studies. This methodology for detective staffing assessments is based on the increasing complexity of case investigations over the years because of new technologies/approaches.

Based on case types such as Homicide, Burglary, Robbery, etc., caseload workload hours are presented as the baseline for the detective staffing analysis. These workload hours, however, are influenced by detective availability as discussed below.

## (2) Calculation of Detective Net Availability

Before determining staffing needs based on workload, it is important to first review the number of net available hours detectives are available to conduct investigations. To conduct this analysis, it is critical to understand the amount of time that investigators are on leave – including vacation, sick, injury, military, off-site training, or any other type of leave.

2,080 annual work hours are available to each detective per year. Leave information was provided by BPD and the average amount of leave taken in 2022 for ISD detectives was 317 hours per year. This translates into 1,763 work hours available yearly. It is also assumed each detective will/should undergo 40 hours of off-site training per annum resulting in 1,723 net annual work hours (NAWH) available to perform on-site work.

This baseline NAWH of 1,723 hours is the time available to work for a detective<sup>15</sup>. However, there are other on-duty efforts detectives perform other than casework. These are extremely varied depending upon the agency and range from court time to field response to meetings to off-site meal breaks. This information is rarely captured effectively but our prior experience suggests 20% of NAWH per year is spent in such activities over a year (one in five workdays). As such, 312 hours are subtracted from NAWH for these "supporting tasks" resulting in an adjusted NAWH available to perform core casework of **1,411 per detective per year**.

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<sup>15</sup> 2022 Excel data was examined for each detective and outliers to include those with leave under 100 hours and over 1,000 hours were excluded to arrive at an average. As a result, the average is based on the history of 52 detectives.

### 3. Investigative Services Division Detective Section Assessment

The Investigative Services Division staffing assessment for the core Detective Sections is provided in the following sections of the report.

#### (1) Data Limitations

Most law enforcement agencies of medium to larger size have in place a computerized Case Management System (CMS) that is integrated into a police department's Records Management System. The CMS is designed to help facilitate effective case management among different work units and individual detectives.

The Bridgeport ISD does not have a Case Management System and has very limited computerized information related to detective workloads. Unusually, cases are recorded in paperbound logbooks, where case numbers are retrieved, and basic information is tabulated, such as detective assigned. This is a decades-old legacy process that has not been updated in any way electronically except through the recent addition of recording caseload information into an Excel spreadsheet. Indeed, this process is perhaps one of the most antiquated approaches to case management our project team has experienced for a medium-sized police agency, and as a consequence, it severely hampers effective staffing and operations analysis. After this chapter further information is provided on the value and necessity of a CMS in 21<sup>st</sup>-century policing.

#### (2) Data Example

As shown in the extract below illustrating source data, information from the aforementioned Excel Spreadsheet is the key source of data information for the ISB staffing and operations analysis. Since secretarial staff just began entering this data recently, only 8 months of data was provided at the time of our data collection effort, from December 2022 to July 2023. Victim and Suspect Information has been redacted. Given the limited information associated with an investigative operation without a CMS, some operational assessments will be difficult to make with only the below Excel information as the key data source.

DB Case Book 2023											
INCIDENT								ASSIGNED			Warrant
CASE #	DATE	OFFENSE	WEAPON	LOCATION	CFS #	VICTIM	SUSPECT	DATE	DETECTIVE	STATUS	ISSUED
23D0001	1/1/23	Assault 1st	Firearm	Harral Ave	23-000026	██████████		1/1/23	Toth		None
23D0002	1/1/23	Assault 1st	Firearm	Federal St/Madison Ave	23-000065	██████████		1/1/23	Bahr		Issued
23D0003	1/1/23	Robbery	Firearm	3691 Main St (Mobil)	23-000237			1/1/23	Caiazzo		None
23D0004	12/14/22	S.O.R/F.T.R		277 Colorado Ave AptB	22-103151		██████████	1/2/23	Norris	Closed	Applied For
23D0005	1/1/23	Robbery(car)	Firearm	99 Carroll Ave	23-000016			1/2/23	Holtz		
23D0006	12/19/22	Larceny		300 Congress St	22-104468			1/2/23	Feola	Closed	
23D0007	12/31/22	Robbery	Firearm	767 State St	22-107768			12/31/22	Holtz		
23D0008	1/2/23	DOA		70 Chase	23-000491	██████████		1/2/23	Pascone	Closed	
23D0009	1/2/23	Missing Juv		93 Sage Ave	23-000499	██████████		1/2/23	Knapp		
23D0010	12/30/22	DV VOP	Hands/Feet	128 Colony St	22-107416	██████████	██████████	1/2/23	Davila	Closed	Issued
23D0011	1/3/23	DV False 911		376 Exeter St	22-107553	██████████	██████████	1/3/23	Henschel		Issued
23D0012	1/3/23	Fraud		300 Congress St	23-000608	██████████		1/3/23	Podpolucha		
23D0013	1/2/23	Larceny		345 Huntington Tpke	23-000346	██████████		1/3/23	Rivera		
23D0014	12/17/22	DV Assault	Hands	25 Sanford PL	22-104010	██████████	██████████	1/3/23	Davila	Closed	Issued
23D0015	1/3/23	FTR		300 Congress St	23-000687		██████████	1/3/23	Polite		Issued
23D0016	1/3/23	DOA		James and Jones	23-000674	██████████		1/3/23	Toth	Closed	
23D0017	12/25/22	Strangulation		217 Lewis St	22-106104	██████████	██████████	1/4/23	Henschel		Issued
23D0018	12/31/22	Strangulation		30 Carleton Ave	22-107659	██████████	██████████	1/4/23	Henschel		Issued
23D0019	12/31/22	DV Assault		1664 Boston Ave	22-107621	██████████	██████████	1/4/23	Henschel		
23D0020	1/2/23	Larceny		118 Kennedy Dr	23-000453	██████████	██████████	1/4/23	Rivera		
23D0021	12/24/22	DV Assault	Hands	478 Nobel Ave	22-105794	██████████	██████████	1/3/23	Davila	Closed	Issued
23D0022	12/19/22	Vio Pro Order		BCC North Ave	23-000907	██████████	██████████	1/4/23	Henschel		

### (3) Homicide Unit Detectives

The Homicide Unit operates on the Monday-Friday “Administrative Schedule” on B-shift (days). The unit has 4 detectives who investigate exclusively homicides. Homicide is overseen by one shared Sergeant who also is the supervisor for the Robbery / Burglary Unit. The Unit investigates exclusively homicides, and when this crime occurs, it is an “all hands” call-out to include initial scene Robbery / Burglary detectives or in the event of an off-hours homicide General Investigations detectives to secure the scene.

Homicide cases are the major person crimes that typically represent the most complex cases. These very sophisticated cases often require exhaustive effort in the first 48 to 72 hours.

The following Homicide table illustrates the average hours required by a primary detective assigned the case based on Matrix Consulting Group’s (MCG’s) devised workload metrics. It does not include support from other key staff in initial crime scene canvassing, suspect interview teaming, etc.

**Approximate Homicide Case Hours**

<b>Common Tasks</b>	<b>Common Processes</b>	<b>Approximate Time</b>	<b>% of Time Completed</b>
DNA	Evidence to Crime Lab	4 hours (Includes submission and report)	100%
Crime Scene Material (Evidence left by suspect)	Evidence to Property Control	4 hours (Includes Inspecting and writing report)	100%
Cell Phones	Cell Phone Downloads	30 hours (Some phones take much longer)	100%
Video	Review of video recovered from scene	80 hours (To review and write report)	100%
Social media / Electronic Records / Physical location	Warrants / Subpoenas / Review of Evidence Obtained	80 hours (Includes reviewing and report writing)	100%
	Surveillance (Locating suspect)	10 hours (Includes report writing)	100%
Postmortem Exam	Autopsy performed by ME (Dets. observe consult)	6 hours (Includes Inspecting and writing report)	100%
Witnesses	Witness Interviews (Locating)	40 hours (Includes report writing)	100%

Common Tasks	Common Processes	Approximate Time	% of Time Completed
Suspect	Suspect Interview	12 hours (Longer if lodged - Includes report writing)	40%
Jail Call Monitoring	Review Calls	40 hours	100%
DA Contact/Filing	Consult with DA	30 hours	100%
Total		336 hours- <i>If all tasks completed</i>	

This homicide table serves as a good illustration of how average case time is determined (for all case types). The estimated time is multiplied by the frequency of occurrence. 336 hours is the result of all tasks performed, while 331.2 hours is the case average because some homicide suspects (under the Common Tasks column) are not being identified and as a result are not being interviewed.

This list is not all-inclusive and does not contain all elements. For example, not every homicide will have the same amount of evidence or interviews conducted. Included in these hours is the assumption that detectives will be using records management searches, social media searches, checking association files, receiving informant information, and other investigative techniques (trackers, cell tower data, etc.) if available. It also assumes that detectives work as a team and not all investigative hours will be worked by the primary detective—more hours will likely be dedicated to support the primary detective’s efforts in a support role, but these are extremely variable (above hours shown are for lead detective only). Some immediately solvable cases will not require the number of hours listed, but several cases may require significantly more.

Using the case time estimates shown in the table, the leading detective time translates to approximately **331.2 hours** allotted per solvable case. Based on 2019-2023 reported homicide data shown a previous page, 21.6 homicides occurred over the five-year period which results in an estimated 7,154 hours<sup>16</sup> distributed among 4 homicide detectives.

The above calculations are based on the primary or lead detective only and not inclusive of a team approach. Bridgeport, like most police departments, responds to each homicide as a team with nearly all available homicide detectives as well as other assigned detectives assisting with initial interviews, canvassing, locating evidence, writing warrants, and coordinating follow-up. Much of this work is done in the first 48-72 hours on both regular work hours and overtime. To account for this, an average of 12 hours of

<sup>16</sup> 21.6 homicides X 331.2 hours = 7,154 hours

regular time (as opposed to overtime) per homicide case for an estimated canvassing team of 4 on-site detectives is used. The table below illustrates this calculation:

**Additional Homicide Case Initial Investigative Hours**

Number of Detectives	Hours per Detective	Total Hours per Case	Average Number of Cases per Year	Total Additional Hours per Case
4	12	48	21.6	1,037
<b>TOTAL:</b>				<b>1,037</b>

Using lead detective hours and team response hours, the number of detectives needed for the Homicide Unit can be determined. Using the previous calculation of net available caseload hours (NAWH) and total average homicide caseload, the number of detectives needed to investigate an “average” homicide case can be determined:

**Calculation of Detective Staffing Needs**

Total Caseload Hours		7,154
Total Initial Response Hours		1,037
<b>TOTAL</b>		<b>8,191</b>
<i>Divided by total net available hours for 1 detective (1,411)</i>	÷	1,411
<b>Number of Detectives Needed</b>	=	<b>5.8</b>

As the table indicates the number of detectives recommended to work the assigned caseload hours is 5.8, while there are a total of 4 detectives currently assigned.

Homicide casework information from a 2008 *FBI Law Enforcement Bulletin* suggests that based upon a survey of 55 law enforcement agencies, a competent homicide detective can efficiently work an average of 5 homicide cases a year as the lead. With 4 detectives handling an average of 21.6 homicides per year over the last five years, this benchmark of 5 homicides per detective suggests that the Homicide Unit is also understaffed using these aged metrics. Over the last fifteen years, the FBI metric does not necessarily capture the full suite of services now accomplished by most homicide detectives, particularly those that work in large teams.

Bridgeport PD’s homicide clearance rate while having some success in individual years (e.g. 2021 at 80% clearance), has had less success over the longer term and is modestly below the national average clearance rate for Homicides as shown on a prior page. Consequently, the addition of more staff resources to this function consistent with the analysis herein could prove beneficial. Further, the benefits of exclusive supervision by

one sergeant cannot be overstated. A homicide unit rarely shares a Sergeant in a law enforcement agency the size of Bridgeport PD given the level of sophistication of these crimes. This sergeant can also assist with investigations, as necessary.

**Recommendations:**

**Assign one sergeant exclusively to the Homicide Unit as opposed to the existing shared arrangement with the Robbery / Burglary Unit.**

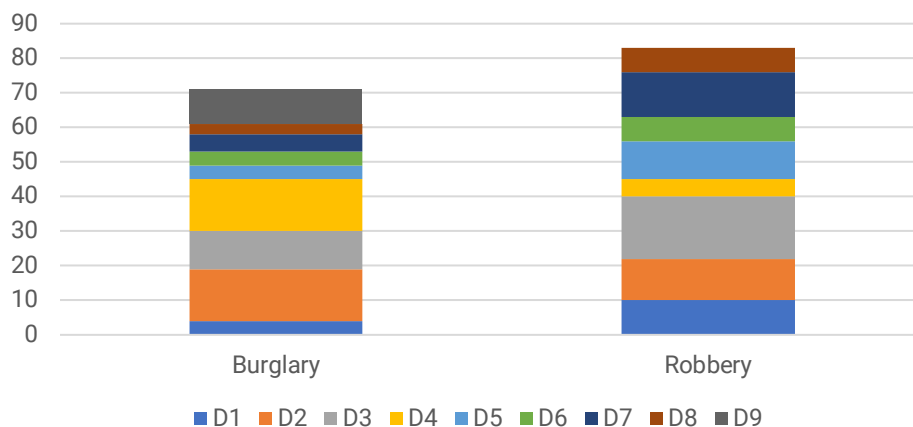
**Increase existing detective staff in the Homicide Unit from 4 to 5 detectives.**

**(4) Robbery / Burglary Unit Detectives**

The Robbery / Burglary Unit is assigned to the Squad 7 deployment and works the 5-day-on / 3-day-off rotation. Three (3) detectives and a shared Sergeant with Homicide work all robbery and burglary cases with sufficient solvability factors. It was indicated during the interview that as cases come in, they are rotated among the available detectives. Moreover, Robbery / Burglary detectives when on duty respond with the Homicide Unit for initial crime canvassing.

Because this Unit investigates both property and persons crimes, the following graphic portrays the robbery and burglary workload for the eight months shown by the Excel caseload spreadsheet. As noted, cases were assigned to more than just the 3 robbery and burglary detectives, with many cases going to General Investigations personnel.

**Burglary / Robbery Unit - D# of Detectives Assigned Case Workload (8 months)**





As shown by the bar chart above, 8 different detectives were assigned robberies and 9 different detectives were assigned burglary cases. Irrespective of who was assigned, the number of detectives needed to accomplish this workload is portrayed as similar to homicides noted previously, and the following tables reflect caseload hour estimates based on crime type/category.

### Approximate Person Crime Case Hours

Common Tasks	Common Processes	Approximate Time	% of Time Completed
DNA	Evidence to Crime Lab	3 hours (Includes submission and report)	10%
Crime Scene Material (Evidence left by suspect)	Evidence to Property Control	4 hours (Includes Inspecting and writing report)	30%
Cell Phones	Cell Phone Downloads	10 hours (Some phones take much longer)	50%
Video	Review of video recovered from scene	10 hours (To review and write report)	50%
Social Media / Electronic Records / physical location	Warrants / Subpoenas	30 hours (Includes reviewing and report writing)	20%
Surveillance	Surveillance (Locating suspect)	10 hours (Includes report writing)	10%
Victim Statement	Victim Interview	1 hours (Includes report writing)	100%
Witnesses	Witness Interviews	1 hours (Includes report writing)	100%
Suspect	Suspect Interview	2 hours (Longer if lodged -Includes report writing)	50%
Jail Call Monitoring	Review Calls	10 hours	10%
DA Contact/Filing	Consult with DA	4 hours	10%
Total		82 hours- <i>If all tasks completed</i>	

The person crime component averages **22.6 hours** per case given the percentage of time certain tasks are completed. As noted, the maximum calculated hours are 82 per case.

