



Key Staffing and Operations Review for City of Gresham

Executive Summary



Submitted by:

Doug Rowe, Principal
Michele Weinzetl, Project Manager
BerryDunn
2211 Congress Street
Portland, ME 04102-1955
Phone: 207-541-2200
drowe@berrydunn.com
mweinzetl@berrydunn.com

Submitted on:

August 5, 2022

berrydunn.com

Table of Contents

Section	Page
Table of Contents.....	i
List of Tables.....	iii
Executive Summary Introduction	1
Project Overview.....	1
Historical Background	2
Additional Professional Services	3
Fiscal Challenges	4
Project Introduction and Summary.....	5
Changing Conditions	6
Principal Findings and Recommendations.....	7
Critical/Priority Findings and Recommendations.....	7
High/Primary Findings and Recommendations	9
Medium/Non-Urgent Findings and Recommendations.....	12
Chapter 1: The Policing Environment	19
Summary	19
Chapter 2: Organizational Leadership and Culture.....	20
Summary	20
Chapter 3: Operations and Staffing	22
Summary	22
Chapter 4: Patrol Services	24
Summary	24
Chapter 5: Community Engagement.....	26
Summary	26
Chapter 6: Investigations Services	27
Summary	27
Chapter 7: Operational Policies	28

Summary	28
Chapter 8: Data, Technology, and Equipment	29
Summary	29
Chapter 9: Training and Education	30
Summary	30
Chapter 10: Recruitment, Retention, and Promotion	31
Summary	31
Chapter 11: Internal Affairs	33
Summary	33
Chapter 12: Conclusions and Recommendations.....	34
I. Overall Summary.....	34
II. Staffing Summary	35
Appendix A: Acronyms.....	38

List of Tables

Table 0.1: Priority Descriptions 5

Table 0.2: Short Recommendation Format 6

Table 0.3: Full Recommendation Format 6

Table 12.1: Staffing Summary 36

Appendix Table A.1: Acronyms 38

Executive Summary Introduction

This document provides an executive summary of the operational assessment that BerryDunn conducted for the City of Gresham (City) and the Gresham Police Department (GPD). By its design, this document is brief. Significant details, supporting information, and other data are contained within the Full Report and in the Supplemental Data and Information Report (SDIR). These include numerous tables, figures, and analyses, along with other documents, appendices, and a detailed narrative that outlines and supports the findings and recommendations. Those with questions regarding any portion of this executive summary should review the corresponding section or sections in the Full Report and/or the SDIR.

Project Overview

In November 2021, the City began working with BerryDunn to conduct an operational assessment of the GPD. During the project, BerryDunn conducted more than 50 interviews with staff, government officials, and select community members identified by GPD. Community members also had the opportunity to provide direct feedback through several in-person and virtual town hall meetings, and through online feedback to BerryDunn through Social Pinpoint, a customized website provided by BerryDunn. Staff from the GPD completed an in-house workforce survey and provided BerryDunn with substantial information through numerous other data-gathering instruments. Finally, BerryDunn conducted significant analysis of current data and new data generated as part of this assessment and produced a series of findings and recommendations.

Studies of this nature are predisposed toward the identification of areas requiring improvement, and accordingly, they have a propensity to present what needs work, without fully acknowledging and highlighting positive aspects of an organization. This report follows a similar progression. Although this report contains several areas for improvement, and the GPD has faced some challenges in recent years, particularly related to staffing, BerryDunn made many positive observations of the GPD, some of which are examples of best practices that other agencies would do well to emulate. Examples of best practices within the GPD include:

- Services Coordination Team
- Neighborhood Enforcement Team
- Homeless Service Team
- Problem-Solving Exercise during Initial Officer Training
- Field Supervisor Training Program

BerryDunn has provided additional details regarding these areas in the body of the Full Report, but each represents an excellent example of industry-leading practices.

The GPD provided BerryDunn unfettered access to staff and all data at its disposal, without reservation or hesitation. It was evident to the BerryDunn team that the command staff at the GPD want what is best for the agency and the community, and they are willing to take the necessary steps to help ensure positive and appropriate change takes place.

This assessment examined more than 20 primary areas of department operation (distributed throughout the chapters of the Full Report), as well as several sub-areas and specialized positions. BerryDunn's analysis determined that several areas within the police department require adjustment to assist the GPD in meeting service demands, improving operational efficiency, and sustaining positive relationships and trust between the police department and the community. This study provides 44 recommendations, separated into three rank-prioritized categories, following four major themes:

- Staffing (including recruiting, hiring, and retention)
- Personnel development
- Policies and procedures
- Technology utilization

The Full Report and SDIR outline the process and methodology BerryDunn used to conduct the assessment of the police culture and practices of the GPD. The analysis provided by BerryDunn is balanced, and it fairly represents the conditions, expectations, and desired outcomes studied, and those that prompted and drove this assessment. Where external data was used for comparison purposes, references have been provided.

