

IMPLEMENTING THE CITY OF ITHACA'S NEW PUBLIC SAFETY AGENCY

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

Reimagining
Public Safety Ithaca &
Tompkins
County, N.Y.



Center For
POLICING EQUITY



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Land Acknowledgement

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

< Image Caption

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

TO THE MEMBERS OF COMMON COUNCIL,

February 23, 2022

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

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

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

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

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

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

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

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

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

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

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

Sincerely,

Eric Rosario & Karen Yearwood



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



1000

Subscribers

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

50+

Meetings

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

35+

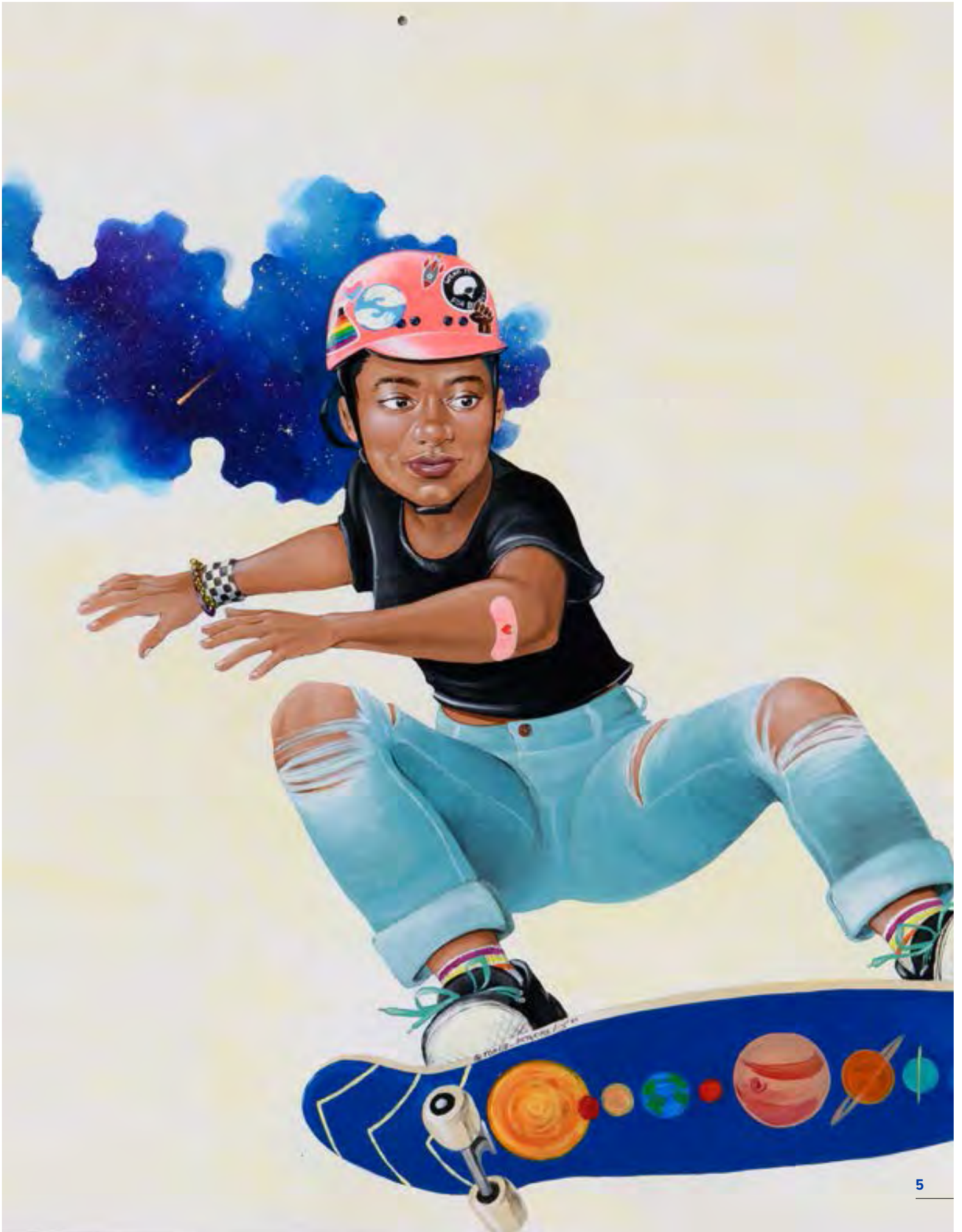
Members & Advisors

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

Image Caption >

Mural at the Sciencenter by Tori Burdick

Photograph by Sheryl Sinkow



EXECUTIVE SUMMARY & SUGGESTIONS

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

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

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

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

- **Naming a new umbrella city agency for public safety:**
 - The new city agency for public safety should be named the Department of Community Safety.
- **Leadership of the new Department of Community Safety:**
 - The title of the leader of the Department of Community Safety should be "Commissioner of Community Safety".
 - The Commissioner of Community Safety position should be filled by a civilian leader, who brings a background in racial justice, social work, public health, public or business administration, and demonstrates in-depth knowledge of the intersections of race, public health, and public safety.
- **Names and leadership structures of the two Department of Community Safety units:**
 - The two units of first responders within the Department of Community Safety should be titled the Division of Police (staffed by police officers) and the Division of Community Solutions (staffed by civilian first responders).