### Approximate Property Crime Case Hours

Common Tasks	Common Processes	Approximate Time	% of Time Completed
DNA	Evidence to crime lab, includes submission and report.	2 hours	20%
Crime Scene Material	Evidence to property control, inspection, and report writing.	2 hours	20%
Cell Phones	Cell phone downloads, with some taking longer than others.	4 hours	50%
Video	Review of video recovered from scene and report writing.	2 hours	50%
Social Media/ Elec. Records	Warrants/subpoenas, including submission and report.	6 hours	30%
Location Data	Warrants/subpoenas, including submission and report.	20 hours	40%
Surveillance	Surveillance, including locating suspect and report writing.	10 hours	20%
Victim / Witness Interviews	Interview(s), including report writing.	1 hours	50%
Suspect Interview	Interview(s), including report writing.	1 hours	50%
Jail Call Monitoring	Listen to calls, report writing.	2 hours	10%
Consult with DA	Review case, perform follow up, includes report writing.	1 hours	10%
Total		<i>51.0 hours- if all tasks completed</i>	

Property crimes are calculated at **16.9 hours** per case with a maximum case average of 51 hours as shown.

A few important points for analytical reference:

- These caseload metrics are average hours per case, and investigative work can take more or less time based on the sophistication of the case, cooperative witnesses, evidence, identifiable suspects, and other important solvability factors.
- As shown by the prior graphic, assigned burglary cases are lower than robbery cases despite the NIBRS data indicating more burglaries occur in Bridgeport than robberies. This assignment strategy is consistent with best-practice as burglaries generally have less solvability than robberies often due to limited evidence. Regarding burglaries, national data suggests that only 14% of burglaries are solved, and most burglaries, typically around 3-in-4, do not have sufficient solvability factors to be aggressively worked. Thus, pre-screening for burglaries is an appropriate strategy.
- The case workload is only for 8 months due to the previously noted data limitations, and as such staffing calculations must be adjusted accordingly.

The following table shows the investigative workload based on data provided by ISD:

**Robbery / Burglary Case Investigative Hours Based on Case Data**

Case Type	# of Cases	Avg. Hours per Case	Total Hours per Case	Available Hours/Detective
Burglary	71	16.9	811.2	941
Robbery	83	22.6	1,084.8	941
TOTAL/AVG:	154	-	1,896	941

Based on the Excel case data provided over 8 months, the 154 robbery and burglary cases would require 2.01 case detectives<sup>17</sup> to accomplish all workload that is currently distributed among 9-10 detectives, of which 3 are dedicated to the Robbery / Burglary Unit. This data illustrates the weakness of the current case management process and the Excel spreadsheet tracking mechanism as, by example, over the 5 years according to NIBRS data shown previously an average of 331 robberies occurred per year. In comparison to the 83 robberies tracked over 8 months by ISD’s spreadsheet, there is a notable difference in these workload metrics that would impact staffing needs.

<sup>17</sup> 1,896 case hours / 941 detective hours available over an 8-month period (1,411 x 8/12 of year).

Using workload calculations based on NIBRS data is more practical, with the following results shown in the table below.

### Robbery / Burglary Case Investigative Hours (NIBRS data)

Case Type	# of Cases	Avg. Hours per Case	Total Hours per Case	Available Hours/Detective
Burglary	83 <sup>18</sup>	16.9	1,403	1,411
Robbery	276	22.6	6,238	1,411
TOTAL/AVG:	359	-	7,640	1,411

Using the average hours per case estimates shown in the table and making assumptions as to workload requirements based on the NIBRS data, when using 1,411 NAWH per detective per year the result is an estimated 7,640 hours of casework that should be staffed by 5.41 detectives.

As noted previously, Robbery / Burglary has 3 assigned detectives; however, based on the Excel data they were only assigned 45% of the Robbery / Burglary cases. As such, with appropriate staffing in the Robbery / Burglary Unit, these important person and property crime workloads can be off-loaded from other detective units, such as General Investigations, and re-directed and centralized for investigations here.

As noted in the Homicide section of this report, a Sergeant is shared between Homicide and this unit. Robbery / Burglary is a higher-profile detective operation with many complex crimes. Bridgeport PD is of sufficient size to have a Sergeant dedicated exclusively to this important operation.

#### Recommendations:

**Assign one sergeant exclusively to the Robbery / Burglary Unit as opposed to the existing shared arrangement with the Homicide Unit. This results in a net increase of one Sergeant position for the supervision of Homicide, Robbery, and Burglary.**

**Increase existing detective staff in the Robbery / Burglary Unit from 3 to 5 detectives.**

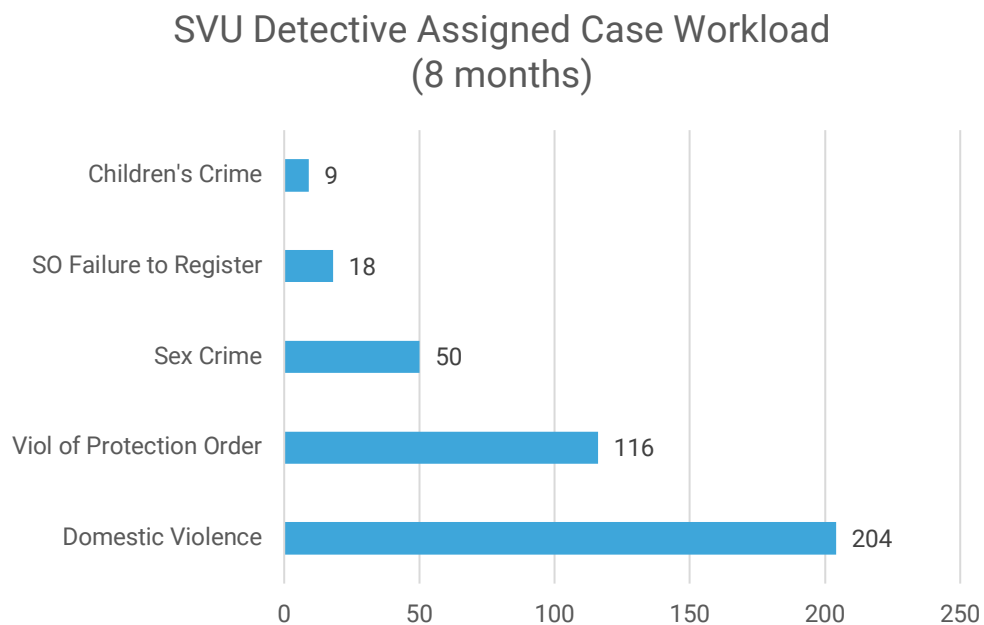
<sup>18</sup> As noted earlier, about 1-in-4 burglaries are typically workable. This is the estimated % of 3-year average annual NIBRS cases (21-23) that would be worked ( $330 \times .25 = 83$ ). Moreover, typically 90% of robbery cases are worked resulting in the caseload noted in the table.

**(5) Special Victims Unit / Domestic Violence**

The Special Victims Unit / Domestic Violence is overseen by a sergeant which share oversight of Forensics. It is staffed with 2 Detectives and 1 Patrol Officer who work the Domestic Violence cases the Patrol Officer screens all DV cases for probable cause and then forwards felony and misdemeanor cases to the detectives for any follow-up and largely warrant write/processing as well as processing of protective and restraining orders. The Special Victims Unit (SVU) investigates all child and adult sex crimes and is staffed with 4 Detectives. One (1) detective emphasizes human trafficking and 1 is largely dedicated to child abuse cases. Connecticut State Troopers track registered sex offenders. These operations are scheduled on the Monday-Friday “Administrative” Schedule.

These types of person crimes, sex assault, and crimes against children, are complex cases and are treated very seriously by the judicial system. They tend to have more evidence and victim contact requiring more time in interviews and the recovering and processing of evidence when compared with some other person crimes (e.g. robbery). These cases generally involve the use of forensic interviewers who must be scheduled, and the interviews tend to be lengthier. For example, this unit meets weekly with the Connecticut Department of Children and Families.

Data concerning the previously discussed 8-months of Excel data appears more accurate and shows the assigned workload by case type in the graph below:



In summary, 397 cases were assigned to the Special Victim Unit / Domestic Violence over the 8 months tracked. As noted, when compared to NIBRS data, this information appears much more accurate than robbery and burglary counterpart data. Therefore, caseload metrics shown in the Excel will be used for staffing calculations. Metrics for these sensitive and sexual assault cases reflect the time it takes to perform lengthier investigative work and are applicable to the Children's and Sex Crime categories noted in the graphic above. Case hours for these crimes are shown in the following table.

### Sensitive and Sexual Assault Case Hours

Common Tasks	Common Processes	Approximate Time	% of Time Completed
DNA	Evidence to Crime Lab	2 hours (Includes submission and report)	50%
Crime Scene Material (Evidence left by suspect)	Evidence to Property Control	2 hours (Includes Inspecting and writing report)	50%
Cell Phones	Cell Phone Downloads	4 hours (Some phones take much longer)	40%
Video	Review of video recovered from scene	4 hours (To review and write report)	50%
Social Media/Electronic Records/physical location	Warrants/Subpoenas	30 hours (Includes reviewing and report writing)	33%
Surveillance	Surveillance (Locating suspect)	10 hours (Includes report writing)	20%
Sex Assault Kit	Sex Assault Exam	6 hours (Done by Hospital Staff, but a detective is required to be present at hospital and requires submission to lab)	90%
Victim Statement	Victim Interview	4 hours Interviews are recorded (Includes report writing)	100%
Witnesses	Witness Interviews	2 hours (Includes report writing)	100%
Suspect	Suspect Interview	2 hours (Includes report writing)	50%
Jail Call Monitoring	Review Calls	2 hours	20%
DA Filing	Consult with DA	1 hours	20%
Total		69 hours- <i>If all tasks completed</i>	

This list is not all-inclusive and does not contain all elements of an investigation and not every case will have the same amount of evidence, or interviews conducted. Included in these hours is the assumption that detectives will be using records searches, social media searches, checking association files, and other investigative techniques (trackers, cell tower data, etc.), if available. It should be noted that many of these sensitive crimes cannot be conducted quickly, but rather are a time investment over a longer period.

Some cases will not require the number of hours listed, but other child or sexual assault cases may require significantly more time. Based on the percentage of how often each subtask is completed, each solvable case equates to an average of approximately 30.6 hours or a probable maximum of 69 hours spent to close a case.

Using the case time estimates shown in the table, the 1 detective time translates to approximately **30.6 hours** allotted per solvable case. Applying this to 59 cases classified as sex or children's crimes, an estimated 1,805 hours were spent over the 8 months investigating these crimes.

Our project team devised a case hours table for Domestic Violence and less complicated sex-related crimes such as those noted in the graph above (e.g. Sex Offender Failure to Register or Violation of Protection Order). The average time required to complete these cases is **8.7 hours** as they do not require the same number and frequency of steps as the very sensitive sex and child crimes.

The result of the various investigative workload calculations is shown in the familiar table below:

#### SVU / Domestic Violence Case Investigative Hours Based on Case Data

Case Type	# of Cases	Avg. Hours per Case	Total Hours per Case	Available Hours/Detective
Major Sex/Child	59	30.6	1,805	941
DV & Other	338	8.7	2,941	941
TOTAL/AVG:	397	-	4,746	941

Based on the Excel case data provided over 8 months, the SVU / Domestic Violence Unit would require 5.04 case detectives<sup>19</sup> to accomplish all workload that is currently distributed among the Unit. This is in comparison to the 6 detectives and 1 assisting Patrol Officer now deployed.

<sup>19</sup> 4,746 case hours / 941 detective hours available over an 8-month period (1,411 x 8/12 of year).

Given staffing challenges, BPD has organized important units with shared first-line supervision. As noted in prior sections on Homicide and Robbery / Burglary these units are too important to make shared supervision a long-term strategy. Similarly, the SVU / Domestic Violence Unit should not be supervised long-term by a Sergeant who also has responsibility for Forensics. Reiterating, Bridgeport PD is of sufficient size to have a Sergeant dedicated exclusively to this important operation.

### Recommendations:

**Assign one sergeant exclusively to the SVU / Domestic Violence Unit instead of the current shared supervision arrangement with Forensics.**

**Decrease existing detective staff in the SVU / Domestic Violence Unit from 6 to 5 detectives. Continue to deploy one Officer to screen DV caseloads.**

### (6) General Investigations

General Investigations is deployed over a two-shift structure (B & C) operating from 8 am to 4 pm and 4 pm to Midnight on an 8-hour shifts schedule. A total of 3 sergeants and 13 detectives are assigned to General Investigations, and as a result, it is the largest Unit in the Investigative Services Division. These staff are assigned as follows:

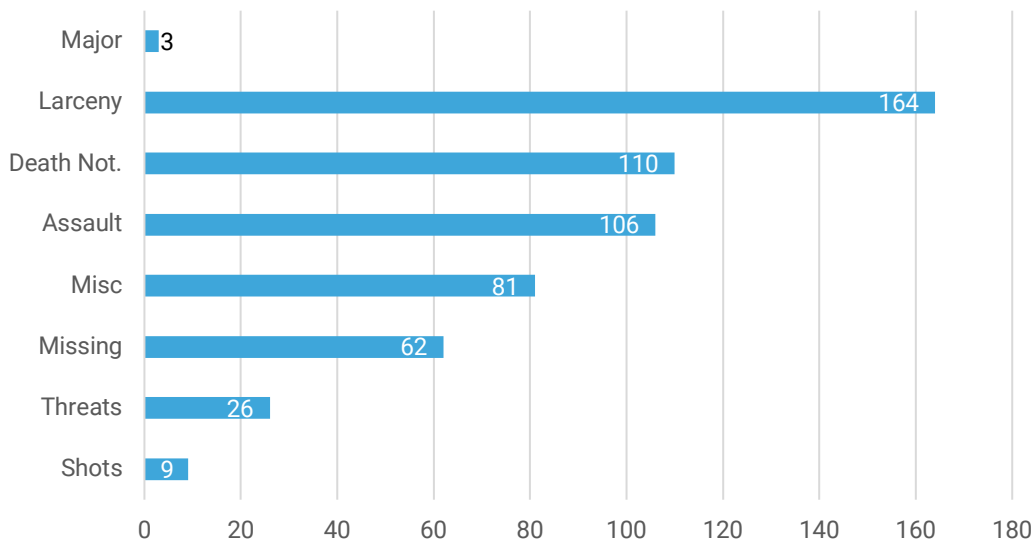
- Shift B (0800-1600), first squad – 3 detectives.
- Shift B, second squad – 3 detectives.
- Shift C (1600-0000), first squad – 3 detectives.
- Shift C, second squad – 4 detectives.