BerryDunn stands behind the core finding statements and purposes of the recommendations provided; however, the GPD might implement those recommendations in several ways. Although BerryDunn has provided guidance and prompts within many of the recommendations, the GPD should select an implementation approach that works best for its culture and environment. BerryDunn also wishes to express its appreciation for the opportunity to collaborate with the City of Gresham and the GPD on this important project.¹

Historical Background

Although this assessment was not necessarily prompted by prior events, the City initiated it following a series of challenges and conflicts dating back to 2016, several of which involved high-level GPD and City staff, as well as those in City government. As part of this project, BerryDunn was asked to review several documents produced ancillary to or following certain operational conflicts or challenges. In summary, the reports BerryDunn reviewed, including the formal investigations, revealed a series of communication issues and missed leadership opportunities—and all parties involved share some responsibility. It is BerryDunn's assessment

¹ Portions of this report and the data within it have been reproduced from publicly available documents.

that despite apparent good intentions, various actions and inactions combined to produce a series of negative consequences.

For GPD and City staff, deterioration of trust and collaboration has been one of the more problematic outcomes of this challenging period. Several staff pointed this out directly to BerryDunn early in the project, specifically stating their hesitancy to fully engage with BerryDunn on this project. Fortunately, as BerryDunn worked with staff, full participation ensued, which was a crucial element of the overall assessment.

Ultimately, little can be gained by rehashing the prior events, investigations, and the resulting fallout. It is BerryDunn's observation that all parties involved are trying to move forward with a collaborative and solutions-based approach. This cooperative spirit is a critical element to successful growth for the City and the GPD.

Although this study examines the GPD, including its past and current state, it is important to note the turnover at the executive level within the department. The chief of police was appointed in the summer of 2021, and one of the two captains retired at the outset of this project. Accordingly, many of the conditions, particularly those requiring adjustment, have been inherited by the current police chief.

Additional Professional Services

Based on a review of various organizational data and onsite interviews with GPD staff and other key stakeholders during the first six weeks of this assessment, BerryDunn identified several GPD operational areas that required prompt attention. BerryDunn detailed these areas in an Emergent Issues Memo provided to the City and the GPD on December 6, 2021. Those areas included the following:

- Revising the executive organizational structure
- Prioritizing hiring (sworn and non-sworn) to respond to service demands
- Conducting an essential call for service (CFS) evaluation
- Improving department recruiting, hiring, and retention practices

Because of their critical impact on GPD operations, there was a pressing need to take steps to address these areas immediately. Based on BerryDunn's initial observations, the GPD has requested that BerryDunn provide additional professional services to the GPD in the following areas:

- Leadership Readiness and Development
- Recommendation Implementation and Change Management
- Essential CFS Evaluation

BerryDunn also learned that the GPD does not currently have a strategic plan in place. Although other BerryDunn staff were concurrently developing a citywide strategic plan for the City as part of a separate project, that process was not structured to fully leverage the results of the police

operational assessment, which will undoubtedly produce numerous recommendations requiring GPD effort (in addition to those listed above).

BerryDunn began working with the GPD on the above areas in early January 2022, even as the original assessment work continued. Some of that work is outside the scope of this report (e.g., Leadership Readiness and Development), but other work has been included within this document (e.g., Essential CFS Evaluation).

Development of a full strategic plan will occur following this assessment, and that plan will be produced as a separate document.

Fiscal Challenges

Some of the recommendations in this executive summary (and the Full Report) will require significant costs to implement. These recommendations are based on data and best practices, and they outline strategies for the delivery of high-quality public safety services. BerryDunn has provided these recommendations based on an expectation of sufficient funding to accomplish them. If the City cannot secure adequate funding, it is likely that significant reductions in non-essential public safety services would be necessary in order to manage operations and respond to critical crime and safety demands from the community.

Project Introduction and Summary

Within the Full Report, the SDIR, and the corresponding appendices, BerryDunn has provided various tables and figures as visual aids and as a means to validate and substantiate the observations of the team, as well as the associated recommendations. To reduce the overall length of the Full Report, BerryDunn has created a partner document to the Full Report, the SDIR (mentioned previously). The SDIR contains numerous tables and figures, and additional data are also included within its appendices. When referencing specific data or supporting materials in the Full Report, BerryDunn will note the table or figure number, or the appendix. When referring to external tables, figures, or supporting materials, BerryDunn will reference the SDIR and note the appropriate location (e.g., table, figure, or appendix).

A summary of the principal findings and recommendations is provided below. This is intended to provide consumers with a quick reference list of the formal recommendations made in this assessment. The detailed formal recommendations from the assessment can be found in SDIR Appendix A.