- The Commissioner of Community Safety should oversee both divisions.
 - Reporting to the Commissioner of Community Safety, the head of the Division of Police should be called the Director of Police (who may also be referred to as the Police Chief, where necessitated by state law). Initially, this division will consist of all existing staff of the current Ithaca Police Department (IPD).
 - Reporting to the Commissioner of Community Safety, the head of the Division of Community Solutions should be called the Director of Community Solutions. This division should consist of unarmed civilian first responders.
- **Key responsibilities of the two Department of Community Safety units:**
 - The Division of Police should retain key law enforcement responsibilities, in particular those calls that represent a serious threat to public safety and/or that state law requires be conducted by a police officer.
 - The Division of Community Solutions should respond to quality of life and other incidents (including those involving referrals to mental health or other social service providers), and may also include law enforcement duties that can be carried out by non-police (i.e. the administration of certain kinds of fines and penalties).
- **Call delineation:**
 - The Working Group voted to delineate the following call types between “armed” and “unarmed” responses, but recognizes that these decisions will need to be refined and adjusted under the leadership of the Commissioner for Community Safety, and based on factors including staff capacity, departmental policies, and further analysis of call types:
 - The new Division of Police should respond to the following calls for service (in alphabetical order):
 - Assault; Bomb Threat; Burglary; Criminal Mischief; Dead Body; House Alarm Triggers Police; Intoxication; Robbery; Shots Fired; Stabbing; Warrant; Weapons; 911 Call Hangup.
 - The following call types should be handled by unarmed responders, from the Division of Community Solutions and other departments (in alphabetical order):
 - Animal Bites; Animal Problem; Bad Check; Child Abuse; Civil Complaint; Escort; Fire Outside; Fireworks; Fraud; Hazmat; Information; Local Law; Noise Complaint; Parking Problem; Personal Injury Collision; Property Check; Property Complaint; Repossessed Vehicle; Service Call; Special Detail; Theft of Mail/Packages; Traffic Collision; Unclassified; Vehicle Fire; Welfare Check.
 - The following call types were categorized as “it depends.” These call types should be further analyzed to determine if they need to be broken down into smaller categories (new call types) in order to effectively delineate a response, if they need an in-person response at all, or if they merit a co-response between armed and unarmed responders (in alphabetical order):
 - Assisting Another Government Resource; Disorderly Conduct; Dispute; Domestic; Drugs; Harassment; Missing Person; Overdose; Psychiatric; Sex Offense; Suspicious; Traffic Complaint; Traffic Offense; Transport; Trespassing; Unsecured Premise; 911 Call with No One Talking.
 - A joint response between the Division of Police and the Division of Community Solutions

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

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

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

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

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

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

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

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

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

- Training resources should focus on trainings that are shown to have a positive impact on officer engagement with the community.
- To better assess the impact of the recommended training, the Department of Community Safety should establish an evaluation process for its training program.
- Information on the Department of Community Safety’s annual training offerings and mandates should be publicly listed.

• Equipment and technology needs for the Department of Community Safety:

- In addition to the existing equipment and technology of the Division of Police and the start-up equipment and technology necessary for the new Division of Community Solutions, the new Department of Community Safety should provide the following:
 - Improvements to the online records management system (RMS);
 - Speech recognition technology to make report writing more efficient and accurate;
 - A mechanism for reporting lower-priority occurrences online.

• Research and data needs for the Department of Community Safety:

- The Department of Community Safety should collect and publicly report the following data:
 - The type, number, and share of 911 calls by response;
 - Certain outcomes of Division of Community Solutions activities, disaggregated by race and other demographics;

- Certain outcomes of Division of Police activities, disaggregated by race and other demographics;

- Complaints filed against responders from either the Division of Community Solutions or the Division of Police.

- The Department of Community Safety should standardize data entry practices to align with other city and county services, and consistently and proactively input data into the city-county data dashboard, as defined in the Reimagining Public Safety Collaborative resolutions.
- The Department of Community Safety should establish partnerships with the Community Justice Center and with academic institutions in the Ithaca area to explore more complex research questions.
- The Department of Community Safety should dedicate staff resources within the Department of Community Safety to continue this work (including leading the work in the above suggestions, and contributing to the other data-related recommendations contained in the “Public Safety, Reimagined” report), including the hiring of a data analyst for the new department.

BACKGROUND

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

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

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

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

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

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

RPS TIMELINE



IMPLEMENTATION PLANNING PROCESS

The Reimagining Public Safety Working Group

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

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

Working Group subcommittees and technical advisors

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

Community input

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

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

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

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

Decision-making process

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

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

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

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



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

< Image Caption

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

Photograph by Sheryl Sinkow

IMPLEMENTATION PLAN FOR THE NEW PUBLIC SAFETY AGENCY

Naming a new umbrella city agency for public safety

SUGGESTION

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

CONTEXT

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

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

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

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

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

Leadership of the new Department of Community Safety

SUGGESTIONS

The Working Group suggests to Common Council that:

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

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

CONTEXT

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

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

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

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

SUGGESTIONS

The Working Group suggests to Common Council that:

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

CONTEXT

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

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

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

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

Key responsibilities of the two Department of Community Safety units

SUGGESTIONS

The Working Group suggests to Common Council that:

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

CONTEXT

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

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

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

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

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

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

Call delineation

SUGGESTIONS:

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

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

The Working Group suggests to Common Council that:

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

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

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

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

CONTEXT:

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

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

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

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

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

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

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

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

SUGGESTIONS

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

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

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

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

- **For the Division of Police:**

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

- **For both divisions:**

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

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

CONTEXT

Guiding principles

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

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

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

Staffing Levels

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

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

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

Roles of unarmed responders

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

The Community Responder’s primary duties involve:

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

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

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

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

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

Beat design

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

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

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

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

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

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

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

Shift assignments

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

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

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

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

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

Training protocols for the Department of Community Safety

SUGGESTIONS

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

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

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

CONTEXT

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

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

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

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

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

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

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

- **Crisis intervention training**²⁷

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

- **Procedural justice training**²⁸

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

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

- **Implicit bias training**²⁹

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

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

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

- **Trauma informed training**³¹

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

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

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

- **Data collection training**

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

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

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

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

Equipment and technology needs for the Department of Community Safety

SUGGESTIONS

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

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

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

CONTEXT

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

Improvements to the online records management system (RMS)

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

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

for disaggregation by race and other demographic attributes.