General Investigations does follow-up on assault, larceny, DOA, suspicious deaths, overdoses, frauds, missing persons, theft of firearms, social media cases, threats, and death notifications. One (1) Detective assigned B-shift is focused typically on felony financial crimes. General Investigations will respond to the field, particularly on C-shift when other ISD Units are off-hours, on any major crime event including shootings, robbery, high-profile property crime, etc.

General Investigations is assigned an eclectic group of cases to include both property and persons crimes, as well as death notifications. As noted, they assist the Robbery / Burglary Unit in many cases and are currently assigned nearly half of them. As discussed earlier in this chapter, these cases should instead be assigned to an up-staffed Robbery / Burglary Unit to perform case follow-up. The remaining workload for General Investigations is shown in the bar chart below.



### General Investigations Workload Excluding Robbery /Burglary Assist (8 Months)



While the above data reflects 8 months of the Excel spreadsheet information, similar to the data discussed for the Robbery / Burglary Unit, this information appears to have shortcomings as well. Unlike the SVU / Domestic Violence data which seems to illustrate more accurate information, General Investigations data is lacking. For example, based on reported NIBRS data 282 aggravated assaults occurred in 2023 yet the bar chart above shows 106 assigned cases in the 8 months.

Because of these shortcomings in data, developing staffing estimates must err on the side of caution. As a result, the following table is developed using best estimate information with footnoted references.

### General Investigations Estimated Work to be Assigned

Case Type	# of Cases	Avg. Hours per Case	Total Hours per Case	Available Hours/Detective
Larceny	272 <sup>20</sup>	16.9	4,597	1,411
Death Notification	167 <sup>21</sup>	6.0	1,002	1,411
Assault	288 <sup>22</sup>	22.6	6,509	1,411
Miscellaneous	123 <sup>23</sup>	8.7	1,070	1,411
Missing	94 <sup>24</sup>	8.7	818	1,411
Threats	39 <sup>25</sup>	8.7	339	1,411
Shots	14 <sup>26</sup>	8.7	122	1,411
Major	5 <sup>27</sup>	22.6	113	1,411
TOTAL/AVG:	1,002	-	14,570	1,411

About the data above, the following is noted:

- Reiterating, the metrics used above are designed to err on the side of caution as caseload information, as noted previously and to be discussed further, has notable limitations. Examples of the cautionary approach taken to staffing estimates include the assault workload estimated at 288 is well above the annualized workload of 161 cases based on the ISD Excel spreadsheet.
- The estimated workload of 1,002 to be assigned marginally exceeds the annualized workload of General Investigations of 968 cases which also includes the robbery and burglary work that in the future should be shifted.
- Some hour estimates are provided additional leeway as death notifications should typically not take the time noted, nor should reviewing a miscellaneous report such as criminal mischief be typically an allocation of more than a day's work.

<sup>20</sup> About 1-in-4 larcenies are typically workable. This is the estimated % of 3-year average annual NIBRS cases (21-23) that would be worked ( $1,088 \times .25 = 272$ ).

<sup>21</sup> Annualized. Limited effort cases are given an average 6 hour work allocation.

<sup>22</sup> 3-year average annual NIBES cases (21-23) is 288.

<sup>23</sup> Miscellaneous includes Criminal Mischief, Suspicious Activities, and others. 8.7 hour average as discussed earlier in this report.

<sup>24</sup> Annualized at 8.7 hours per case.

<sup>25</sup> Annualized at 8.7 hours per case.

<sup>26</sup> Annualized at 8.7 hours per case.

<sup>27</sup> Major includes such crimes as a kidnapping and consequently is estimated at the higher person crime of 22.6 hours.

Given the analysis caveats, using the average hours per case estimates shown in the table, and making assumptions as to workload requirements based on a combination of the NIBRS and Excel data, when using 1,411 NAWH per detective per year the result is an estimated 14,570 hours of casework that should be assigned to General Investigations. This results in a detective staffing level of 10.32 staff positions.

Based on these workload calculations General Investigations is overstaffed by approximately 3 detective positions. The explanations for this can vary widely and can include, but not be limited to:

- The lack of a comprehensive Case Management System (CMS) limits the data available to make informed decisions as to detective staffing needs based on workloads, detective capacity, etc.
- Detectives are spending far more efforts in supporting efforts, as opposed to casework, than the 20% of time allocated (NAWH calculation) for ancillary duties the detectives must perform. It was noted that General Investigations is mandated as a Patrol back-fill, which is regularly required.
- Detectives are spending more work effort on activities and cases than generally required, such as the review/follow-up of lower-profile miscellaneous cases and death notification follow-ups.

Given the totality of information, 3 of the 13 General Investigations detectives should be considered for re-assignment to other Investigative Services Division Units that are recommended for up-sizing.

As it relates to the sergeant allocation, supervision-to-staffing ratios typically should not fall outside the boundaries of 1: 6-9 in any law enforcement group except for high-profile units such as Homicide, special enforcement teams, and the like requiring close supervision that may demand even lower supervision to staffing ratios. Supervision levels beyond 1-to-9 are acceptable in some circumstances if line personnel are seasoned, do not require close supervision, do not have overly complicated tasks to perform, perform low-risk duties, and can generally operate well in a supervisory "hands-off" environment. Given General Investigations should be reduced to 10 detective staff, only 1 sergeant needs to be assigned to each of the B and C shifts. The third sergeant should be re-assigned elsewhere in ISD as discussed in this report.

## Recommendations:

**Reduce Sergeant Staffing in General Investigations from 3 to 2 positions. Re-assign this position elsewhere in the Investigative Services Division in one of the areas of need as described in this report.**

**Decrease General Investigations detective staff from 13 to 10 positions. Re-assign these detectives elsewhere in ISD accordingly. Strongly consider eliminating mandated Patrol coverage for this work Unit as it impacts overall staffing needs and investigative performance of the assigned detectives.**

### (7) Crime Scene / Ballistics (Forensics)

Crime Scene / Ballistics (hereafter Forensics) currently performs forensics collection of evidence at major crime scenes, particularly homicides. There are 6 detectives assigned to with a shared sergeant arrangement. Staff report to different sergeants including the Special Victims/Domestic Violence sergeant on B-shift (0800-1600 hours) and the General Investigations Sergeant on C-shift (1600-0000 hours). Four (4) Crime Scene staff respond directly to homicides and respond to other major crime scene events to collect various physical, fingerprint, shell casings, and DNA evidence. These staff enter and retrieve ballistic weapons information into the National Integrated Ballistic Information Network (NIBIN). They remain on-call 24/7, including for A-shift. Two (2) of the detective staff are largely responsible for the video retrieval of evidence while working on Squad 3.

Except for an Excel spreadsheet listing 53 submissions to NIBIN in the first 6 months of 2023 and the outcome of the entry/inquiry, no data was provided by the BPD concerning Forensics operations. Consequently, conducting any staffing analysis on the operation is not practical. The theme of “no data or insufficient data” in the Investigative Services Division is common and is a practice that should be resolved at the earliest convenience. In sum, a lack of data results in an inability to effectively manage an organization.

While there is no data for Forensics, some general observations can be made.

- Crime scene processing is a job responsibility that can be effectively civilianized as has been done in many law enforcement agencies throughout the country. Beyond the performance afforded to staff who specialize in this career, such civilian positions are less expensive, and thereby allow sworn positions to be assigned elsewhere in BPD at assignments of particular need. Civilianization, however, is typically something that will have to be negotiated with the union, and as such faces potential hurdles for implementation. Nevertheless, among most medium and large police departments, it is common for crime scene response to be completely civilianized. For crime scene response, examples of our clients

recently worked with include Sacramento and Fresno (CA), Madison (WI), Henderson (NV), and Austin (TX), among others.

- As discussed throughout this report, the inclusion of leave factors as reflected by Net Annual Work Hours (NAWH) should be considered for many positions. Forensics is no exception. While no staffing changes will be recommended due to lack of data, consideration should be made in the future to provide a relief factor for these line staff when determining appropriate staffing levels for each shift.
- As noted, in the absence of data, no real staffing plan can be developed except through past practice and negotiated staffing plans. Crime Scene / Ballistics should devise a plan to collect comprehensive data on how the unit is utilized, including the number of incidents responded to, time on-scene, number of off-duty callouts, number of video sites retrieved from, etc. In this way, Forensics will have the data to make appropriate staffing determinations, by work shift.

As noted in this chapter, a further common theme is the use of shared sergeant resources when there should be dedicated first-line supervisory positions. Forensics is no different. As such, 1 sergeant should be assigned and dedicated to this specialized unit.

### Recommendations:

**Assign one sergeant exclusively to Forensics as opposed to the existing shared arrangement with the SVU / DV and General Investigations. This results in a net increase of one Sergeant position between the Special Victims Unit / Domestic Violence and Forensics.**

**Maintain existing detective staff in the Forensic Unit of 6 Detectives. Endeavor to collect relevant workload metrics to adjust the staffing size of this unit in the future.**

**Over the longer term, negotiate the full civilianization of Forensics to include one supervisor and six line (e.g. Crime Scene Technician) positions. This is subject to the Collective Bargaining Agreement.**

## 4. Investigative Services Division Task Force and Administrative Assessment

This section of the report provides an overview relative to task force-related and administrative support sections of the Investigative Services Division. These include:

- Administrative Support (shared sergeant, 2 detectives, 1 victim advocate).
- Task Force (1 lieutenant, 1 sergeant, 5 detectives).
- FUSION Center (1 detective, 2 police officers).

- U.S. Marshals (2 detectives).
- Administration (1 captain, 1 lieutenant, 2 secretaries).

The key duties and responsibilities of these positions have been profiled in an earlier deliverable. In sum, most of these operations are designed to conduct proactive efforts dedicated to specialized functions such as victim support, criminal apprehension, and technology-based investigations (crime analysis, shot spotter, city camera management, Cellebrite information download, license plate reader management, etc.).

Generally speaking, in law enforcement proactive efforts require very close scrutiny given their unique roles. Staffing levels are often dictated by the perceived value of performance outcomes, management, and executive management's expectations regarding these units' abilities to suppress and resolve community crime and staff resource availability that is not dedicated to the more traditional core functions of Patrol and Detective reactive case investigations.

The allocation of staff resources to these types of functions is generally a policy decision driven by the law enforcement executives of the jurisdiction. There is no formula to evaluate the level of staff resources a community should allocate to these enforcement efforts because:

- Proactive investigations are, by their very nature, discretionary. These investigations relate to a community's values to address a wide variety of problems.
- Dedicated proactive investigative units are found in agencies that have the resources for such specialized full-time activities, and which are committed to addressing important quality-of-life issues.
- The caseloads of proactive investigative units are typically different from the kinds of caseloads handled by core investigative units. Caseloads for proactive investigative units are long-term oriented and rely on specific problem identification and varied targeting techniques. Results, then, need to be measured differently than for traditional case-handling investigators – clearance rates and active cases are not useful measures for proactive investigations.
- Proactive investigations are often regional, and therefore can periodically rely on the support of other additional local, State, and Federal agencies in higher-profile cases.

- Proactive investigations often have a very technical element, such as the development of real-time crime centers, the use of regional FUSION centers, and the like. These efforts are notoriously difficult to measure outcomes.

As a result of these factors, and because staffing levels often become an outcome of perceived performance levels, the effectiveness of proactive investigative units needs to focus more on the process of targeting problems in the community and making assigned staff accountable for results. In brief, proactive investigative units require scrutiny given their unique roles and have established performance expectations with relevant performance measures and key performance indicators (KPI).

As mentioned above, performance measures of proactive units should demonstrate the effective management of resources to address specific community issues. BPD did not provide any performance-related data or KPIs about these operations. In the absence of informative data, a public safety agency, such as BPD, is restricted in its ability to make fully informed staffing decisions and is handicapped regarding requesting staff resources from executive management and City leadership to include the city's governing body.

Because insufficient information is available to help determine any staffing allocation, staffing determinations may rely exclusively on BPD as an executive policy decision. Our project team making any staffing determination on these particular areas is impractical. Nevertheless, the consistent theme of "limited data" is one of the vital few areas that should be resolved overall for the SID.

### Recommendations:

**Maintain existing staffing levels in the Investigative Services Division proactive operations (e.g. Task Force) and Administration functions.**

**Transition the ISD to a data-based organization using performance data and key performance indicators to help inform decision-making. Based on community needs and Department proactive enforcement focus, annually revise staffing in the proactive units based on annual performance expectations and outputs.**

## 5. Enhancing ISD Performance Management

As noted throughout this chapter, the ISD has outdated processes, few systematic approaches to data collection and performance management, and limited reporting of relevant information, and therefore has a restricted ability to make fully informed decisions concerning staffing and operations. The following sections provide information on steps that can be used to help address these shortcomings.

## (1) Case Management System Requirements

One of the most vital interests of the Investigative Services Division is to cease the use of legacy case management—such as the use of the paperbound logbook – and to fully implement a comprehensive Case Management System (CMS) software product to help facilitate investigations, case tracking, case management, and ultimately provide information to help determine investigative staff resources. A comprehensive CMS that facilitates the effective management of casework can be used in multiple ways and can transform how the ISD operates and is staffed. A CMS should ideally have many of the following characteristics:

- Storage and rapid retrieval of important information such as witness, victim and suspect statements, and related supplemental reports.
- Locating and retrieving audio and video files linked to cases.
- Tracking physical evidence and the completion of processing related thereto.
- Managing assigned major tasks to each case.
- Determining caseloads by detective by time.
- Effectively determining case closures, by time frame, as a result of arrest or exceptional means. Relevant data is available for case clearance.
- Cross-indexing all information with easy search capabilities for all investigators and supervisors assigned to the case.
- Cross-indexing allows for the linkage of cases to develop patterns or series of crime.
- Ability to regularly run investigative reports for supervision and management to include standard as well as customized reports.
- Ideally, linkage to other information systems such as Records Management (RMS).
- Ability to use reported information to help inform required investigative staffing levels.

Without a CMS the ability to effectively manage the ISD and devise appropriate investigative staffing levels as circumstances shift is more limited. In summary, the benefits of a robust CMS are worth the financial investment, particularly for a law



enforcement agency the size of BPD. To that end, implementing a comprehensive CMS should be considered an important priority.

### **Recommendation:**

**Prepare a Scope Document developed by a BPD steering committee to identify critical features of a computerized Case Management System (CMS), and based upon this, devise a Request for Qualifications (RFQ) for select case management system software vendors to ultimately purchase a CMS to be used at the Bridgeport Police Department.**

### **(2) Continuous Improvement for Tracking Performance**

There are a variety of opportunities to capture information to track performance in the ISD. Some efforts have been made to accomplish this, but the output/outcome of such data is lacking. For example, the aforementioned case tracking Excel spreadsheet has issues beyond concerns noted previously and includes:

- 82% of the cases had no case status as to Open, Pending, Closed, etc. Of the 18% with information, 95% of these were classified as Closed cases. Over 8 months, this percentage of closed cases is not productive and demonstrates a weakness in the case tracking now accomplished.
- Detectives had a wide range of the number of cases assigned. One SVU / DV detective had 10 cases assigned over the 8 months while a counterpart had nearly the double of SVU cases assigned. Similarly, in Robbery / Burglary, one detective had 25 cases assigned while another had 37—a nearly 50% increase in workload. An imbalance in workload can create numerous issues.
- Data from the spreadsheet showed that 92% of the cases were assigned from incident occurrence to a detective in an average of 4.2 days. 8% of all cases were assigned after 30 days. These timeframes do not reflect effective case management strategies.