BerryDunn has separated formal recommendations into three prioritized categories in rank order. The seriousness of the conditions or problems that individual recommendations are designed to correct, their relationship to the major priorities of the community and the department, the probability of successful implementation, and the estimated cost of implementation are the principal criteria used to prioritize recommendations. Table 0.1 provides a description of the priority levels used for the recommendations.

Table 0.1: Priority Descriptions

Overall Priorities for Findings and Recommendations	
	Critical/Priority – These recommendations are very important and/or critical, and the agency should prioritize these for action.
	High/Primary – These recommendations are less critical, but they are important and should be prioritized for implementation.
	Medium/Non-Urgent – These recommendations are important and less urgent, but they represent areas of improvement for the agency.

BerryDunn provided all Critical/Priority recommendations to the GPD in an Emergent Issues Memo, midway through this assessment, due to their pressing nature. BerryDunn presented this information early in the process to allow the GPD to take prompt action in these areas, instead of waiting for the development of the full report and findings.

BerryDunn has provided a summary of the full recommendations and findings in the Principal Findings and Recommendations section of this executive summary. The format of this information is provided in Table 0.2.

Table 0.2: Short Recommendation Format

Chapter: The Policing Environment		
No.	Finding	Recommendation
1-1	Brief Finding Statement	Succinct Recommendation Statement

This format provides readers with a quick review of the findings and recommendations. The format for the full recommendations is included in Table 0.3. Each finding and recommendation includes a description of the details supporting the recommendation, as well as details regarding areas for agency consideration. Again, BerryDunn has provided each of the full recommendations in SDIR Appendix A.

Table 0.3: Full Recommendation Format

[Chapter and Title]		
No.	Issue and Opportunity Description	Overall Priority
<i>Chapter Section:</i>		
1-1	Finding Area: (Finding Statement). Supporting information regarding the finding.	
	Recommendation: (Succinct Recommendation Statement). Additional details concerning the recommendation, including items for consideration.	

Changing Conditions

The GPD is a dynamic and ever-changing organization. BerryDunn recognizes that numerous changes have taken place since the start of this assessment in late 2021. Several conditions examined in this report have changed in the time between report preparation and delivery. This includes some areas in which BerryDunn had made formal recommendations. Understandably, it has been necessary to freeze conditions in order to prepare the report. The most current information on the conditions of the organization resides with the command staff of the police department, including information on actions that constitute consideration and implementation of the recommendations included in this report.

In addition, the GPD has provided BerryDunn with a brief outline of its actions taken during this assessment, including those that relate to the early recommendations provided. This information is detailed in SDIR Appendix B.

Principal Findings and Recommendations

Critical/Priority Findings and Recommendations

Chapter 2: Organizational Leadership and Culture		
No.	Finding	Recommendation
2-2	The GPD lacks a clear strategy for communication, internally and externally, and this has resulted in operational challenges and inconsistent messaging to the community.	The GPD should develop a communication strategy to provide persistent and consistent communication to its staff, and to the community, on all relevant issues.

Chapter 1: The Policing Environment		
No.	Finding	Recommendation
3-1	The organizational structure of the GPD is not optimal for meeting the operational needs of the department.	The GPD should revise its organizational structure to appropriately distribute the executive and administrative responsibilities of the command staff, and to optimize guidance and oversight of the divisions and units within the department.

Chapter 3: Operations and Staffing		
No.	Finding	Recommendation
3-6	Staffing shortages and service demands have impeded the ability of the patrol and investigations divisions at the GPD to effectively manage CFS and case volumes. To mitigate these challenges, GPD leadership has recalled several officers from specialty assignments to assist the patrol and investigations divisions. Many specialty units are key to helping the police department fulfill its public safety mission, and promptly reinstating staffing in these units, as the department is able, should be a priority.	The GPD should evaluate its use of specialty units, identify the number of personnel assigned, and consider the impact of each unit as it relates to meeting operational objectives, and in mitigating or reducing CFS volumes. As part of this process, the GPD should determine which units and positions within those units should be prioritized for reinstatement as organizational staffing allows.

Chapter 4: Patrol Services		
No.	Finding	Recommendation
4-1	The GPD has experienced substantial turnover, which has negatively affected its ability to manage CFS volumes, and the department is in need of additional staffing to close this gap.	The GPD should prioritize hiring additional personnel to supplement overall department staffing. This process should include rapid deployment strategies, the use of sworn and non-sworn personnel, and consider both temporary and permanent solutions.

Chapter 4: Patrol Services		
No.	Finding	Recommendation
4-5	Due to various factors, the GPD is experiencing challenges in managing the CFS volume.	The GPD should engage a collaborative process with department staff, city and elected officials, and the community, to evaluate its CFS model and examine possible solutions and alternatives. This process should examine and identify immediate and long-term solutions.