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

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

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

Speech recognition technology for report writing

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

A mechanism for reporting lower-priority occurrences online

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

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

Research and data needs of the Department of Community Safety

SUGGESTIONS

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

- **Collect and publicly report data on the type, number, and share of 911 calls by response:**
 - Division of Community Solutions only response;
 - Division of Police only response;
 - Division of Community Solutions and Division of Police co-response.
- **Collect and publicly report data on the following outcomes of Division of Community Solutions activities, disaggregated by race and other demographics:**
 - The type, number, and frequency of different outcomes from Division of Community Solutions responses (e.g. transport to a domestic violence shelter);

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

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

CONTEXT

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

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

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

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

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

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

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

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

Budget

SUGGESTIONS

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

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

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

CONTEXT

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

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

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

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

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

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

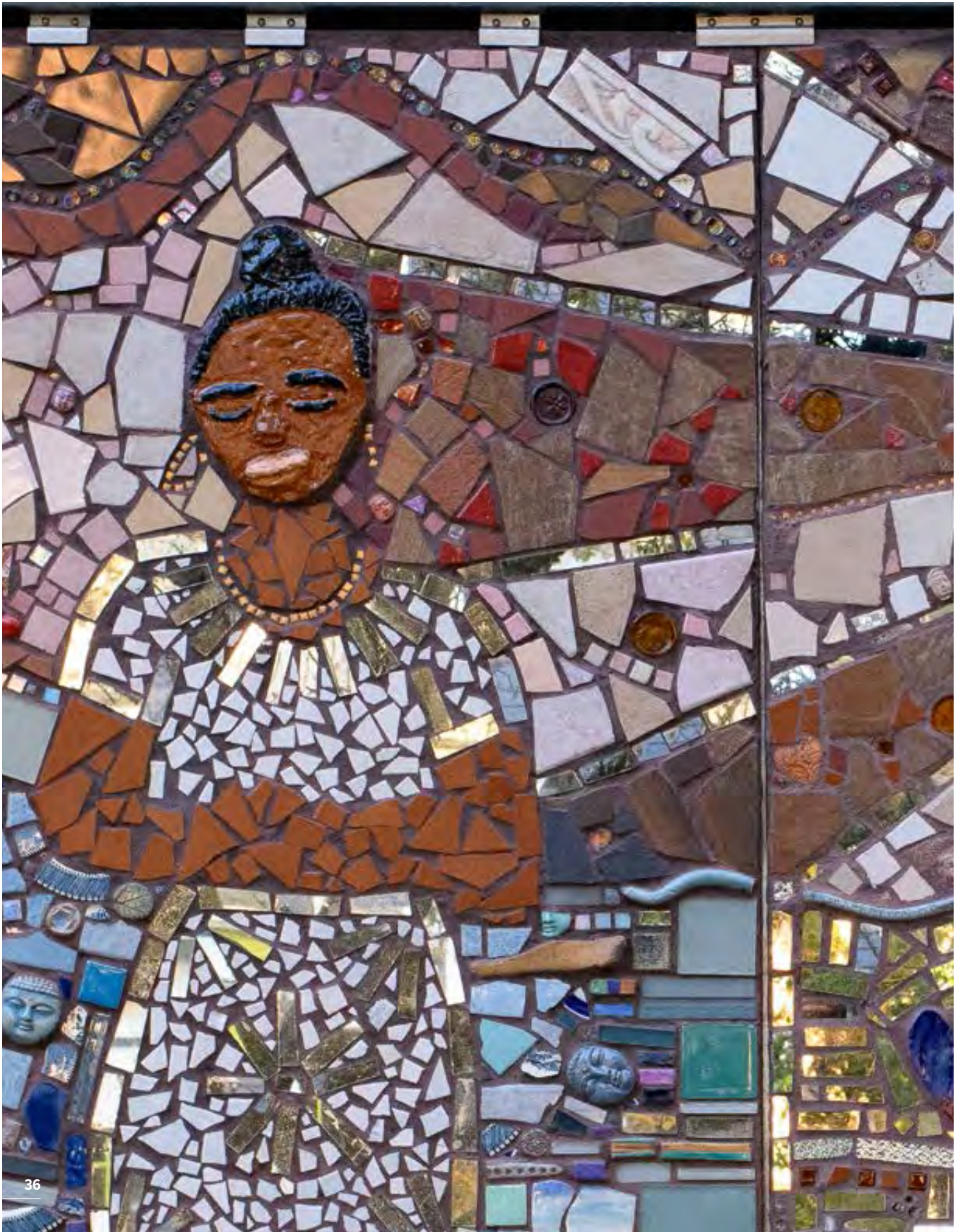
The Budget Subcommittee recognizes that additions or adjustments to this proposed budget will be necessary once the Department of Community Safety is operational and its impact can be evaluated. The Budget Subcommittee suggests that this proposed budget continue to be refined under the leadership of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

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

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

Conclusion

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



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

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



— **Schelley Michell-Nunn**

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

< Image Caption

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

ENDNOTES

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- 38 A salary for the Director of Police is excluded because it is already reflected in IPD’s budget as the Chief of Police position.
- 39 All benefit numbers were calculated at approximately 48% of salary.
- 40 This would cover training for members of both the Division of Police and the Division of Community Solutions.
- 41 These equipment and technology improvements are meant to be used by both the Division of Police and the Division of Community Solutions.