While there is a vital need for a comprehensive Case Management System software solution, information also suggests that the current tools such as Excel spreadsheets and paperbound logbooks are inadequate. Consequently, other steps can be taken to enhance overall case management. Case management is critical in ensuring cases get processed properly, are assigned equitably among staff, and help support the need for additional (or fewer) detectives in a work unit, thereby allowing an investigative operation to adapt to changing circumstances.

In summary, although the limitations of CMS exacerbate the problems associated with case management, further steps can be taken to enhance BPD's case management practices using existing tools.

#### **Recommendation:**

**Improve case management in the ISD by developing a Detective Case Management Procedure Manual to help facilitate common understanding and approaches to investigative services and the use of existing tools to manage and track caseloads.**

### **6. Summary of Staff and Organizational Changes**

Based on the information noted in this report, the following net staffing changes in the Investigative Services Division have been recommended.

- Add 1 detective to Homicide.
- Add 2 detectives to Robbery / Burglary.
- Reduce 1 detective in SVU / Domestic Violence.
- Reduce 3 detectives in General Investigations.
- Maintain existing detectives staffing in Crime Scene / Forensics.
- Maintain existing line and supervisory staffing in Administration and Task Force operations.
- Reduce 1 sergeant in General Investigations but add dedicated sergeants to other noted investigative functions for a net increase in 1 sergeant position.

Net operational change is the addition of 1 sergeant and the reduction of 1 detective position from the current Investigative Services Division organization.

## 6. Office of the Chief

The Chief of Police is supported by a (1) FTE Deputy Chief and two (2) FTE Assistant Chiefs<sup>28</sup>. These positions are integral to the overall functionality of the department and should be maintained at all times.

The Chief of Police is also supported by an Administrative Assistant who completes various administrative and financial duties. Internal affairs and pre-employment background investigations functions are located within the Office of the Chief and will be evaluated in the sections below.

### 1. Internal Affairs

Internal Affairs manages internal investigations and background investigations and provides a driver/security for the mayor. The unit ensures investigations comply with department policy and the Barros Decree (see *Barros v. Walsh*, No. B-492 (D. Conn. 1973), modified, (D. Conn. 1985)). The unit reports to either the Chief of Police and/or the Board of Police Commissioners (BOPC), depending on the nature of the investigations (i.e. if the Barros Decree applies). The unit is open Monday to Friday, 8 am to 4 pm. However, there is always an on-call member and backup investigator on call, and for contractual reasons, some work is conducted outside regular business hours.

#### (1) Staffing and Roles

Internal Affairs is currently staffed with 1 FTE lieutenant, 4 FTE sergeants, and 1 FTE detective. The unit has decreased in size, having had 8 FTE sergeants and 2 FTE detectives as recently as 2018. The unit is also facing an upcoming retirement.

- The lieutenant has overall responsibility for Internal Affairs. The position reports to the Chief of Police and the BOPC. The position assigns cases to the sergeants/detective, manages the unit, and ensures that the agency complies with internal policies and the Barros Decree. This work includes reviewing complaints, particularly from community members (as outlined in the Barros Decree). The position also works cases as an investigator due to a shortage of investigators. Finally, the position oversees the policy/training aspects of officer-involved shootings. However, this work is firewalled from the criminal portion of the investigation.

Notably, this position (the Officer-in-Charge of Internal Affairs) may be nominated by the Mayor and ratified by the BOPC. This removes the position from the normal

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<sup>28</sup> Upon the completion of this report, the two Assistant Chief positions are vacant' however, paperwork has been filed by the Chief of Police for these positions to be filled.

chain of command, except in internal investigations not governed by the Barros Decree.

- Three of the sergeant positions conduct internal investigations and background investigations. Bridgeport PD General Order 4.02 provides a classification system for complaints and does not require that Internal Affairs investigate all complaints directly. This is a best practice nationally, and many agencies empower front-line supervisors to address lower-level complaints (i.e., rudeness, low-level procedural complaints, etc.). Importantly, these positions are generally responsible for investigating serious incidents, major complaints, and investigations that are initiated by community members and fall under the Barros Decree. These positions also conduct background investigations for all public safety personnel (i.e., police, fire, civilian detention).
- The detective position's work is similar to that of the sergeants. However, this position brings a different skill set to the unit.
- One sergeant position serves as security and a driver for the mayor. The position may assist with background investigations as needed but is not primarily an investigator.

The unit also fields other requests, such as FOIA requests and Giglio (or sometimes called Brady) requests.

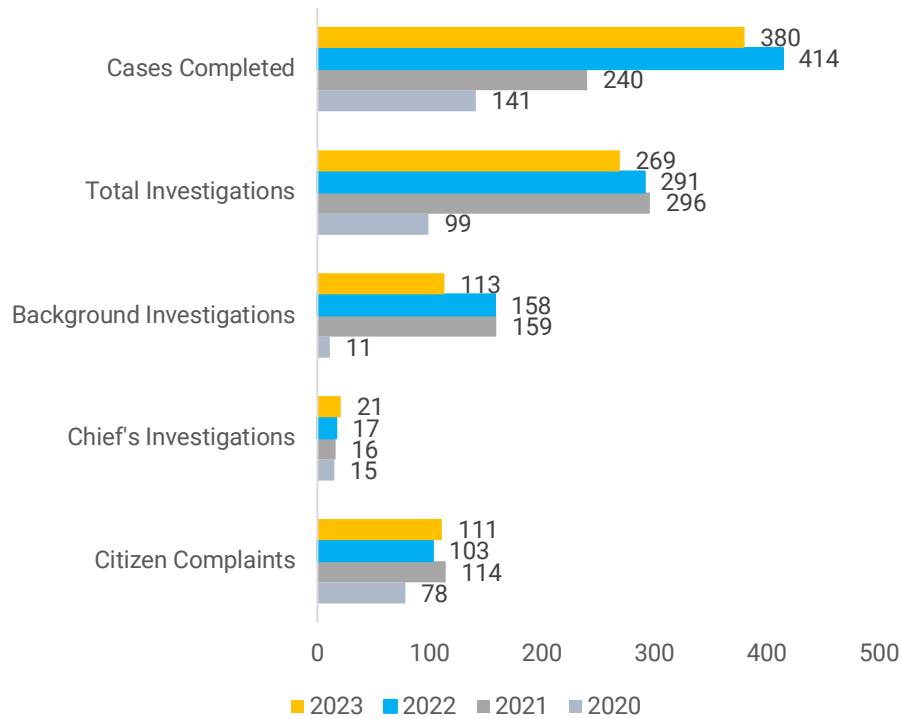
## **(2) Workload and Ability to Meet Unit Objectives**

Over the last several years, Internal Affairs has seen extensive turnover due to retirements, promotions, and investigators leaving the unit. This has created significant challenges for the unit. For instance, as recently as January of 2022, the unit had over 400 open cases. These cases needed to be reassigned and added to the approximately 300 cases a year that generally came into the unit.

Many of the open cases were assigned to Internal Affairs investigators who had retired or otherwise left the unit but were not able to close the cases before retirement. COVID-19 also impacted the unit's ability to close cases. These cases include citizen complaints, internal complaints, and background investigations. The unit is working to address the backlog.

Work in the unit has increased since 2020. The graph below shows the workload from 2020. It displays total investigations conducted by the unit, background investigations, "Chief's Investigations" (i.e., internal investigations, outside the Barros Decree, assigned by the Chief or their designee), and Citizen Complaints (i.e., complaints from community members outside the PD and generally governed by the Barros Decree).

### Internal Affairs Cases by Year



As the table above illustrates, Internal Affairs initiates nearly 300 investigations a year and has completed approximately 400 cases a year over the last two years. Many completed cases result from a backlog of cases being addressed. For instance, the unit has had many retirements, forcing older cases to be reassigned. Over half of the investigations are background investigations, and most of the remaining cases are citizen complaints. Also, 2023 saw an increase in suicide attempts in Booking.

With six staff members (two of whom consist of the lieutenant and a sergeant whose primary duties include security for the mayor), the unit completed over 400 investigations in 2022 and 380 cases in 2023. However, many of these cases represented the “open” cases discussed above. The number of clearances in 2022 and 2023 was substantially above 2020 and 2021.

Using the four-year workload averages for completed investigations and a 3-year average for incoming investigations (2020 is not included in this average due to the impact of COVID-19), it is possible to estimate staffing needs for the unit:

### Internal Affairs Staffing Needs

Average incoming investigations	=	285.3
10% overage (included in the event investigations exceed historical averages)	+	28.5
Investigations cleared per staff (using a 4-year avg.).	/	42
<u>Staffing needs (estimated)</u>	=	<u>7.5</u>

However, this estimate includes both the Officer-in-Charge and the Mayor’s security position assisting. It also does not address hiring needs, which may increase background requests. To account for this, the above estimate would allow for a 10% margin if investigation requests increased. Increasing the number of staff to 8 would allow for the Officer-in-Charge to avoid taking cases regularly.

Unlike many agencies, Internal Affairs relies entirely on sworn investigators and does not utilize civilian background investigators. While sworn personnel are utilized in internal investigations, which is very common in police agencies, many agencies are switching to civilian staff for background investigations. As agencies have increasingly struggled to fill sworn positions and to save money, they have increasingly relied on civilian background investigators. Retired sworn police investigators often fill these positions, leveraging their training, but are less expensive and frequently more productive (due to fewer training requirements to maintain police certification).

Based on the above analyses, is it possible to arrive at the following conclusions:

- The staffing of Internal Affairs is inadequate. The ratio of investigators to incoming cases is insufficient, and this deficit has required the Office-in-Charge (i.e., the lieutenant) to conduct investigations. This is not ideal as it reduces that position's ability to manage the unit and results in a lack of supervision for investigations conducted by the lieutenant. While the lieutenant may assist with highly sensitive investigations, this position should not regularly conduct investigations.
- Internal Affairs could benefit from increased civilianization. Using sergeants to conduct all background investigations is expensive and inefficient. The use of civilian background investigators is increasingly common. However, interviews with key staff revealed a concern about the civilianization of the background function. The first concern involves the quality of the investigations. Interviewees cited experience with civilian background investigators external to the unit, conducting sub-par investigations. The second concern had to do with work balance. Interviewees cited the stress involved in continually conducting internal

investigations. Interviews revealed that the ability to intersperse less stressful background investigations improved the working conditions for the sergeants and detectives in the unit.

These concerns appear valid but can be mitigated. First, increasing staffing in the unit will naturally reduce stress, creating a more realistic workload for investigators. Second, even if civilian background investigators were added to the unit, some background investigations could remain with sworn investigators. Finally, by incorporating civilian background investigators into the unit, concerns about quality control can be addressed directly. In fact, given the many retirements experienced by the unit (and anticipated retirements), it may be possible to fill civilianized positions with fully trained investigators familiar with the unit.

An additional need for the unit is administrative assistance. The nature of Internal Affairs is such that it requires extensive record keeping and other administrative tasks. Utilizing sworn personnel for such work is inefficient and such work is more consistent with the secretary job classification. Adding such a position would allow other personnel such as the lieutenant and sergeants, to focus on duties consistent with their job classifications.

### **Recommendations:**

**Add 1 FTE Sergeant to the Internal Affairs, increasing the unit's staffing to 5 FTE sergeants (excludes 1 FTE detective position, which also conducts investigations).**

**Add 1 FTE Secretary to Internal Affairs.**

**Create 2 FTE Civilian Background Investigators positions and add these to the unit. The total staffing of Internal Affairs will consist of 1 FTE lieutenant, 5 FTE sergeants, 2 FTE Civilian Background Investigators, 1 FTE Secretary and 1 FTE Detective. This is subject to the Collective Bargaining Agreement.**

**When staffing is appropriate, reduce the use of the lieutenant position in conducting investigations.**

## **2. Accounting Clerk/Administrative Assistant**

This position operates in the Chief's Office as an administrative assistant and performs duties related to payments for the agency.

### **(1) Staffing and Roles**

This position is staffed with an accounting clerk. The position is from Monday to Friday from 9 a.m. to 5 p.m.

## **(2) Workload and Ability to Meet Unit Objectives**

The Accounting Clerk performs administrative functions for the agency. This includes paying invoices and other payment-related fiscal services, such as purchase orders. Other functions, such as monitoring the budget and tracking payroll/leave, are performed by Fiscal Services and Payroll, respectively. The position also assists the Chief's Office with other functions as needed.

Given the size of the BPD and the purchasing needs consistent with the agency's responsibility, this position is appropriate. The bifurcation of fiscal responsibilities makes assessing each position more complicated, and streamlining these functions would benefit the agency. Staffing limitations and the need for support from the Chief's Office make reorganizing this position difficult. However, as staffing permits, the agency would benefit from centralizing its fiscal functions under one unit.

### **Recommendations:**

**Add 1 FTE civilian administrative assistant to support the Office of the Chief.**

**When staffing permits, move this position to Administrative Services under Fiscal Services.**



## 7. Assessment of Organizational Issues

This chapter of the report provides the project team's assessment of the overall organizational structure of the Bridgeport Police Department. Internal operations management issues are not dealt with in this Chapter, rather they are subject to the project team's analysis in the functional areas of BPD in which they occur.

### 1. Why Effective Organization Of The Bridgeport Police Service Is Important.

The focus of discussion in this chapter includes issues central to the efficient and effective operation to any entity – what is the most appropriate organizational structure for BPD in terms of the allocation of functions and management staffing in order to promote efficient internal operations? Function allocation and management staffing are important because:

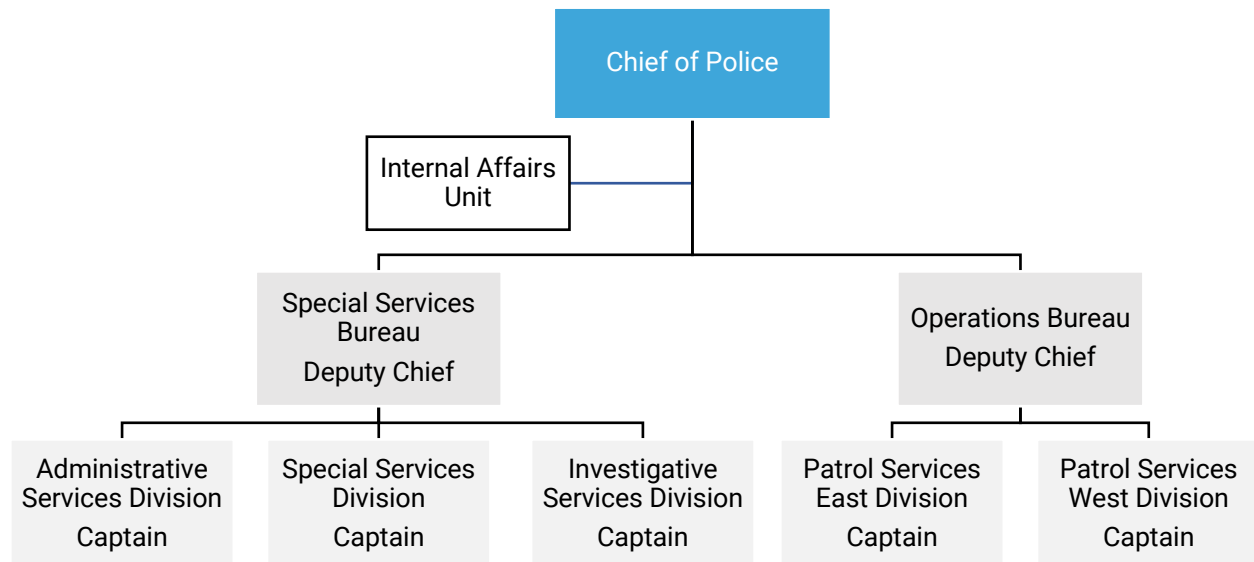
- Proper groups of functions promote efficient communications and coordination of service delivery.
- Spans of control which are appropriate to the function and the level of the organization ensure that some staff are not over or under-loaded while also promoting efficient communications and coordination of service delivery.