Chapter 6: Investigations Services		
No.	Finding	Recommendation
6-1	Workload volumes, staffing levels, unit structure and assignments, and case triage processes have resulted in a narrow focus for investigative personnel, which has resulted in the inactivation or closure of many solvable cases.	The GPD should adjust the investigations unit and allocate personnel to exclusively manage and investigate all non-prioritized criminal cases. The GPD should revise the review and assignment of all criminal cases and maximize the use of its personnel, sworn and non-sworn, throughout these processes.

Chapter 10: Recruitment, Retention, and Promotion		
No.	Finding	Recommendation
10-1	Attrition at the GPD has created a critical workforce shortage, particularly for sworn personnel, and the current hiring and retention practices for the department are not supporting operational needs.	The GPD should examine and revise its recruiting, hiring, and retention practices, to improve its ability to maintain a stable workforce, and to reach and maintain optimal staffing levels.

High/Primary Findings and Recommendations

Chapter 2: Organizational Leadership and Culture		
No.	Finding	Recommendation
2-1	Although the GPD strives to exemplify the characteristics outlined in the 21 st Century Policing Task Force Report, there are several sections within the six main topic areas or 'pillars' that require focused attention from the GPD to achieve.	The GPD should affirm its commitment to 21 st Century Policing and develop a process for pursuing, maintaining, and monitoring the department's actions in pursuit of that goal.

Chapter 2: Organizational Leadership and Culture		
No.	Finding	Recommendation
2-5	There is a perception of lack of trust and support between City government and the police, and community members and police. These relationships require improvement and it is important for the police to commit to relationship and trust-building with government officials and community members.	The GPD should engage in opportunities to build trust between the government officials, community members and law enforcement.

Chapter 4: Patrol Services		
No.	Finding	Recommendation
4-2	Adjusting how certain activities are recorded within CAD can aid the GPD in understanding its workloads and in calculating future staffing needs.	The GPD should deploy new CAD codes that clearly designate report writing time, patrol zone, and response to CFS that are managed by non-patrol personnel.

Chapter 4: Patrol Services		
No.	Finding	Recommendation
4-3	The staffing levels in patrol are not optimized and do not meet operational demands.	The GPD should add 16 patrol officers to primary CFS response in the Patrol Section, adjusting this total to a minimum staffing level of 65 officers.

Chapter 4: Patrol Services		
No.	Finding	Recommendation
4-6	Current staffing levels, workloads, and the national climate on police CFS response provide an opportunity for the GPD to revise its CFS response model and doing so would improve service delivery and reduce obligated workloads for sworn patrol staff.	The GPD should implement the recommendations provided in the Essential CFS Evaluation, including the addition of eight non-sworn uniformed personnel to staff a TRU and provide non-sworn field response.

Chapter 4: Patrol Services		
No.	Finding	Recommendation
4-7	Records regularly has to correct National Incident Based Reporting System (NIBRS) entries on criminal incidents, because of errors by field personnel who are responsible for entering them.	The GPD should take steps to help ensure more accurate NIBRS entry by patrol, to reduce inefficiencies created by numerous errors.

Chapter 4: Patrol Services		
No.	Finding	Recommendation
4-9	GPD does not regularly and consistently collect standardized demographic data, such as perceived race and gender, or outcome data (such as searches, warning, citation, etc.) on all non-consensual law-enforcement-related contacts in a single database that is easily accessed for analysis.	GPD should collect subject demographic and encounter outcome data from all non-consensual law-enforcement-related contacts in a centralized database that can be utilized for meaningful reporting and analysis.

Chapter 4: Patrol Services		
No.	Finding	Recommendation
4-10	The review and assignment of cases from patrol to investigations is unclear, inefficient, and inconsistent.	GPD should require use of solvability factors by patrol supported by policy that clearly articulates what cases and supporting solvability factors should lead to case assignment for follow-up and centralized investigation. This information should be actively and uniformly communicated to the department and the community.

Chapter 5: Community Engagement		
No.	Finding	Recommendation
5-2	In general, the GPD has enjoyed a positive reputation within the community, based on its long-standing COP efforts and its overall service to the City. However, national calls for reforming the policing industry, as well as local concerns recently raised, demand an appropriate response. For the GPD, there is a need to build community trust, particularly with traditionally marginalized populations.	The GPD should expand and formalize its COP efforts and pursue a collaborative model to further community involvement in police decision-making, to build upon and sustain the trust relationship the GPD enjoys with the community, and to develop those relationships where they are lacking.

Chapter 6: Investigations Services		
No.	Finding	Recommendation
6-2	The RMS of the GPD has the ability to track and monitor case assignments and progress for investigations. Interviews with investigators and supervisors indicate varied methods of case monitoring. The GPD is not maximizing the use of its RMS to monitor case assignments, and supervisors are not formally and consistently monitoring cases of investigators within the unit.	The GPD should take steps to more appropriately use the RMS to track and monitor case assignments and progress by investigators. Supervisors should be required to conduct periodic case reviews for all open cases, and to document case reviews and expectations, consistent with department standards on case updates and expected closure dates.