APPENDIX

Appendix A: Working Group and Subcommittee Members

Appendix B: Call Type Definitions

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

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

Appendix E: Ithaca Police Department Training Topics

APPENDIX A:

WORKING GROUP AND SUBCOMMITTEE MEMBERS

Ithaca RPS Working Group Members:

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

Technical Advisors to the Working Group:

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

Subcommittee A: Staffing Levels, Shift Assignment, Beat Design

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

Subcommittee B: Training, Technology, and Equipment Needs

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

Technical Advisors to Subcommittee B:

1. David Amaro
2. John Joly

Subcommittee C: Data Analysis and Recommendations

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

Technical Advisors to Subcommittee C:

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

Subcommittee D: Proposed Operating Budget

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

Technical Advisors to Subcommittee D:

1. Schelley Michell-Nunn

APPENDIX B:

CALL TYPE DEFINITIONS

Delineated Call Types: Example Sheet

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

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

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

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

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

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

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

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

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

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

APPENDIX C:

MATRIX CONSULTING GROUP REPORT ON PATROL STAFFING AND DEPLOYMENT



Report on Patrol Staffing and Deployment

ITHACA, NEW YORK

FINAL

January 27, 2022

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1. Introduction

(1) Project Overview

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

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

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

(2) Key Findings

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

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

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

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

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

(3) Recommendations

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

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

2. Patrol Workload Analysis

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

(1) CAD Analysis Methodology

Our project team has calculated the community-generated workload of the department by analyzing incident records in the computer aided dispatch (CAD) database, covering the entirety of calendar years 2016 through the end of 2020. Although the entire five-year span is used to analyze trends and examine comparability, the staffing analysis focuses on workload in 2019, due to the irregularity of 2020 data stemming from the impacts of the COVID-19 pandemic.

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

- The incident must have been unique.
- The incident must have been first created in calendar year 2019.
- The incident must have involved at least one officer assigned to patrol, whether designated as car patrol or foot patrol, as identified by the individual unit codes of each response to the call.
- The incident must have been originally initiated by the community, as identified using the following methods:
 - The source of the call must correspond to a community-generated event. Thus, if the call source value is listed as either “Radio” or “Officer Report”, it is not counted as a community-generated event.
 - Additionally, the incident type of the event must have sufficiently corresponded to a community-generated event. Call types that could be identified with a high level of certainty as being self-initiated (e.g., “special detail”) are not counted as community-generated calls for service.
- There must have been no major irregularities or issues with the data recorded for the incident that would prevent sufficient analysis, such as having no unit code or lack of any time stamps.

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

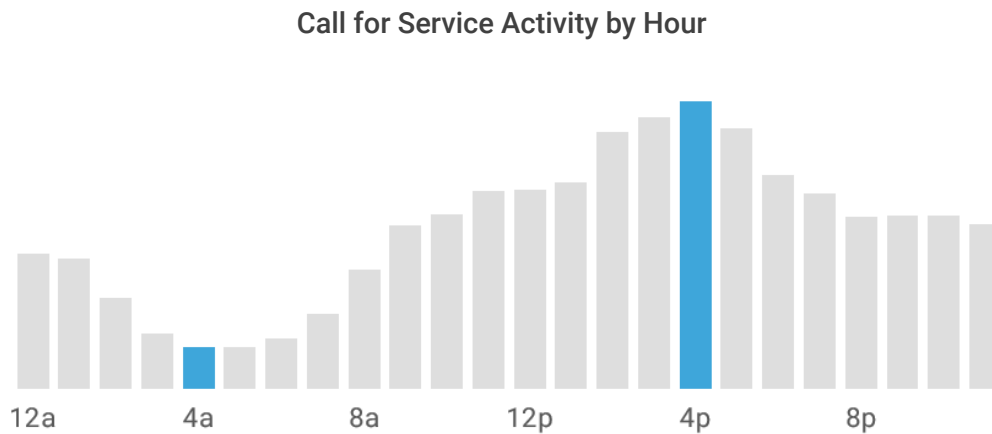
(2) Calls for Service by Hour and Weekday

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

Calls for Service by Hour and Weekday

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

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



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

(3) Calls for Service by Month

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

Calls for Service by Month

Month	# of CFS	Seasonal +/-
Jan	783	
Feb	777	-17.8%
Mar	950	
Apr	974	
May	1,055	+0.9%
Jun	1,052	
Jul	1,076	
Aug	1,183	+14.2%

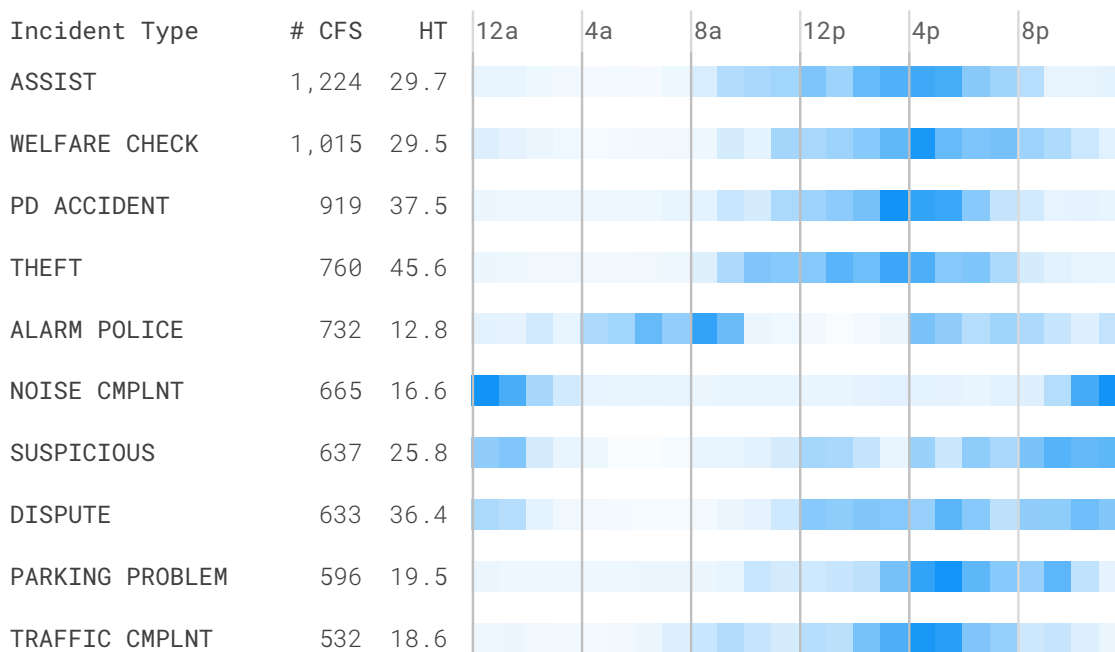
Sep	1,230	
Oct	1,143	
Nov	1,039	+2.7%
Dec	955	
Total	12,217	