This issue is of critical importance for the Bridgeport Police Department.

### 2. The Current Overall Organizational Structure Of The Bridgeport Police Service.

The current structure of the overall organization of functions and top management staffing of Bridgeport Police Department is shown in the chart below. A summary of how Bridgeport Police Service is organized follows the chart.

### Current Bridgeport Police Department Organization



The Department is headed by the Police Chief who reports to the Mayor through the appointed Board of Police Commissioners. Several functions report directly to the chief – internal affairs, emergency services, details, and certain fiscal support staff.

Line and support operations are allocated to two Deputy Chiefs, one for the Special Services Bureau and another for Operations. Their functionality is summarized below:

- Operations is largely comprised of patrol, divided into East and West Divisions, each headed by a Captain.
- Special Services has operational and administrative support functions as well as investigations. There are three Divisions, each headed by a Captain:
  - Administrative Services includes Technology (including the Fusion Center, Property, and Crime Analysis), Administrative (including fiscal and records) sections, each headed by a Lieutenant.
  - Special Services includes training, SROs, Narcotics and Vice, Traffic, and Animal Control. These functions are divided among two Lieutenants.
  - Investigative Services includes task forces and US Marshals under one Lieutenant and detective units and crime scenes under another.

While individual units have been re-organized in the Police Department, the current organizational structure has been in place for several years. It represents a relatively flat

organizational structure which is a positive factor in modern law enforcement agencies because there are few layers between line level staff and top management. This facilitates both internal and external accountability.

### **3. Potential Issues Associated With The Current Organizational Structure Of The Bridgeport Police Department.**

Through our work with the Bridgeport Police Department's divisions and units, there are several issues associated with this project team identified by the project team, including:

- While the Bridgeport Police Department is symmetrically organized at the command staff level, that symmetry breaks down in the assignment of functions underneath that level. While Deputy Chiefs and Captains have relatively similar and narrow spans of control, at the Lieutenant level the vary widely:
  - Technology, 3 Sergeants, and 7 civilians report to that Lieutenant
  - Administrative, a Sergeant, several officers, and 3 civilians report.
  - Training, 3 Sergeants and an officer report.
  - Special Services, 3 Sergeants and 2 civilians report.
  - Task Forces, a Sergeant
  - Detectives, 5 Sergeants and several civilians are direct reports.
- In terms of functionality, the Operations Deputy Chief has similar numbers of direct reports and a large percentage of staff in the Department, but it is exclusively patrol and not even all field enforcement functions.
- As inferred in the last point, there are functions which have some daily contact with each other that are organized in different divisions:
  - Field functions like traffic, marine, and animal control.
  - The field support function of community services
- There are other functions which have little to do with other functions they are organized with. For example:
  - School Resources Officers organized with Training.
  - Vice and narcotics with field and operational support functions.

These organizational issues often appear in departments through history, transfers, and individual capabilities and interests. Over time, they become institutionalized and appear logical in spite of potential issues.

#### 4. **A Modest Reorganization Of Functions Below The Lieutenant Level Would Address Identified Issues.**

Based on the issues identified above, a relatively modest transfer of functions would benefit the Department and its delivery of services. Addressing each of the issues raised in the preceding sections, yield the following re-organizational alternatives:

- **Transfer Special Services from the Special Services Division to Operations.** The span of control in Operations would still be manageable but it would group all field-related functions in one Bureau. Narcotics and Vice would be transferred to the Investigative Services Division under Task Forces.
- **Transfer the School Resources Officer program to Operations.** Again, this places an operational function with significant interface with patrol in the same operational area.
- **Transfer most of the functions reporting Directly to the Chief to the Special Services Division.** This has the major advantage of reducing the direct reports of the chief so that he can focus on strategic and community issues. It would also maintain the current span of control of the Special Services Division Captain.

There are other functional transfers and span of control issues described elsewhere in this report with recommendations made. Ensuring that organizational issues are covered in this organizational chapter, these include:

- Increase patrol sergeant staffing by 6 FTE for a total of 24 FTE patrol sergeants to address poor spans of control in patrol.
- Combine Permits and Alarm Permit Units.
- Merge Central Staffing and External Overtime under Fiscal Services when that unit is staffed with non-sworn employees.
- Transfer planning and inspections workload to the Administration Division upon adding a non-sworn employee to assist the Administrative Lieutenant.

The Department should monitor the impacts of this re-organization over a one-to-two-year period for effectiveness, further changes, or reversal.

## 8. Review of the Police Collective Bargaining Agreement

The review of the current police union collective bargaining agreement is critical as it impacts wages, benefits, working conditions, and the City of Bridgeport both financially and in how public safety services are delivered. The project team analyzed the agreement between The City of Bridgeport and the Bridgeport Police Local #1159 and Council #4 AFSCME, AFL-CIO (dated July 1, 2016, to June 30, 2021) along with the current police collective bargaining agreements for the cities of Norwalk, Danbury, Waterbury, Stamford, and New Haven.

The scope of the review included:

A review of collective bargaining agreement (CBA) terms relating to standard practices and identifying their impact on operations (either managerial flexibility or budgetary cost impacts).

A review of recommendations in the report which are dependent on collective bargaining agreement or tabled for longer term implementation.

A review of selected collective bargaining agreement provisions against a set of comparable communities to determine if the specific provisions of Bridgeport's collective bargaining agreements were in line with provisions typically seen in similar organizations in Connecticut.

### 1. Overall Review of Collective Bargaining Agreement Document

The current collective bargaining agreement document was reviewed for clarity, consistency with other collective bargaining agreements in depth and areas covered and potential conflicts with best or emerging practices.

### 2. Organization and Language

The collective bargaining agreement has old, outdated language that does not encompass modern policing. For example, the collective bargaining agreement uses: "his, her, officer, employee and patrolman" throughout the document without consistency. More generic terms such as "member" or union member should be used as the collective bargaining agreement is between the city and the union and is more gender neutral.

In Article 10 – Bill of Rights, the collective bargaining agreement uses the term "officer" when the section would apply to a member of any rank under investigation. The term "officer" is also used in other sections when it would apply to any member of the union.

There are several instances where specific people or commercial institutions are mentioned. Though these people or institutions perform the functions needed today,

listing them by name in the collective bargaining agreement makes it more difficult to change a vendor or person for a specific service. For example, under Article 2, section 2.1 the collective bargaining agreement states: "The City shall weekly deduct and remit contributions to the Federal Credit Union." Though this may be the preferred financial institution today this could change during the life of the collective bargaining agreement. Changing this sentence to the "The City shall weekly deduct and remit contributions to the financial institution selected by the union" would make the agreement more timeless and allow the union to change financial institutions if it is their benefit.

### 3. Outdated Sections

Several sections of the collective bargaining agreement reference dates that are many years old may have no relevance to the current collective bargaining agreement. Article 7 Section 7.5 (A), states: "The phase out shall occur as follows: on January 1, 2016, two-thirds (2/3) of the employees in each covered unit shall be phased out at the Chiefs selection, without regard to seniority; on January 1, 2017, one-third (1/3) of the employees in each covered unit shall be phased out at the Chiefs selection, without regard to seniority. Employees who have not attained three (3) years in their assignment as of the time of the movement delineated in this paragraph will not be affected by said movement until they have completed three (3) years of service in their respective assignment. Employees in the specialized units which are not excluded in this paragraph must be removed and replaced after five (5) years to be measured beginning January 1, 2016. If no qualified employees bid for said assignment, then the employee in the specialized unit is permitted to stay in such unit for one ( 1) year with a rebid after one ( 1) year." All of these dates and rotations should have been completed by 2021. The updated language should address the current rotation policy for the agreement.

Article 14 Overtime, section 14.10 states: "Upon execution of this Agreement, there shall be a six (6) month Pilot Program during which time all overtime (including special assignments) count toward departmental overtime opportunities. The Pilot Program can be discontinued after six (6) months in the sole discretion of the City." The collective bargaining agreement is dated July 1, 2016, to June 30, 2021, which would indicate the pilot program has ended. This pilot program appears to have ended in 2021. If it has not ended or the pilot program has been adopted as a new agreement or policy this section should be updated to reflect the change.

Article 16 Drug testing states: "After the City has implemented drug testing for Narcotics and Vice Officers and a period of six (6) months has expired, the City may notify the Union that drug testing, in accordance with the procedures used for Narcotics and Vice Officers (with any changes the City wishes to propose), will be implemented for all bargaining unit members. Within thirty (30) days of such notice the Union may notify the City of any changes it desires prior to implementation for all bargaining unit members." There is no

specified date mentioned in this section that indicates when will begin or end. If this is still relevant, it should be updated to indicate it is the current practice.

Article 23 Communications Center, Section 23.11(A) states: "Notwithstanding any of the prior sections of this Article as the positions become open but no later than July 1, 1996, the City shall be entitled to civilianize all positions in the Communications Center, except that of sergeants, the front desk, and the officer in charge in the Communications Center which shall be a lieutenant or a captain." This section refers to an agreement that was authorized 28 years ago. This section should be updated to what current practice is or be simplified to indicate what communications positions can be civilianized.

Article 24 Wages, Section 24.7, states: "The City shall use its best efforts to implement by December 31, 1998, and shall maintain a plan pursuant to Section 414 (h) of the Internal Revenue Code so as to facilitate the tax deferral of pension contributions by employees." This section should have already been accomplished and the language should be updated to reflect that is the policy or agreement.

Article 24 Wages, Section 24.8, states: "The City shall use its best efforts to make retroactive payments for the wage increases effective July 1, 2004, and July 1, 2005, within ninety (90) days of approval of this Tentative Agreement by the City Council provided that the union membership shall also have ratified the Tentative Agreement." This section should have already been accomplished and the language should be updated to reflect that is the policy or agreement.

Article 28, Retroactive Payment, Section 28.1, states: "Retroactive payments under this agreement shall apply to all regular earnings, uniform allowance premium pay, and overtime which may have been worked between July 1, 2008, and the date on which this agreement is implemented, by signing or by law unless otherwise specified elsewhere in the Agreement." This section should have already been accomplished and the language should be updated to reflect that is the policy or agreement.

Article 33, Vacations, Section 33.10 states: "All police personnel shall bank all unused Vacation time for the fiscal year July 2008 to June 2009. All unused vacation days shall be converted into either holidays or compensatory days." The dates in this section would indicate this has already been achieved and may no longer be valid for the current contract.

Article 29, Uniform Allowance, section 29.2 states: "All employees presently employed on the first day of this Agreement shall receive a uniform allowance of nine hundred and twenty-five dollars (\$925.00) to be paid on October 1st of each agreement year to each active member. Effective October 1, 2015, the uniform allowance shall increase to \$948.13. This increase shall sunset on June 30, 2016, and the uniform allowance shall

return to \$925.00 on June 30, 2016.” This has already occurred and may no longer be valid.

#### 4. Civilization

There is an emerging trend within law enforcement toward civilization of many department functions. There are several advantages to civilianization including lower employee costs, more time performing the function with less time required for training not required to perform the function and it can free up sworn employees for law enforcement functions.

Article 23, communications center, section 23.11, (A) states: “Notwithstanding any of the prior sections of this Article as the positions become open but no later than July 1, 1996, the City shall be entitled to civilianize all positions in the Communications Center, except that of sergeants, the front desk, and the officer in charge in the Communications Center which shall be a lieutenant or a captain.”

This article requires the city to have sworn staff in the communications center when the emerging trend among communications centers has become professional civilian staff. Though it is still common to have a civilian communications center manager reporting to sworn command staff, the trend is for communications center to be completely operated by civilian professional staff.

Article 42, Civilianization, Section 42.1, states: “The City may civilianize the job functions and/or assignments in the following areas: Payroll Clerks; Assistants in Clerk's Office; MIS; Data Analysts; Traffic Engineers; Electric Maintenance Officers; Photo Technicians; Records Room (except for the Sergeant and Lieutenant); Detention (by any means except use of special officers); Outside Overtime Office (except that Article 37, Section 1 will be complied with); Animal Control; Auxiliary Services (all functions except for investigative and appeals functions); and the property room ( except that the property room shall remain under the direction of a sergeant, which position shall be biddable, separate from the supervisor of the Records Room). The City may also civilianize the Communications Center in accordance with Article 23. The City may hire Parking Enforcement Assistants during B shift hours to tag parking violations in the enforcement of parking ordinances. The employment of said parking enforcement assistants shall not in any way serve as the basis for the elimination of police personnel. If the City seeks to hire more than twelve (12) such Parking Enforcement Assistants, it shall first negotiate with the Union. The Records Room is not a biddable position, except for the Sergeant and Lieutenant position.”

The Norwalk Police Union Contract does address civilianization in a specific area. According to Article 16, Section 2(a), the City of Norwalk is permitted to civilianize police



communications. The section states: "SECTION 2. (a) The City of Norwalk may civilianize police communications. Civilianization will not reduce the number of sworn personnel nor the adequacy of supervision/supervisors in patrol/on the street. No change in police function or the chain of command will occur. During the transitional period, pay differential(s) will remain in effect. It is understood that there may be a civilian communications manager in charge of administrative matters."

The Norwalk contract does not explicitly mention the civilianization of the records department or the property room. There are no provisions that directly address these areas. Therefore, while the contract allows for the civilianization of police communications, it does not specifically address or prohibit the civilianization of records or the property room.

Though section 42.1 clearly indicates there are positions that can be civilianized it leaves sworn positions in records and property. Positions in records are primarily filled by civilian employees in other departments and in larger departments like Bridgeport property rooms are also typically filled by civilian staff.

## 5. Management Rights

The current collective bargaining has management rights outlined Article 15 of the Collective Bargaining Agreement. The management rights outlined are typical of the contracts we reviewed. There are exceptions provided in the current CBA that seem to grant additional authority to the union that is not granted in other contracts reviewed.

## 6. Union President on Selection Panels

Article 7, Seniority, Section 7.5, states "Employees who wish to apply for a position within a specialized unit shall first submit a letter of interest to the Deputy Chief responsible for said unit. Thereafter, candidates shall be interviewed by a panel consisting of the Union President, the Commander of the Specialized Unit, and the Deputy Chief with responsibility for the Specialized Unit."

This assigns the union president as part of the selection committee for specialized units. There is no provision for this in other CBAs reviewed. The Norwalk Police Union Contract does not explicitly allow or restrict the Union President from participating on selection committees for promotions or specialized assignments. However, based on the provisions: Promotions are governed by Article 18, which details the examination and selection process but does not specify any role for the Union President or representatives in that process. Selection is based on scores from written exams, assessment centers, and seniority

The Union President is explicitly allowed to be a member of the Public Safety Advisory Board as stated in Article 16, Section 2(b). However, this board's duties are separate from promotion and specialized assignment selection committees.