Chapter 6: Investigations Services		
No.	Finding	Recommendation
6-5	The Investigations Section is understaffed and requires additional personnel to manage the investigative function for the GPD.	The GPD should add three full-time investigators to conduct non-critical investigations, consistent with the prior recommendation in this chapter to add non-prioritized criminal cases.

Chapter 7: Operational Policies		
No.	Finding	Recommendation
7-1	There are several areas within the GPD policies or procedures that are either lacking, missing, or should be considered for revision.	The GPD should review BerryDunn's findings and recommendations concerning department policies and consider adding or amending policies based on that review.

Chapter 9: Training and Education		
No.	Finding	Recommendation
9-2	The GPD does not have a plan that establishes a department-wide training strategy.	The GPD should develop a broad training plan that establishes a department-wide training strategy, which also outlines the types of training that coincide with certain job duties, and decisions regarding approval of training for officers, and the GPD should use these guidelines as a framework for its ongoing training needs.

Medium/Non-Urgent Findings and Recommendations

Chapter 2: Organizational Leadership and Culture		
No.	Finding	Recommendation
2-3	The police department does not have a dedicated Public Information Officer to deliver timely and accurate information for the department.	The GPD should create a full-time PIO/Community Engagement Coordinator position. This position should support PIO responsibilities, and act as the community engagement coordinator for the department.

Chapter 2: Organizational Leadership and Culture		
No.	Finding	Recommendation
2-4	GPD does not have a formal staff development system that includes systems or mechanisms for consistent coaching, mentoring, or succession planning.	BerryDunn recommends GPD develop a formal coaching, mentoring, and succession planning program for staff and that the program be memorialized in policy and executed consistently in practice.

Chapter 3: Operations and Staffing		
No.	Finding	Recommendation
3-2	The functional structure and organization of the IA Unit assigns operational work to a sergeant, who reports to a lieutenant. This structure does not include direct oversight at the executive level of the organization.	The GPD should reorganize the IA reporting structure so that it reports to the deputy chief. The GPD should also adjust the rank of the staff member responsible for conducting IA investigations, to lieutenant.

Chapter 3: Operations and Staffing		
No.	Finding	Recommendation
3-3	GPD utilizes a police facility separate from the main police facility that is not staffed to support interface with the community.	GPD should staff a reception function and/or utilize technology to allow community members to interface with the police department at the satellite facility.

Chapter 3: Operations and Staffing		
No.	Finding	Recommendation
3-4	The GPD uses professional staff to perform numerous administrative tasks and functions. All professional staff members have additional duties aside from their primary roles and responsibilities and there is a need to review and reorganize the duties of professional staff.	BerryDunn recommends additional analysis of all professional staff positions. The analysis should include determining duties and responsibilities for each position, including the possibility of adding duties for professional staff and identifying methods to quantify workloads. The review should also include identifying tasks that could be reallocated from sworn staff to non-sworn professional staff.

Chapter 3: Operations and Staffing		
No.	Finding	Recommendation
3-5	The Neighborhood Enforcement Team represents a manifestation of community- and problem-oriented policing that may provide greater benefit than the resources required to staff the team.	GPD should perform substantive evidence-based data analysis of the use of GPD personnel hours dedicated to NET versus the reduction of agency-wide workload produced by NET, before determining if continued participation in NET, in light of staffing issues, makes sense.

Chapter 4: Patrol Services		
No.	Finding	Recommendation
4-4	The patrol work schedule for the GPD is not effectively or efficiently meeting staffing and personnel distribution needs for the department.	The GPD should consider making revisions to the patrol work schedule to maximize efficiency and distribution of personnel.

Chapter 4: Patrol Services		
No.	Finding	Recommendation
4-8	The GPD does not currently utilize a lethality assessment program for domestic violence.	The GPD should revise its policy and practices to expand its DV investigation protocols to include a lethality assessment program.

Chapter 5: Community Engagement		
No.	Finding	Recommendation
5-1	Although new GPD officers receive basic COP and POP training when they are hired, the GPD does not provide COP and POP training to existing staff on an ongoing basis. In addition, there are no formal tracking or measurement requirements for COP and POP activities.	The GPD should provide agency-wide training for COP and POP. In addition, the GPD should establish documentation, reporting, and measurement procedures for community-policing efforts, and these should be monitored by GPD supervisors.

Chapter 6: Investigations Services		
No.	Finding	Recommendation
6-3	The GPD does not have a practice of notifying crime victims and reporting parties of case statuses.	The GPD should re-contact all victims and reporting parties and advise them about of case statuses when the case is closed, an arrest is made, or when it has been submitted for prosecution. The GPD should utilize automated systems for these notifications whenever possible.