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

(4) Most Common Types of Calls for Service

The following table provides the ten most common incident categories of calls for service handled by patrol units over the last year, as well as the average call handling time (HT)¹ for each:

Most Common Call for Service Categories



¹ Handling time is defined as the total time in which a patrol unit was assigned to an incident. It is calculated as the difference between the recorded time stamps the unit being dispatched and cleared from the incident.

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

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

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

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

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

(5) Call for Service Response Time by Year

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

² Response time is defined in this report as the duration between the call creation timestamp and the arrival time stamp for the first patrol officer on the scene.

Call for Service Response Time by Priority Level

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

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

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

3. Analysis of Patrol Resource Needs

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

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

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

(1) Overview of the Resource Needs Analysis

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

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

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

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

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

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

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

(2) Patrol Unit Staffing and Net Availability

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

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

Given patrol staffing allocations, net availability calculations can provide a realistic picture of how staffing translates to active on-duty hours. Out of the 2,008 hours per year that officers are scheduled to work in a year (excluding overtime), a large percentage is not actually spent on-duty and available in the field.

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



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

Factors Used to Calculate Patrol Net Availability

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

Work Hours Per Year

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

Base number: 2,008 scheduled work hours per year

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

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

Calculated from IPD data: 391 hours of leave per year

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

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

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

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

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

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

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

Administrative Time (subtracted from total work hours per year)

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

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

*Estimated: **196 hours of administrative time per year***

Total Net Available Hours

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

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

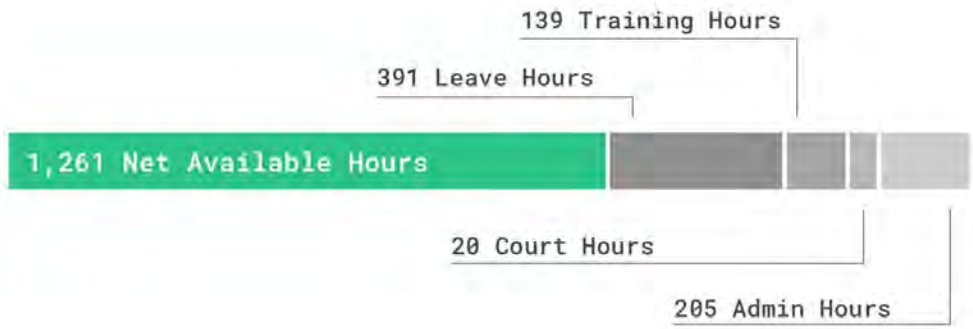
⁴ Typically, 60 minutes are assumed for shifts from 8-9 hours in length, and 90 minutes per shift for longer patrol shifts.

1,261 net available hours per officer

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

Calculation of Patrol Unit Net Availability

Base Annual Work Hours	2,008	
Total Leave Hours	-	391
On-Duty Training Hours	-	139
On-Duty Court Time Hours	-	20
Administrative Hours	-	196
<hr style="border-top: 1px dotted #00bcd4;"/>		
Net Available Hours Per Officer	=	1,261
<i>Number of Officer Positions</i>	<i>×</i>	<i>24</i>
Total Net Available Hours	=	30,274



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

(3) Overview of Call for Service Workload Factors

The previous chapter of the report examined various trends in patrol workload, including variations by time of day and of week, common incident types, as well as a number of

other methods. This section advances this analysis, detailing the full extent of the resource demands that these incidents create for responding patrol personnel.

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

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

Factors Used to Calculate Total Patrol Workload

Number of Community-Generated Calls for Service

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

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

*Calculated from IPD data: **12,217 community-generated calls for service***

Primary Unit Handling Time

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

In the experience of the project team, the average handling time is typically between 30 and 42 minutes in agencies where time spent writing reports and transporting/booking prisoners is *not* included within the recorded CAD data time stamps. At 32.3 minutes per call, IPD is somewhat on the lower end of most agencies, although not an outlier by any means.

*Calculated from IPD data: **32.3 minutes of handling time per call for service***

Number of Backup Unit Responses

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

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

*Calculated from IPD data: **0.55 backup units per call for service***

Backup Unit Handling Time (multiplied by the rate)

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

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

Number of Reports Written

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

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

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

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

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

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

Estimated: 0.33 reports written per call for service

Report Writing Time (multiplied by the report writing rate)

The average amount of time it takes to complete a report or other assignment in relation to a call for service. Without any data detailing this specifically, report writing time must be estimated based on the experience of the project team. It is assumed that 45 minutes are spent per written report, including the time spent by backup units on supporting work assignments.

Estimated: 45 minutes per report

Total Workload Per Call for Service

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

The product of multiplying this value by the calls for service total at each hour and day of the week is the number of hours of community-generated workload handled by patrol units – equating to approximately 12,398 total hours in 2019.