Though there may be instances where having the union president on selection board may be beneficial; it should be reserved as management right to determine when that would be useful.

Article 24, wages, Section 24.6 states: "Field training officers shall be selected based on qualifications from applicants by a committee of three (3) members, two (2) of whom are selected by the Chief and one of whom is selected by the Union. If qualifications are equal, seniority shall control selection." This section grants the union the authority to be on a selection committee which should be reserved as a management right to determine the best makeup of a selection panel.

## 7. Providing Union Office Space

Article 8, Union Office, Section 8.1 states "The City shall provide room #201 of Police Headquarters, currently in use by them, as the exclusive office of the Union." This article grants the union free use of office space in a city building. Four of the five contracts reviewed do not provide an office for union within a city facility. The Stamford CBA states: "The City of Stamford agrees to provide the Stamford Police association, Inc. with suitable office space to be located within the confines of Police Headquarters." Providing free office space for the union is not typical of most CBAs we have reviewed. Though there may be overlap in some goals of each organization, like employee wellness, the union's primary purpose is to support its members and the primary purpose of the police department is to provide public safety for the city.

## 8. Complaints

Article 10, Bill of Rights, Section 10.2 (A) states "No complaint by a civilian against a police officer shall be entertained, nor any investigation of such complaint be held, unless the complaint be duly sworn by the complainant before an official authorized to administer oaths." This article prohibits anonymous complaints from both other employees and community members. None of the CBAs we reviewed prohibits anonymous complaints. Though many police departments will not investigate anonymous complaints for minor policy violations, most will investigate anonymous complaints for serious policy violation or illegal activity.

The Norwalk Police Contract does not explicitly prohibit anonymous complaints. However, Article 19, Section 4 specifies that when a complaint is received, the complainant is asked to provide a sworn statement. If the complainant provides a sworn statement, a copy must be given to relevant parties, including the Chief of Police, Deputy

Chief, the officer involved, and the Union, before any questioning of the officer regarding the matter. This suggests that while anonymous complaints are not explicitly banned, the process heavily emphasizes having a sworn statement for formal proceedings.

Article 10, Bill of Rights, Section 10.4 states, "Under no circumstances shall immunity to criminal prosecution for charges surrounding the events leading to the complaints be granted to those who make complaints concerning the conduct of policemen."

None of the other CBAs we reviewed mention immunity not being granted, and this section seems unenforceable since immunity decisions are under the purview of the State's Attorney's Office, the State Attorney General, or the U.S. Attorney who are not parties to this CBA. There may be instances where granting immunity to complainants or testifying co-conspirators may be in the best interest of the community.

## 9. Work Schedules

Article 17, Work schedule, Section 17.3 (E), states: "The number of openings, per shift, shall be determined and posted annually by the Chief of Police by October 15th of each year. Work shift bids shall take place from November 1 through November 10th, of each year. The effective date of the shift assignment shall be the first Sunday of January, of each year.

Employee work shifts shall be fixed for one (1) year duration, however, such shift bid shall not restrict an employee's bid into another division, or units, as openings occur. Any employee, who does not bid for a work shift, shall be assigned by the Chief of Police to any shift with vacancies. Employees can bid for shift openings as they occur notwithstanding the one-year limitation."

The other contracts reviewed outline shift schedules and how they are filled however section 17.3 (E) might be overly restrictive if there is a sudden change in available officers to staff a shift. For example if a shift loses an officer to retirement, resignation, or long term injury it may cause a shift to be under staffed which would require overtime to fill the vacancy. It may be useful to add a section indicating that staff can be re-assigned with 30 days' notice by inverse seniority if vacancies occur and if there are no volunteers to adjust shifts. This would allow the department to make shift adjustments to save money.

## 10. Vacations

Article 33, vacations, section 33.1 states: "Subject to the needs and normal operation of the department by the Chief of Police, or his designee, each employee will be given his choice of vacation days. In case of conflict, seniority shall be recognized as the determining factor, provided however, that Section 8 of this Article is complied with." This

conflicts with section 33.7, which states: “Manpower levels will not be a basis for denying vacation requests, except in emergency situations.”

Sections 33.1 and 33.7 seem to conflict with each other. Section 33.1 indicates vacations should be scheduled subject to the needs of normal operations, while section 33.7 indicates manpower levels will not be a basis for denying vacation. These sections should be written so they are not in conflict.

Overall the Bridgeport CBA is consistent with the other CBAs reviewed with the noted exceptions above. The Bridgeport CBA can be improved by updating language, removing gender specific terms and removing or modifying some outdated sections that have been brought forward by older CBAs. Allowing more civilianization of administrative positions could help fill some sworn vacancies and additionally add promotion opportunities and a career path for civilian personnel while reducing administrative labor costs. There are sections under management rights and other areas that could be updated to give more flexibility to modernizing operations and to be consistent with prevailing practices in law enforcement. All of the changes recommended are subject to the CBA.

#### **Recommendations:**

**Convene a working group of unions and management to update language to reflect modern practices and remove gender-specific terms. Revise outdated sections to reflect current policies and practices. Resolve conflicts between sections for greater clarity and consistency.**

**Explore additional opportunities for civilianization to reduce costs associated with administrative roles, enhance career paths for civilian employees and to free up sworn officers for critical law enforcement duties.**

**Review management rights provisions to ensure operational flexibility for modernizing practices and to limit union involvement in selection processes to specific scenarios where it is beneficial.**

**Update complaint-handling procedures to allow anonymous complaints for serious violations while maintaining safeguards against frivolous complaints and to remove unenforceable provisions, such as restrictions on granting immunity.**

## 9. Projected Service and Staffing Needs

The following sections provide a plan for the Bridgeport Police Department over a ten-year planning horizon, projecting future law enforcement staffing needs as growth and development take place within the city.

### (1) Data Used in the Analysis

The project team collected data from a number of sources to project service and staffing needs over the next decade. Principally, this analysis builds on the city’s own understanding of growth and development, which were provided as a summary of upcoming projects and land use assumptions.

Data collected for the study includes the following elements:

- Data from the Connecticut Open Data Portal<sup>29</sup>.
- 2023 computer-aided dispatch (CAD) data, which includes geographic point coordinates to spatially isolate concentrations of community-generated calls for service.
- 2023 crime data, which is refined to isolate crime types that match UCR Part I crime categories.
- 2020 Census data containing population and housing units by block area.

### (2) Population and Service Need Projection Methodology

The following section outlines the anticipated development within the City of Bridgeport and its associated effect on the projected service level needs of BPD.

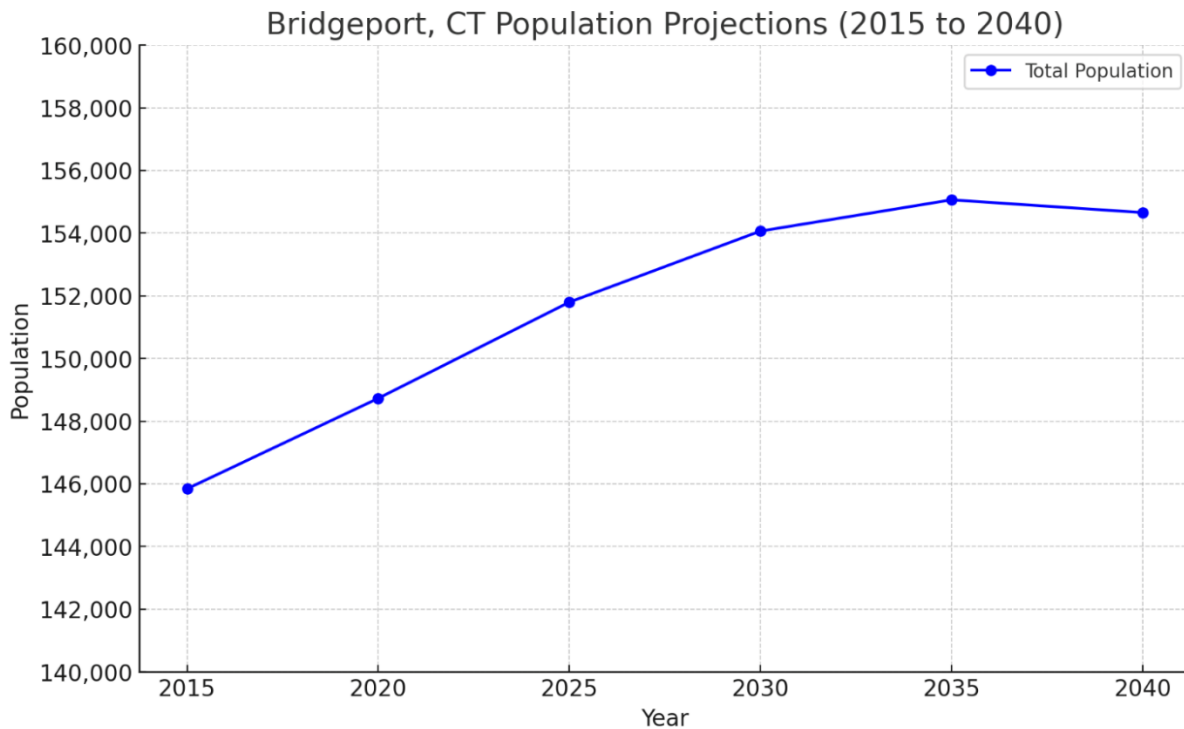
#### (2.1) Projection of Future Population and Service Needs

MCG project staff utilized data from the Connecticut Open Data Portal for population projections for the City of Bridgeport. These figures are calculated and projected in 5-year increments by gender. The table below outlines the projected population for the City of Bridgeport through 2030.

	Projected Population				
	2023	2025	2030	2035	+/-11YR
<b>Population</b>	<b>148,365</b>	<b>151,797</b>	<b>154,065</b>	<b>155,063</b>	<b>+4.5%</b>

<sup>29</sup> See: <https://data.ct.gov/>.

This projected growth is further portrayed in the following graph:



Over the next decade, the population of Bridgeport will increase by an estimated 4.5%, totaling over **six thousand new residents**. Using this foundation, call for service and crime incident projections can then be modeled using the current rate of per capita calls for service in Bridgeport.

The following table provides the results of these calculations for project calls for service and UCR Part I crime:

**Projected Calls for Service and UCR Part I Crimes**

	2022	2025	2030	2035	+/-11YR
CFS	66,165	67,696	68,707	69,153	4.5%
UCR Part I	606	621	630	634	4.6%

As a result of the impact of the projected population increase in Bridgeport, call for service demand for BPD is projected to increase by an estimated 4.5% over the 11-year time horizon. Further, Part I crimes are projected on increase by an estimated 4.6% compared to current Part I crime rates over that same period.

### (3) Projection of Staffing Needs

The service needs forecast provides the basis for the projection of staffing needs throughout the next decade, as the impacts of growth and development are modeled against the workload drivers of individual positions. Importantly, the staffing projections are based on needs in order to maintain the *same level of service* that is provided now<sup>30</sup> as service needs evolve in the future. Consequently, without making the staffing additions and assuming the growth impacts occur as projected, service levels would otherwise diminish as a result of said growth impacts.

The staffing projections are constructed position-by-position and are based on the isolated workload factors driving their staffing needs. In order to make the analysis more replicable in the future, the staffing methodologies used for each position are grouped into a series of categories, as follows:

#### Overview of Staffing Methodology Categories



##### Workload-Based

The staffing needs of many positions are directly tied to handling a measurable workload that scales with growth and development. For instance, patrol officer staffing is driven by call for service workload, which translates to staffing needs based on proactive time targets and turnover factors.

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



##### Ratio-Based

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

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



##### Fixed Coverage

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

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

<sup>30</sup> “Current” staffing levels are the levels that are commended to achieve an adequate level of service for current staffing levels. See previous sections of the current state assessment that recommend staffing to meet current staffing needs. For a breakdown of staffing projections under the call diversion model, see Appendix.

**▲▼ Non-Scaling**

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

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



**Span of Control**

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

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

Descriptions for the methodology used are added for each position in the department.

**(3.1) Comprehensive List of Staffing Projections**

The following table presents the results of the staffing projection analysis, which builds upon the service need forecast to translate anticipated needs into staffing requirements. It should be noted that “Rec.” column refers to the staffing levels as recommended in this report for the year 2024, with successive projected years shown in five-year increments (through calendar year 2035).

Unit/Division	Position	Scaling Factors	Auth.	Rec.	2025	2030	2035
<b>Office of the Chief</b>							
Administration	Chief of Police	<b>Non-scalable</b> Executive position. Staffing does not scale directly with service needs.	1	1	1	1	1
	Deputy Chief	<b>Non-scalable</b> Executive position. Staffing does not scale directly with service needs.	1	1	1	1	1
	Assistant Chief	<b>Non-scalable</b> Executive position. Staffing does not scale directly with service needs.	2	2	2	2	2
	Accounting Clerk	<b>Non-scalable</b> Unique role – staffing does not scale directly with service needs.	1	1	1	1	1
	Admin. Asst.	<b>New Position</b> Recommended creation of a new position to assist in Chief's Office. Unique Role.	-	1	1	1	1
Internal Affairs	Lieutenant	<b>Non-scalable</b> Unique role – staffing does not scale directly with service needs.	1	1	1	1	1



Unit/Division	Position	Scaling Factors	Auth.	Rec.	2025	2030	2035
	Sergeant	<b>Non-scalable</b> Unique role – staffing does not scale directly with service needs.	5	6	6	6	6
	Detective	<b>Non-scalable</b> Unique role – staffing does not scale directly with service needs.	1	1	1	1	1
	Background Inv.	<b>New Position</b> Recommended creation of a new position to assist in IA. Unique Role.	-	2	2	2	2

## Patrol Division

Administration	Captain	<b>Non-scalable</b> Executive position. Staffing does not scale directly with service needs.	2	2	2	2	2
Patrol	Lieutenant	<b>Non-scalable</b> Executive position. Staffing does not scale directly with service needs.	6	6	6	6	6
	Sergeant	<b>Span of Control</b> Based on span of control ratio of 1 position per 7 reports.	18	24	24	25	25
	Officer	<b>Workload-based</b> Scales in relation to calls for service, which forms a direct relationship with the position's workload.	133	164	168	170	171
	Officer (K9)	<b>Workload-based</b> Scales in relation to calls for service, which forms a direct relationship with the position's workload.	3	-	-	-	-
K9 Unit	Sergeant	<b>New Position</b> Recommended creation of a new position to form K9 Unit. Ratio Based.	-	1	1	1	1
	Officer (K9)	<b>Span of Control</b> Based on span of control ratio of 1 position per 7 reports.	-	6	6	6	6

## Investigative Services Division

Admin	Captain	<b>Non-scalable</b> Executive position. Staffing does not scale directly with service needs.	1	1	1	1	1
Detective Div.	Lieutenant	<b>Non-scalable</b> Executive position. Staffing does not scale directly with service needs.	1	1	1	1	1
	Secretary	<b>Non-scalable</b> Unique role – staffing does not scale directly with service needs.	2	2	2	2	2