Chapter 6: Investigations Services		
No.	Finding	Recommendation
6-4	The District Attorney responsible for prosecuting cases for the City of Gresham, regularly rejects cases for prosecution for reasons that are unclear.	The GPD should collaborate with the District Attorney to develop and implement a formalized and standardized case review template which documents reasons submitted cases are not accepted for charging and prosecution.

Chapter 7: Operational Policies		
No.	Finding	Recommendation
7-2	Although the GPD often seeks input on policy revisions and development, this process is not formally defined and the GPD does not have a formal collaborative policy development and review process.	The GPD should establish a standing policy development and review committee comprised of a diverse membership that is representative of all internal stakeholders. The GPD should also consider engaging community members in this effort as a pathway supportive of collaborative co-production policing efforts.

Chapter 8: Data, Technology, and Equipment		
No.	Finding	Recommendation
8-1	The GPD has struggled to obtain IT support from the City, including difficulties in obtaining required hardware, software, and other IT needs.	The GPD should collaborate with City IT to develop and distribute a questionnaire for system users within the GPD, that seeks to identify any equipment, software, or current and/or ongoing IT needs. The GPD should collaborate with City IT to evaluate the results of the survey, and to develop an IT support plan for the next 24 months, to address pressing IT needs.

Chapter 8: Data, Technology, and Equipment		
No.	Finding	Recommendation
8-2	Although the GPD has a desire to use crime and intelligence data proactively, the GPD has not consistently utilized data or intelligence in a deliberate or meaningful way to improve effectiveness or efficiency, and the GPD has not been a data-driven organization.	The GPD should pursue a robust performance measurement and accountability management (CompStat) system utilizing the support and resources provided by BerryDunn. The GPD should formally adopt a data-driven philosophy supported by ILP. That philosophy should incorporate best practices in data use by police agencies and should include an operating performance measurement and accountability management system.

Chapter 8: Data, Technology, and Equipment		
No.	Finding	Recommendation
8-3	The GPD does not use data or intelligence to inform its traffic safety problem-solving efforts.	The GPD should study and implement DDACTS as a way to leverage data and intelligence to improve the efficiency and effectiveness of its traffic safety problem-solving and crime deterrence efforts.

Chapter 9: Training and Education		
No.	Finding	Recommendation
9-1	The Training Unit that coordinates all in-service training for the GPD is staffed by a single sergeant, and is responsible for training performance review, scheduling, assuring certification compliance, and assuring compliance with local, state, and federal requirements. The work of the Training Unit is vital the organization, and additional resources are required for this unit.	The GPD should add one additional full-time training officer to the Training Unit, to assist the training sergeant with the full range of duties and responsibilities of this unit.

Chapter 10: Recruitment, Retention, and Promotion		
No.	Finding	Recommendation
10-2	Based on staff feedback, lack of a post-retirement health care supplement reportedly contributes to employee attrition.	The City and GPD should study whether or not the availability of post-retirement health care supplement for employment competitors is a verifiable reason for material employee attrition and, if so, evaluate the viability and value of adding this benefit. (See also Recommendation 10-1)

Chapter 10: Recruitment, Retention, and Promotion		
No.	Finding	Recommendation
10-3	There is no formal policy on the promotion process for sworn and professional staff personnel, which has led to a lack of confidence the promotional processes.	The GPD should develop a policy that outlines the processes to be used for the promotional ranks for both sworn and professional staff within the department, and that these guidelines should be included within the department policy manual and consistently followed.

Chapter 10: Recruitment, Retention, and Promotion		
No.	Finding	Recommendation
10-4	Authorized hiring levels at the GPD do not account for attrition rates.	In collaboration with City leaders, the GPD should establish a minimum operational level and a new authorized hiring level that helps ensure continuity of staffing.

Chapter 11: Professional Standards		
No.	Finding	Recommendation
11-1	Complaints about employee conduct are not tracked and memorialized in an effective manner and the processes for submitting complaints in-person does not include sites unassociated with the police department.	The GPD should implement a policy and processes to receive, log, and track all complaints (external and internal) in a consistent and usable manner and improve the opportunities for community members to access complaint forms and submit complaints independent of the police department.

Chapter 11: Professional Standards		
No.	Finding	Recommendation
11-2	The GPD does not regularly publish data on professional standards complaints and dispositions.	The GPD should develop a policy and practice of releasing professional standards complaints and dispositions to the public. This practice should include all complaints, internal or external, including complaints resolved informally.

Chapter 11: Professional Standards

No.	Finding	Recommendation
11-3	The process of how administrative investigations are classified, assigned, and investigated is unclear and potentially inconsistent.	The GPD should collaborate with the IA Unit to develop a revised policy that clearly articulates which types of complaints will be formal investigations and which will be informal investigations. All classifications and assignments of complaints should be reviewed independently of the decision maker to ensure consistent and equitable classification.