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

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

These factors are summarized in the following table:

Summary of CFS Workload Factors

Total Calls for Service	12,217	} 53%
Avg. Primary Unit Handling Time	32.3 min.	
Backup Units Per CFS	0.55	} 22%
Avg. Backup Unit Handling Time	24.7 min.	

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

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

(4) Calculation of Overall Patrol Proactivity

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

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

Calculation of Overall Patrol Proactivity

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

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

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

Proactivity by Hour and Weekday

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

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

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

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

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

(5.1) Adjusting for the Impact of Turnover

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

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

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

(5.2) Additional Considerations

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

- In agencies that are severely understaffed in patrol functions, and consequently have very little proactive time (**under 35% overall**), calls will frequently be held in queues as resources cannot handle the incoming workload. Proactivity also falls behind, as officers in such agencies would have little to no time to be proactive.

When gaps do occur, the high rate of workload relative to available time can have a limiting factor on self-initiated generation, as officers avoid being tied up on a proactive activity such as a traffic stop in case priority calls for service occur.

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

(5.3) Calculation of Staffing Needs

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

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

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

Staffing Needs @ 59% Proactive Time Target

Total Workload Hours	12,398
Proactivity Target	59%

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

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

Officers Needed by Proactive Time Level

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

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

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



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

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

Recommendation:

Maintain the current staffing level in patrol.

4. Self-Initiated Activity

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

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

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

(4.1) Self-Initiated Activity by Hour and Weekday

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

Self-Initiated Incidents by Hour and Weekday

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

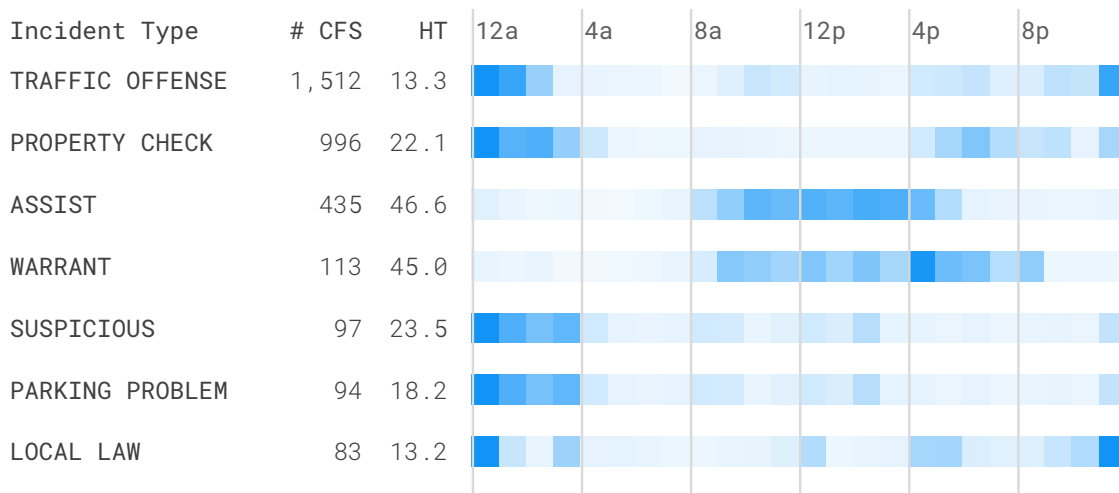
12pm	25	23	23	14	16	31	12	144
1pm	15	13	18	17	19	31	26	139
2pm	31	27	23	18	14	14	19	146
3pm	11	16	19	11	13	13	25	108
4pm	31	32	29	25	29	41	26	213
5pm	36	23	18	23	25	29	28	182
6pm	35	31	27	28	24	25	29	199
7pm	28	18	15	15	19	20	23	138
8pm	14	10	27	23	20	16	24	134
9pm	12	26	14	19	24	26	29	150
10pm	13	18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

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

(4.2) Self-Initiated Activity by Category

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

Most Common Categories of Self-Initiated Activity



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

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

(4.3) Total Utilization

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

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

	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Overall
2am–6am	30%	24%	20%	28%	24%	21%	36%	26%
6am–10am	23%	28%	21%	30%	31%	34%	31%	28%
10am–2pm	54%	52%	53%	61%	50%	64%	49%	55%
2pm–6pm	53%	67%	60%	69%	67%	66%	58%	63%
6pm–10pm	44%	53%	46%	44%	47%	57%	57%	50%
10pm–2am	29%	47%	41%	36%	40%	38%	40%	45%
Overall	42%	45%	41%	45%	43%	48%	47%	45%

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

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

(4.3) Historical Self-Initiated Activity Trends

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

The following table presents the findings of this analysis:

Five-Year Self-Initiated Incident Trends

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

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

Declining Self-Initiated Incidents Versus Community-Generated Workload



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

5. Shift Schedule Optimization Analysis

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

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

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

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

(1.1) Overview

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

Current 8.25-Hour Shift Configuration

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

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

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

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

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

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

(1.2) Performance and Efficiency of the Current Schedule

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

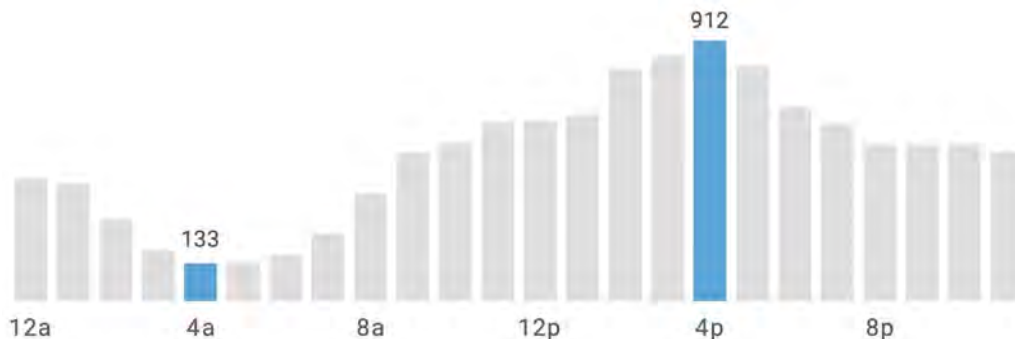
	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Overall
2am-6am	76%	78%	85%	74%	79%	81%	73%	78%
6am-10am	81%	75%	79%	73%	70%	73%	71%	75%
10am-2pm	49%	50%	48%	41%	52%	39%	51%	47%
2pm-6pm	55%	36%	38%	34%	35%	38%	44%	40%
6pm-10pm	60%	48%	57%	58%	56%	46%	47%	53%
10pm-2am	56%	60%	68%	68%	66%	60%	56%	62%
Overall	63%	57%	62%	58%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

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

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

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

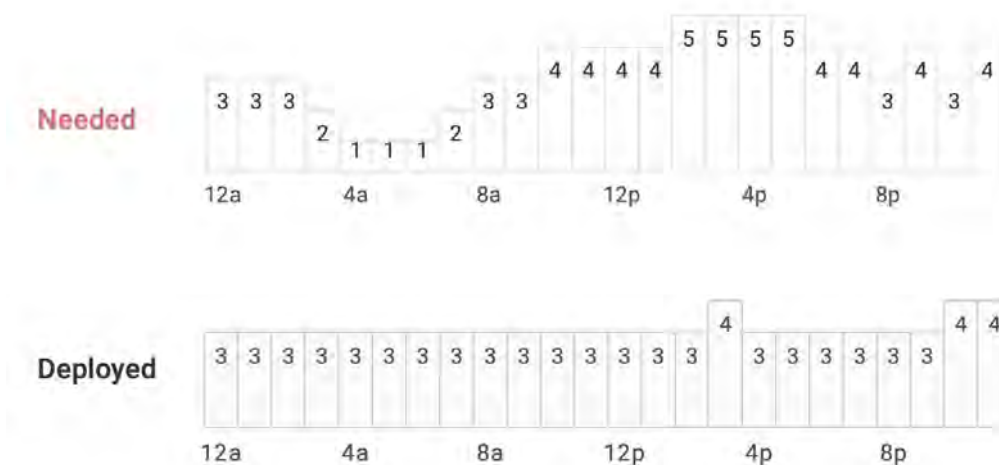
Calls for Service Activity by Hour



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

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

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



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

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

2. Priorities for Alternative Schedule Creation

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

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

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

- Prioritize and provide for officer quality of life by:
 - Using workday patterns that are fixed over a weekly or biweekly cycle.
 - Maximizing the number of officers that receive weekend days off.
 - Scheduling reasonable shift start and end times, particularly for night shift personnel.

- Ensure that alternative schedules are implementable and have the potential to be popular among officers, by using configurations that are analogous to schedules that are popular in other departments.

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

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

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

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

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

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

10-Hour Fixed Workday Schedule Configuration

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

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

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

10-Hour Shift Configuration Proactive Time Performance

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

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

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

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

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

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

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

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

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

12-Hour Pitman Schedule Configuration

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

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

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

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

12-Hour Shift Configuration Proactive Time Performance

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

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

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

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

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

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

5. Conclusions

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

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

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

Recommendation:

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

6. Redesign of the Patrol Beat Structure

1. Objectives in Patrol Beat Redesign

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

(1.1) Patrol Workload Equalization:

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

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

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

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

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

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

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

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

(1.2) Neighborhood Integrity

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

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

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



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

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

(1.3) Logical Barriers and Transportation Routes

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

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

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



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

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

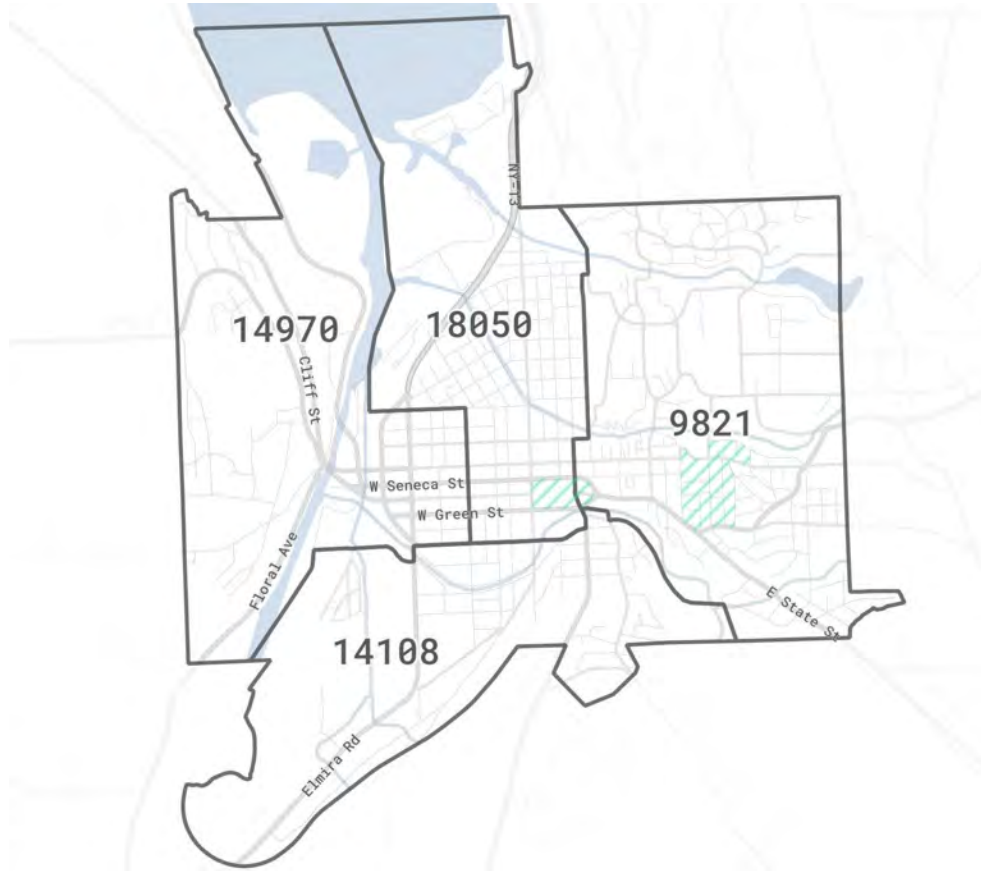
However, these considerations must also be balanced with competing priorities, such as neighborhood integrity and balance of workload. As a result, the degree to which transportation is affected must be weighed as well.