Unit/Division	Position	Scaling Factors	Auth.	Rec.	2025	2030	2035
General Inv.	Sergeant	<b>Span of Control</b> Based on span of control ratio of 1 position per 7 reports.	3	2	2	2	2
	Detective	<b>Workload-based</b> Scales in relation to UCR Part I crimes, which can be used as a proxy for the number of investigable cases.	13	10	10	10	10
	Fin. Crimes. Det.	<b>Workload-based</b> Scales in relation to UCR Part I crimes, which can be used as a proxy for the number of investigable cases.	1	1	1	1	1
Admin. Support	Sergeant	<b>Span of Control</b> Based on span of control ratio of 1 position per 7 reports.	1	1	1	1	1
	Detective	<b>Workload-based</b> Scales in relation to UCR Part I crimes, which can be used as a proxy for the number of investigable cases.	2	2	2	2	2
	Victim Advocate	<b>Workload-based</b> Scales in relation to UCR Part I crimes, which can be used as a proxy for the number of investigable cases.	1	1	1	1	1
Crime Scene/Ballistics	Sergeant	<b>Span of Control</b> Based on span of control ratio of 1 position per 7 reports.	0.5	1	1	1	1
	Detective	<b>Workload-based</b> Scales in relation to UCR Part I crimes, which can be used as a proxy for the number of investigable cases.	6	6	6	6	6
Special Victims/DV	Sergeant	<b>Span of Control</b> Based on span of control ratio of 1 position per 7 reports.	0.5	1	1	1	1
	Detective	<b>Workload-based</b> Scales in relation to UCR Part I crimes, which can be used as a proxy for the number of investigable cases.	6	5	5	5	5
	Officer	<b>Workload-based</b> Scales in relation to UCR Part I crimes, which can be used as a proxy for the number of investigable cases.	1	1	1	1	1
Robbery/Burglary	Sergeant	<b>Span of Control</b> Based on span of control ratio of 1 position per 7 reports.	0.5	1	1	1	1
	Detective	<b>Workload-based</b> Scales in relation to UCR Part I crimes, which can be used as a proxy for the number of investigable cases.	3	5	5	5	5
Homicide	Sergeant	<b>Span of Control</b> Based on span of control ratio of 1 position per 7 reports.	0.5	1	1	1	1

Unit/Division	Position	Scaling Factors	Auth.	Rec.	2025	2030	2035
	Detective	<b>Workload-based</b> Scales in relation to UCR Part I crimes, which can be used as a proxy for the number of investigable cases.	4	5	5	5	5
Task Force Admin.	Lieutenant	<b>Non-scalable</b> Executive position. Staffing does not scale directly with service needs.	1	1	1	1	1
Task Force	Sergeant	<b>Span of Control</b> Based on span of control ratio of 1 position per 7 reports.	1	1	1	1	1
	Detective	<b>Workload-based</b> Scales in relation to UCR Part I crimes, which can be used as a proxy for the number of investigable cases.	5	5	5	5	5
	Grant Support	<b>Non-scalable</b> Unique role – staffing does not scale directly with service needs.	1	1	1	1	1
US Marshals	Detective	<b>Non-scalable</b> Unique role – staffing does not scale directly with service needs.	2	2	2	2	2
FUSION Center	Detective	<b>Workload-based</b> Scales in relation to UCR Part I crimes, which can be used as a proxy for the number of investigable cases.	1	1	1	1	1
	Officer	<b>Workload-based</b> Scales in relation to UCR Part I crimes, which can be used as a proxy for the number of investigable cases.	2	2	2	2	2

### Administrative Services Division

Administration	Captain	<b>Non-scalable</b> Executive position. Staffing does not scale directly with service needs.	1	1	1	1	1
	Typist	<b>New Position</b> Recommended creation of a new position to assist in Administrative Services. Unique Role.	-	1	1	1	1
Technology	Lieutenant	<b>Non-scalable</b> Executive position. Staffing does not scale directly with service needs.	1	1	1	1	1
	IT Specialist	<b>New Position</b> Recommended creation of a new position to assist in Technology. Unique Role.	-	1	1	1	1
Mobile Video Unit	Sergeant	<b>Span of Control</b> Based on span of control ratio of 1 position per 7 reports.	2	2	2	2	2

Unit/Division	Position	Scaling Factors	Auth.	Rec.	2025	2030	2035
	A/V Specialist	<b>New Position</b> Recommended creation of a new position to assist in MVU. Unique Role.	-	1	1	1	1
Fusion Intel. Center	Officer	<b>Non-scalable</b> Unique role – staffing does not scale directly with service needs.	2	2	2	2	2
Fleet Services	Mech. Sup.	<b>Non-scalable</b> Unique role – staffing does not scale directly with service needs.	1	1	1	1	1
	Mechanic	<b>Non-scalable</b> Unique role – staffing does not scale directly with service needs.	2	2	2	2	2
Crime Analysis Unit	Crime Analyst	<b>Non-scalable</b> Unique role – staffing does not scale directly with service needs.	2	2	2	2	2
Property Unit	Sergeant	<b>Span of Control</b> Based on span of control ratio of 1 position per 7 reports.	1	1	1	1	1
	Officer	<b>Workload-based</b> Scales in relation to calls for service, which forms a direct relationship with the position's workload.	1	1	1	1	1
	Property Clerk	<b>New Position</b> Recommended creation of a new position to assist in Property Unit. Workload Based.	-	1	1	1	1
Permits	Typist	<b>Non-scalable</b> Unique role – staffing does not scale directly with service needs.	2	2	2	2	2
Alarms	Alarm Analyst	<b>Non-scalable</b> Unique role – staffing does not scale directly with service needs.	1	1	1	1	1
Admin.	Lieutenant	<b>Non-scalable</b> Executive position. Staffing does not scale directly with service needs.	1	1	1	1	1
Fiscal Svcs.	Clerk	<b>Non-scalable</b> Unique role – staffing does not scale directly with service needs.	3	3	3	3	3
Central Staffing	Officer	<b>Non-scalable</b> Unique role – staffing does not scale directly with service needs.	2	2	2	2	2
Records	Sergeant	<b>Span of Control</b> Based on span of control ratio of 1 position per 7 reports.	1	1	1	1	1
	Officer	<b>Workload-based</b> Scales in relation to calls for service, which forms a direct relationship with the position's workload.	1	1	1	1	1
	Typist	<b>Non-scalable</b> Unique role – staffing does not scale directly with service needs.	7	8	8	8	8

Unit/Division	Position	Scaling Factors	Auth.	Rec.	2025	2030	2035
<b>Special Services Division</b>							
Admin	Captain	<b>Non-scalable</b> Executive position. Staffing does not scale directly with service needs.	1	1	1	1	1
	Lieutenant	<b>Non-scalable</b> Executive position. Staffing does not scale directly with service needs.	2	2	2	2	2
	Data Analyst	<b>Non-scalable</b> Unique role – staffing does not scale directly with service needs.	1	1	1	1	1
	Admin. Asst.	<b>New Position</b> Recommended creation of a new position to assist in Special Events. Unique Role.	-	1	1	1	1
Training	Officer	<b>Ratio-based</b> Scales in relation to the number of sworn in the department, at a ratio of 1 per 100.	3	3	3	3	3
	Admin. Asst.	<b>Non-scalable</b> Unique role – staffing does not scale directly with service needs.	1	1	1	1	1
Firearms Training	Officer	<b>Ratio-based</b> Scales in relation to the number of sworn in the department, at a ratio of 1 per 100.	1	1	1	1	1
School Resources	Sergeant	<b>Span of Control</b> Based on span of control ratio of 1 position per 7 reports.	1	1	1	1	1
	Officer	<b>Non-scalable</b> Unique role – staffing does not scale directly with service needs.	4	5	5	5	5
Community Services	Sergeant	<b>Non-scalable</b> Unique role – staffing does not scale directly with service needs.	1	1	1	1	1
	Officer	<b>Non-scalable</b> Unique role – staffing does not scale directly with service needs.	2	2	2	2	2
Marine Unit	Officer	<b>Workload-based</b> Scales in relation to calls for service, which forms a direct relationship with the position's workload.	1	1	1	1	1
Narcotics/Vice	Sergeant	<b>Span of Control</b> Based on span of control ratio of 1 position per 7 reports.	1	1	1	1	1
	Detective	<b>Workload-based</b> Scales in relation to UCR Part I crimes, which can be used as a proxy for the number of investigable cases.	2	2	2	2	2

Unit/Division	Position	Scaling Factors	Auth.	Rec.	2025	2030	2035
Traffic Unit	Officer	<b>Workload-based</b> Scales in relation to UCR Part I crimes, which can be used as a proxy for the number of investigable cases.	2	2	2	2	2
	Sergeant	<b>Span of Control</b> Based on span of control ratio of 1 position per 7 reports.	1	3	3	3	3
	Officer	<b>Workload-based</b> Scales in relation to calls for service, which forms a direct relationship with the position's workload.	3	16	16	17	17
Animal Control	A/C Chief	<b>Non-scalable</b> Unique role – staffing does not scale directly with service needs.	1	1	1	1	1
	A/C Officer	<b>Non-scalable</b> Unique role – staffing does not scale directly with service needs.	3	3	3	3	3
	Kennel Asst.	<b>Non-scalable</b> Unique role – staffing does not scale directly with service needs.	3	4	4	4	4

**(3.2) Summary of Staffing Projections**

The projections outlined in the previous table amount to the total following staffing changes over the next decade, separated by sworn and civilian staffing categories:

**Summary of Staffing Projections (Sworn)**

Division	Auth.	Rec.	2025	2030	2035	+/-11YR
Office of the Chief	11	12	12	12	12	1
Patrol Division	162	203	207	210	211	49
Investigative Services Division	56	56	56	56	56	0
Administrative Services Division	13	13	13	13	13	0
Special Services Division	25	41	41	42	42	17
<b>Total</b>	<b>267</b>	<b>325</b>	<b>329</b>	<b>333</b>	<b>334</b>	<b>67</b>

### Summary of Staffing Projections (*Civilian*)

Division	Auth.	Rec.	2025	2030	2035	+/-11YR
Office of the Chief	1	4	4	4	4	3
Patrol Division	0	0	0	0	0	0
Investigative Services Division	4	4	4	4	4	0
Administrative Services Division	18	23	23	23	23	5
Special Services Division	9	11	11	11	11	2
<b>Total</b>	<b>32</b>	<b>42</b>	<b>42</b>	<b>42</b>	<b>42</b>	<b>10</b>

Over the next decade, an additional **67 sworn positions and 10 civilian positions** are needed beyond what is recommended in the current staffing analysis *in order to provide the same level of service* as growth and development occur in the city.

#### Recommendation:

**By 2035, increase staffing by 67 sworn positions and 10 civilian positions in order to provide the same level of service that is recommended now as service needs grow due to continued growth and development.**

## Appendix A: Projections Summary with Call Diversion

Within the Patrol Division analysis, MCG project staff presented Bridgeport PD with a feasibility analysis for utilizing a call diversion strategy. Analytics show that this is a feasible avenue for consideration in the case of Bridgeport PD.

This strategy utilizes civilian CSOs to respond to low-level calls for service. In this section, project staff calculate that **approximately 15,224 workload hours can be diverted away from patrol** and to the newly formed CSO positions, allowing sworn patrol officers to respond high-priority and targeted calls for service.

A projections analysis for a 10-year planning horizon was also part of the scope of work. This section abbreviates the projections model presented in the section above to utilize staffing recommendations under the assumption that the call diversion practices were adopted by BPD administration. The data and analytic procedures remain the same; however, as shown in the table below, the Patrol Division staffing recommendations are summarized according to the call diversion strategy:



Unit/Division	Position	Scaling Factors	Auth.	Rec.	2025	2030	2035
<b>Patrol Division</b>							
Administration	Captain	<b>Non-scalable</b> Executive position. Staffing does not scale directly with service needs.	2	2	2	2	2
Patrol	Lieutenant	<b>Non-scalable</b> Executive position. Staffing does not scale directly with service needs.	6	6	6	6	6
	Sergeant	<b>Span of Control</b> Based on span of control ratio of 1 position per 7 reports.	18	24	24	25	25
	Officer	<b>Workload-based</b> Scales in relation to calls for service, which forms a direct relationship with the position's workload.	133	146	149	152	153
	Officer (K9)	<b>Workload-based</b> Scales in relation to calls for service, which forms a direct relationship with the position's workload.	3	-	-	-	-
	CSO	<b>New Position</b> Recommended creation of a new position for Alternative Response. Workload Based.	-	14	14	15	15
K9 Unit	Sergeant	<b>New Position</b> Recommended creation of a new position to form K9 Unit. Ratio Based.	-	1	1	1	1
	Officer (K9)	<b>Span of Control</b> Based on span of control ratio of 1 position per 7 reports.	-	6	6	6	6

The recommendations above show that the patrol officer staffing recommendation decreases by 18 FTE to a total of 146 FTE recommended, while the additional 14 CSO positions are listed. This is in accordance with the feasibility for call diversion analysis.

In summary, the following tables summarize the recommended FTE by employment type:

### Summary of Staffing Projections (*Sworn*)

Division	Auth.	Rec.	2025	2030	2035	+/-11YR
Office of the Chief	11	12	12	12	12	1
Patrol Division	162	203	207	210	211	49
Investigative Services Division	56	56	56	56	56	0
Administrative Services Division	13	13	13	13	13	0
Special Services Division	19	34	34	35	35	16
<b>Total</b>	<b>261</b>	<b>318</b>	<b>322</b>	<b>326</b>	<b>327</b>	<b>66</b>

### Summary of Staffing Projections (*Civilian*)

Division	Auth.	Rec.	2025	2030	2035	+/-11YR
Office of the Chief	1	4	4	4	4	3
Patrol Division	0	0	0	0	0	0
Investigative Services Division	4	4	4	4	4	0
Administrative Services Division	18	23	23	23	23	5
Special Services Division	15	18	18	18	18	3
<b>Total</b>	<b>38</b>	<b>49</b>	<b>49</b>	<b>49</b>	<b>49</b>	<b>11</b>

In summary, the adoption of the call diversion strategy within patrol operations would necessitate an **increase in 66 FTE sworn and 11 FTE civilian positions by 2035.**

## Appendix B: Results of the Police Department Employee Survey

### Introduction and Key Highlights

Matrix Consulting Group (MCG) was retained by the City of Bridgeport (CT) to complete a Staffing Study of the Bridgeport Police Department (BPD). The scope of work included a survey to gauge the attitudes of the employees of the department on various topics about the Department and serving the community. An employee survey is important in any police study today.

MCG project staff arrived at these specific questions and themes after consultation with members of the BPD administration and staff during the early stages of the project.

The initial round of invitations was distributed on December 20, 2023, and the survey was closed to responses on January 16, 2024. Of the 364 total invitations sent to BPD employees, there were a total of 183 responses (either partial or complete) received by the project team, resulting in a response rate of 50%.

### Key Highlights

While many of these topics are expanded upon in the following sections, there are several key takeaways to note:

- BPD respondents expressed high levels of satisfaction relating to several key service factors, including:
  - The service level that BPD provides to the community,
  - BPD's emphasis on community policing, and
  - BPD's relationship with members of the Bridgeport community.
- Overall, respondents feel that:
  - There is a lack of clear communication from the top of the organization,
  - The department does not receive adequate resources from the City, and
  - The department is not prepared for the next 5 to 10 years.
- While patrol respondents expressed high levels of satisfaction with a variety of topics, several aspects of patrol operations received high levels of dissatisfaction, including, but not limited to:
  - The lack of proactive time available to address problems in the City,
  - The lack of adequate backup unit presence, and

- The lack of alternative response resources to properly address issues.