Chapter 11: Professional Standards

No.	Finding	Recommendation
11-4	GPD policy and procedures do not require external investigation of all use of deadly force or other serious incidents and there is no additional review of non-criminal investigations for possible criminal nexus or patterns of behavior.	The GPD should develop policy, agreements, and procedures for external investigation of all use of deadly force incidents, and a review of all administrative investigations for possible criminal nexus and/or patterns of behavior.

Chapter 11: Professional Standards

No.	Finding	Recommendation
11-5	As part of the current labor agreement, the GPD allows employees under administrative investigation to review all evidence before providing statement evidence.	The GPD should revise the policy (which will require contract re-negotiation) that allows employees under investigation to receive access to all case evidence before they are formally interviewed pursuant to an administrative investigation.

Chapter 1: The Policing Environment

Summary

The City of Gresham is located in northern Oregon in Multnomah County, immediately east of and adjoined to Portland. Gresham is approximately 23.5 square miles, has an estimated population of approximately 110,000, and is reported as the fourth largest City in Oregon. The police department is authorized for 127 full-time sworn positions and 28 non-sworn staff. Although authorized for 145 positions, the police department has consistently operated well below this level, and at the time of this report, was short approximately 20 sworn positions.

The police department has traditionally been separated into an Operations Division and a Services/Records/Training/Recruitment Division. Based on early observations of the GPDs organizational structure, BerryDunn recommended adjustments, and the City and GPD made these changes during this project.

During this project, BerryDunn determined that a certain amount of underreporting of crime (and service incidents) has been occurring. There is evidence to suggest that this underreporting is due in part to community concerns regarding understaffing of officers, and an overburdened police department.

Data collected and reviewed by BerryDunn reflect substantial CFS reductions as compared to 2007 totals, despite a population increase of 20,000 people over the past 20 years. It is likely that the available data is artificially low, which is a limitation to this study. Going forward, the City and the GPD can improve its overall data through changes in collection and reporting.

Chapter 2: Organizational Leadership and Culture

Summary

The leaders within the GPD have demonstrated a commitment to ensuring that the department is operating in an efficient and effective manner, in furtherance of the public safety mission for the organization in serving the community. Although the GPD has an appropriate mission statement, the department would benefit from developing specific goals and objectives, and a formal strategic plan.

The GPD is a professional organization that prides itself in being ethical and in holding itself and staff members accountable to the community and to each other.

The GPD leadership does not engage a singular operational style but instead uses a variety of styles that are situationally-based, taking into account the individual and task at hand. Staff feel empowered to do their work but have indicated a desire for more inclusivity in operational discussions and decisions that will affect them. The GPD desires to provide an approach to law enforcement that is highly consistent with industry best practices and the components of 21st Century Policing; however, there are areas within the six pillars that would benefit from additional focused attention.² Labor relations within the organization are positive and suggest a collaborative environment, but relationships between the GPOA and the City could be improved.

As with many other police departments, one area where the GPD could improve pertains to communication. Although the GPD has traditionally used a variety of methods to help ensure robust internal communication, some staff indicate this could be better.

One primary area of focus for the GPD involves the need for mentoring, coaching, and developing staff. This is a critical need for the GPD due to staff turnover, limited experience of personnel, and new leadership within the organization. BerryDunn recommends the GPD vigorously pursue a staff development plan and a mentoring program.

Although the GPD has an appraisal system, and it appears better than many BerryDunn has reviewed, some staff indicate discontent with the current system, suggesting it is too generic and falls short of providing the details and structure required to ensure goal development, progress, and monitoring. Although it appears to BerryDunn that the current system might have greater flexibility than what is widely known or understood throughout the department, some improvements might be helpful, particularly if these are done in conjunction with developing and implementing a mentoring program and a personnel development plan. Accordingly, BerryDunn recommends the GPD continue to monitor the appraisal system and, if necessary, work collaboratively with City HR staff on any proposed revisions.

² https://cops.usdoj.gov/pdf/taskforce/taskforce_finalreport.pdf

Through the organizational climate and culture survey, staff identified a number of areas they feel require some attention. Organizational leaders should use this information as a prompt for action to better understand why staff feel this way and to guide internal discussion and decision-making to mitigate any staff concerns. Despite these noted areas, staff were highly complementary of department leaders and co-workers, and demonstrated a desire for professionalism and a high level of service to the community.

Chapter 3: Operations and Staffing

Summary

The GPD is organized in a hierarchical fashion, similar and consistent with other law enforcement agencies. The GPD has three primary Divisions, which are broken into many sub-units. BerryDunn identified a need for the GPD to add executive-level positions to the organization, and has also recommended revising the rank and reporting for those in the IA Unit.

Although the GPD promotes COP, this has been an operational challenge for patrol personnel, who are overburdened with CFS volume and the associated activities. During this project, BerryDunn observed opportunities for the GPD to civilianize positions and to reduce workloads for sworn staff. These adjustments will not only reduce work burdens on patrol but also can provide fiscal relief, because non-sworn staff are generally less expensive than sworn staff.