2. Assessment of the Current Beat Structure

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

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

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



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

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

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

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

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

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

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



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

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

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

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

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

Transportation Barriers and Waterway Crossings (Current Beat Structure)



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

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

Current Beat Structure Findings

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

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

3. Redevelopment of the Beat Structure

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

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

Initial Cluster Areas Used to Redraw Beat Boundaries



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

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

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

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

5YR Call for Service Concentrations



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

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

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

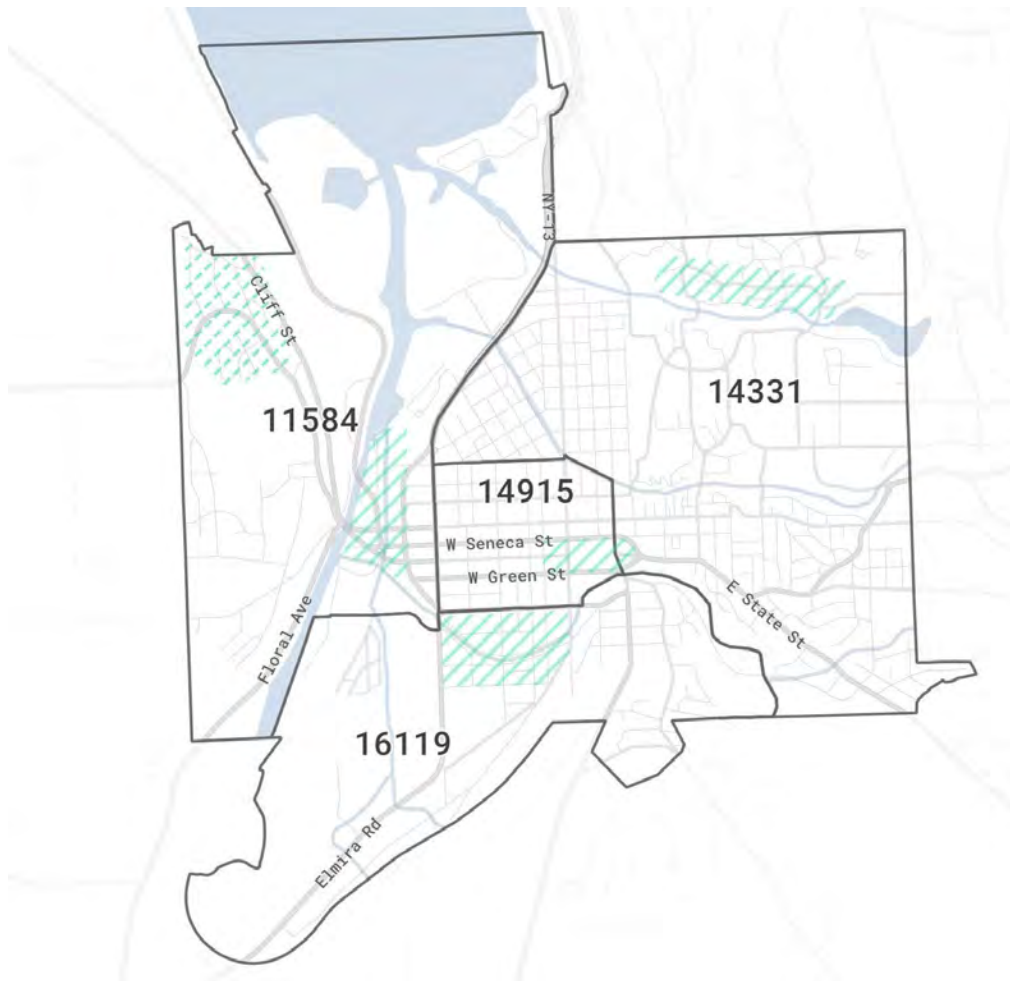
forth. Each of these are guaranteed to be joined within the same beat later in the analysis, and their call totals are recalculated.

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

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

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

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



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

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

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

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

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

<https://drive.google.com/file/d/1fEs-JiAYS1G0sxmiQR8nkXlp2aZnrhn-/view?usp=sharing>

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

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

Recommendation:

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

APPENDIX D:

NEW YORK STATE BASIC COURSE FOR POLICE OFFICERS TRAINING CURRICULUM

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

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

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New York State Division of Criminal Justice Services
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MPTC Approved 9/4/2019 – Effective Date 01/01/2020

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

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APPENDIX E:

ITHACA POLICE DEPARTMENT TRAINING TOPICS

Ithaca Police Department Training Topics

Annual Training Minimums:

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

The items listed below are representative of our minimums.

Spring Firearms

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

Taser Recert/ Updates

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

Defensive Tactics

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

Fall Firearms

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

Reality Based Training

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

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

Additional In Service Training

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

Instructor Development

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

Outside Training

- Trainings attended off site this year include:

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

Academy Training

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

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



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