General findings for all demographic, general topic, patrol-related, and open-ended responses are provided in the sections below.

## 1. Respondent Demographics and Background Information

Of the 183 responding employees, there were a total of 159 (87%) sworn employees compared to 24 (13%) civilian employees. The total respondents are also indicated below (n=183).

Employment Status	%	#
Sworn Employee	87%	159
Civilian Employee	13%	24
<i>Total Responses</i>	<i>100%</i>	<i>183</i>

Most responding employees (n=72; 39%) have been employed by BPD for 15 years or more, followed closely by 40 respondents each who have been employed by BPD for between 5 and 10 years and less than five years, respectively. Thirty respondents (16%) have served BPD between 11 and 15 years, while the remaining respondent (1%) declined to respond to the question.

Employee Tenure	%	#
Less than 5 years	22%	40
Between 5 and 10 years	22%	40
Between 11 and 15 years	16%	30
15 years or more	39%	72
Prefer Not to Answer	1%	1

A majority of respondents (n=76, 42%) indicated being of White descent. Another 37 respondents (20%) identify as Hispanic or Latino, followed by 26 respondents who identify as both Black/African American. Six respondents identified as an "Other" descent, while the remaining 38 respondents (21%) declined to answer the question.

<u>Employee Race</u>	<u>%</u>	<u>#</u>
White	42%	76
Black or African American	14%	26
Native American	0%	0
Asian	0%	0
Hispanic or Latino	20%	37
Pacific Islander	0%	0
Other	3%	6
Prefer Not to Answer	21%	38

A majority of responding employees (66%) were currently assigned to the Operations Division within BPD. This is followed by 31% of respondents (n=56) currently assigned to the Support Services Division. The remaining 7 respondents are currently assigned to the Office of the Chief/Assistant Chief.

<u>Employee Current Assignment</u>	<u>%</u>	<u>#</u>
Office of the Chief/Assistant Chief <sup>31</sup>	4%	7
Operations Division	66%	120
Support Services Division	31%	56

A majority of respondents (n=120, 66%) indicated that they were non-supervisory, sworn personnel throughout the organization, followed by 21% (n=36) of whom were supervisory (Sergeant and above), sworn personnel. Non-supervisory, civilian personnel accounted for 11% of the respondent pool while the remaining 2% of the respondent pool (n=4) consisted of supervisory civilian personnel.

<u>Employee Current Rank</u>	<u>%</u>	<u>#</u>
Civilian: Non-Supervisory	11%	20
Civilian: Supervisory	2%	4
Sworn: Police Officer, Corporal, or Detective	66%	120
Sworn: Sergeant and above	21%	39

## 2. Multiple Choice Questions

The following two sections report responses to questions relating to 1) General Topics of the Bridgeport Police Department and 2) topics specific to the patrol and field services

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<sup>31</sup> Due to the small percentage of respondents from this response category, these respondents will be excluded from any crosstabulations across employee's current assignment.

within the Operations Division. The general topics section was asked to all respondents, regardless of current assignment, while the patrol-specific questions were asked to those respondents who indicated that they were currently assigned to patrol-related assignments within the Operations Division.

Questions regarding these topics were asked in statement form, asking respondents to indicate their level of agreement (i.e., Strongly Disagree (SD), Disagree (D), Agree (A), or Strongly Agree (SA)). Results are presented with a shading of blue in correlation with the level of agreement (or disagreement) with the statements listed.

### **General Questions**

General topics questions were asked to all staff members. These questions cover topics such as BPD's level of service to the community, their relationship with the community, training and technological resources, internal communication, and many others. The findings are presented in the table below:

#	Statement	SD	D	A	SA	NO
1	The Department provides a high level of service to the community.	11%	13%	43%	26%	6%
2	Community policing is a high priority for the Department.	11%	11%	43%	30%	5%
3	In general, the Department has a good relationship with the community.	8%	19%	49%	16%	8%
4	I receive enough initial training to be effective at my job.	11%	20%	46%	20%	3%
5	I receive enough continual training to be effective at my job.	19%	26%	37%	15%	4%
6	I have the technology necessary to complete my job tasks adequately and efficiently.	29%	23%	35%	11%	2%
7	The Department's hiring practices bring in the best officers/employees for the job.	41%	27%	21%	5%	6%
8	There is clear communication from the top of the organization.	36%	26%	23%	7%	8%
9	Supervisory spans of control are adequate.	29%	20%	40%	6%	6%
10	The City has provided the resources that we need to complete our jobs in an efficient manner.	35%	36%	22%	5%	3%
11	The department is staffed adequately to prepare for the next 5 to 10 years.	62%	26%	6%	1%	6%

Responding employees indicated having high levels of agreement relating to a large majority of topics covered in the matrix above, including:

- The high level of service that BPD provides to the community and BPD's emphasis on community policing,
- The relationship that the Bridgeport Police Department has with the community,

- The adequacy of initial and continual training at BPD, and
- Supervisory spans of control throughout the organization.

While these questions showed results with high levels of agreement among BPD employees, one key topic area covered in the matrix above resulted in a high rate of disagreement – on the effectiveness of internal communications. This topic is covered further in the section below.

**General Topics Opportunities for Improvement**

An expansion of the communication question above is provided below. Expansion is constructed across relevant employee demographics and background information collected at the onset of the employee survey. Only relevant findings are portrayed.

**#6: “I have the technology necessary to complete my job tasks adequately and efficiently.”**

Over half (52%) of all respondents disagreed or strongly disagreed with the statement above regarding adequate technological resources. These findings are consistent across a majority of respondent demographic categories except employee status, as shown below:

Employee Status	SD	D	A	SA	NO
Sworn Employee	30%	26%	35%	7%	2%
Civilian Employee	23%	5%	36%	36%	0%

Sworn employees express significantly higher levels of disagreement (56%) with this statement compared to their civilian counterparts (28%).

**#7: “The Department’s hiring practices bring in the best officers/employees for the job.”**

A majority of respondents (68%) disagreed or strongly disagreed with the statement above relating to the hiring practices of the department and the ability to bring in the best officers or employees for the job. While this finding is consistent across all demographics, open-ended responses relating to hiring practices indicate that employees are dissatisfied with the level of candidates coming into the organization as a result of lower hiring standards on behalf of the organization.



This finding is consistent with findings across the nation in the experience of MCG project staff, as hiring standards across the country have been restrained to recruiting more personnel into police organizations, especially relating to sworn personnel.

**#8: “There is clear communication from the top of the organization.”**

Most employees (62%) disagreed or strongly disagreed that there is clear communication from the top of the organization. These findings varied across employee status, as shown below:

Employee Status	SD	D	A	SA	NO
Sworn Employee	36%	28%	23%	7%	7%
Civilian Employee	36%	14%	23%	9%	18%

These findings show that, while half of civilian respondents disagreed to some degree, 64% of sworn personnel disagreed or strongly disagreed with this statement.

**#10: “The City has provided the resources that we need to complete our jobs in an efficient manner.”**

A majority of respondents (70%) express feelings that the city has not provided adequate resources to complete their jobs efficiently. While civilian employees disagreed at a rate of 41%, sworn personnel disagreed at a rate of almost double that (75%).

Employee Status	SD	D	A	SA	NO
Sworn Employee	36%	39%	20%	3%	2%
Civilian Employee	27%	14%	36%	18%	5%

**#11: “The department is staffed adequately to prepare for the next 5 to 10 years.”**

A large majority of respondents (87%) disagreed or strongly disagreed that the department is adequately staffed to prepare for the next 5 to 10 years into the future. This finding is consistent across all respondent demographic variables.

### 3. Patrol Specific Questions

MCG project staff and BPD administration also selected questions to ask specifically to patrol officers of BPD. These questions are pertinent to gauge opinions relating to daily operations of patrol efforts and services directed toward the community. These questions were also asked in statement form, asking patrol officers to indicate their level of agreement with said statement (i.e., Strongly Disagree (SD), Disagree (D), Agree (A), or Strongly Agree (SA)). Results are presented with a shading of blue in correlation with the level of agreement (or disagreement) with the statements listed.

Of the 118 responding employees who indicated being currently assigned to the Operations Division, 84 personnel indicated being currently assigned to patrol-related functions (shown below) and responded to this bank of questions.

<u>Patrol Assignment</u>	%	#
Yes	71%	84
No	29%	34

Further, the following table shows that there is an overrepresentation of respondents from Command 1 (62%) compared to their Command 2 and Command 3 counterparts (19% each).

<u>Patrol Command Assignment</u>	%	#
Command 1	62%	46
Command 2	19%	14
Command 3	19%	14

Seventy-four respondents provided their current patrol shift assignment, a majority of which were from day and evening shifts (42% and 41%, respectively). A total of 13 respondents (18%) indicated being currently assigned to the night shift.

<u>Patrol Shift Assignment</u>	%	#
Day Shift	42%	31
Evening Shift	41%	30
Night Shift	18%	13

The level of opinion matrix containing statements only applicable to the responding patrol officers is shown below:

#	Statement	SD	D	A	SA	NO
1	We have sufficient proactive time available to address problems in the community.	38%	32%	19%	7%	4%
2	Almost always, there are adequate backup units available.	18%	32%	32%	16%	1%
3	Our response times to lower priority calls are adequate.	18%	35%	38%	5%	4%
4	Our response times to higher priority calls are adequate.	11%	14%	53%	22%	1%
5	Our current shift schedule allows for officers to complete an adequate amount of work responsibilities.	18%	23%	47%	11%	1%
6	Our shift schedule allows for adequate work / life balance.	26%	20%	42%	9%	3%
7	The amount of overtime I am required to work is reasonable.	18%	28%	36%	9%	8%
8	Patrol Sergeants have an adequate presence in the field.	16%	24%	42%	16%	1%
9	We have adequate ... programs to handle mental health- and homelessness-related calls for service ... <sup>32</sup>	38%	34%	19%	7%	3%
10	The Fusion Center is properly utilized to provide officers real-time information.	36%	27%	27%	3%	7%

Results presented above show that patrol officers expressed a positive outlook and high levels of agreement relating to most of the topics above, including:

- Response times to high-priority calls for service,
- The current shift schedule’s ability for officers to complete an adequate amount of work tasks,

<sup>32</sup> Full statement: “We have adequate alternative response programs to handle mental health- and homelessness-related calls for service throughout the city.”

- The work/life balance provided by the current shift schedule,
- The reasonableness of the amount of overtime that officers are forced to work, and
- The adequacy of the presence of patrol sergeants in the field.

However, one topic covered above resulted in high levels of disagreement among all responding patrol employees – the distribution of field workloads throughout the City. This topic is evaluated further in the section below.

**Patrol Division Opportunities for Improvement**

Expansion of the beat workload-related question from the matrix above is provided below. Expansion is constructed across relevant employee demographics and background information collected at the onset of the employee survey. Only relevant findings are portrayed.

**#1: “We have sufficient proactive time to address problems in the community.”**

Most respondents (70%) disagreed or strongly disagreed that patrol units have sufficient proactive time to address problems in the community. These findings are consistent across all relevant demographic variables.

**#2: “Almost always, there are adequate backup units available.”**

Half (50%) of responding patrol officers disagreed or strongly disagreed with the statement above relating to the adequate presence of backup units in the field. These findings varied across patrol shifts, as shown below:

Patrol Shift	SD	D	A	SA	NO
Day Shift	13%	45%	13%	26%	3%
Evening Shift	17%	23%	57%	3%	0%
Night Shift	31%	23%	23%	23%	0%

While day and night shift personnel disagree at a rate consistent with overall findings, evening shift employees express a 40% disagreement rate. While this is still relatively high, it is significantly less than overall perceptions, and perceptions of the day and night shift.

**#3: “Our response times to lower priority calls are adequate.”**

Just over half (53%) of responding patrol units feel that their response times to low-priority calls for service are inadequate. This finding is consistent across all relevant respondent demographic categories.

**#9: “We have adequate alternative response programs to handle mental health- and homelessness-related calls for service throughout the city.”**

A large majority of respondents (72%) of responding patrol officers disagreed or strongly disagreed with the statement above regarding the adequacy of alternative response programs to handle mental health- and homelessness-related calls for service throughout Bridgeport. These findings are consistent across all relevant respondent demographics.

**#10: “The Fusion Center is properly utilized to provide officers with real-time information.”**

Most responding patrol officers (64%) disagreed or strongly disagreed with the statement above regarding the proper utilization of the Fusion Center at Bridgeport PD and its ability to provide officers with real-time information. While these findings were consistent across patrol command, there was variation across patrol shifts, as shown below:

Patrol Shift	SD	D	A	SA	NO
Day Shift	29%	19%	39%	3%	10%
Evening Shift	37%	33%	20%	3%	7%
Night Shift	54%	31%	15%	0%	0%

While disagreement levels do not fall below 48% across any patrol shift, there is a far higher level of disagreement amongst evening and night shift officers when compared to their day shift counterparts.

**4. Open-Ended Responses**

The concluding sections of the survey asked respondents to answer in open-ended form, indicating what they thought were 1) the top three strengths of BPD, and 2) the top three opportunities for improvement at BPD. Keyword phrase analysis was used by MCG

project staff to analyze these open-ended responses. The most frequent topics of responses are displayed in the following tables.

### Top 3 Strengths of BPD

The top responses from employees relating to the strengths of BPD were the dedicated employees within BPD, including both sworn and civilian personnel. This response was followed by the experience of officers throughout the organization, the resourcefulness of the department, and the leadership within the department.

Rank	Response Code
1	Dedicated Employees
2	Experienced Officers
3	Resourcefulness Leadership

### Top Three Opportunities of Improvement within BPD

The most frequent opportunity for improvement at BPD in the eyes of responding employees was an improvement in the current staffing levels, followed by the need for increased and improved hiring practices and career development opportunities throughout the organization. Responses relating to staffing spanned recommended areas throughout the entire organization, notably patrol and field services, investigations, and mid-level supervisors to achieve adequate spans of control.

Rank	Response Code
1	Staffing
2	Hiring Practices
3	Career Development

## Appendix B: Glossary of Abbreviations

The following table provides a list and explanation of the abbreviations used in this report.

BOE	Board of Education (Bridgeport)
BOPC	Board of Police Commissioners (Bridgeport)
BWC	Body Worn Cameras
CAD	Computer Aided Dispatch system
CBA	Collective Bargaining Agreement (union agreements)
CFS	Call(s) for Service
CMS	Case Management System
CSO	Community Services Officer
DV	Domestic Violence
FOIA	Freedom of Information Act (request)
FTE	Full-Time Equivalent (position)
FTO	Field Training Officer (patrol)
HT	Handling Time (for calls for service)
ISD	Investigative Services Division
MVA	Motor Vehicle Accident
NACA	National Animal Care and Control Association
NAWH	Net Available Work Hours
NIBRS	National Incident-Based Reporting System (new format FBI report)
NIMS	National Incident Management System (developed by FEMA)
OT	Overtime
RMS	Records Management System
SVU	Special Victim's Unit
SWAT	Special Weapons and Tactics (Unit)
UCR	Uniform Crime Report (old format FBI report)