The primary facility in use by the GPD appears to be supporting department needs, but there are space limitations and there is no ability to expand. The GPD also has a satellite facility in the Rockport neighborhood that is used by staff for various needs, but the facility is not staffed for public interaction. BerryDunn has recommended the GPD staff this facility.

The GPD uses several professional staff to support the Administration Division and Services Division. Staff in these divisions also support other units within the organization. BerryDunn observes that the GPD could benefit from diverting additional administrative responsibilities to professional staff; however, the capacity of the professional staff to absorb additional duties and responsibilities is unclear. BerryDunn recommends the GPD examine professional staff positions, duties, responsibilities, and needs, and consider additional staffing, if appropriate

The GPD has a variety of specialty units that serve various department and community needs. NET is a particularly notable unit. NET is a best-practice example of COP and POP. Due to staffing shortages, the GPD has had to recall sworn officers from several specialty units, including NET. BerryDunn recommends the department evaluate the work of NET to assess whether its efforts may reduce other patrol workloads, sufficient to justify continued staffing of NET, even while the department is struggling with staffing and workload demands in patrol.

Additionally, the GPD should evaluate and rank the operational value of all specialty units, to assess which units support reduced patrol workloads and positive community outcomes. This assessment should aid the GPD in determining which specialty units to re-staff, as additional personnel become available.

The GPD has traditionally had various partnerships with outside law enforcement agencies and other non-governmental organizations, and enjoys strong relationships and a collaborative approach to policing with its partners. However, the GPD would benefit from evaluating each such relationship and any governing MOUs or IGAs, to help ensure consistency with the goals and objectives, and policies and procedures of the GPD and the City of Gresham. In cases where there is no documentation, the GPD should develop it in collaboration with its partners.

The City and GPD have experienced various challenges with BOEC in meeting service demands. These challenges have resulted in long hold times for community members trying to report various incidents, including significant emergencies. BerryDunn recognizes the City and GPD are working with BOEC on this issue, and BerryDunn suggests continued efforts to resolve this issue.

Chapter 4: Patrol Services

Summary

The GPD staffs the Patrol Section with 49 officers who have the primary responsibility for CFS response within the community. These officers are responsible for patrolling the nine designated patrol zones within Gresham.

Due to a variety of factors, the GPD has experienced several staffing vacancies. These vacancies have negatively affected the ability of the GPD to manage CFS volumes, and there is an immediate need to correct this and fill these positions.

Like many departments, certain data, such as report writing time and supplanting volume by non-patrol units are not tracked within the CAD system. Adjusting data-gathering practices in CAD can be an important component of ongoing monitoring of staffing needs and personnel deployments.

In addition to having multiple sworn officer vacancies, BerryDunn's analysis of the GPD workload suggests the need for 16 additional sworn patrol personnel. These additions will optimize patrol staffing and help ensure the GPD is able to respond appropriately to community service demands.

In addition to the need for additional staffing, the current patrol work schedule is limiting the effectiveness of patrol deployments, most notably because it lacks the flexibility to adjust to peak CFS volumes. Adjusting the patrol schedule should aid in balancing resources against service demands, and also provide ancillary benefits such as reduced overtime, and better availability for officers to take time off.

Due to challenges in managing the CFS volume, the GPD had a need to engage an Essential CFS Evaluation process, to identify possible options for methods to mitigate workloads for patrol, and to refer some CFS to more appropriate resources. The result of that process was identification of a need for a more robust alternative service plan and strategy. Additionally, the recommendations from that process include adding eight non-sworn uniformed personnel to staff a TRU and to respond to other field-based CFS that do not require a sworn officer.

Errors by patrol staff in competing NIBRS entries have resulted in additional and unnecessary work for records personnel. Additional training and accountability by supervisors can help correct this issue.

The GPD is not currently using a lethality assessment for DV investigations. The use of a lethality assessment is a national best practice and helps identify potentially life-threatening conditions for DV victims. BerryDunn recommends the GPD implement a lethality assessment protocol.

Although the GPD collects certain contact data and impartial policing data as required by state law, the GPD does not require collection of contact data and entry of this data into its RMS for

all non-consensual police contacts. The lack of this data impedes analysis and monitoring of impartial policing activities for the department.

At present, the process of referring cases for review and assignment by investigations is inefficient. Although there are various components to this process, a key element involves the use of solvability factors within the preliminary investigation process at the patrol level. Using solvability factors helps clarify which cases are potentially solvable, and which are not, and it informs decisions on which cases to activate for investigative follow-up.

The GPD has been experiencing staffing challenges for more than a decade. This has resulted in a certain degree of underreporting of crime and service CFS, and to some extent, frustration from the community. BerryDunn's analysis of all relevant workload data is that the Patrol Section is short by 16 positions, and that filling those positions would optimize the ability of the GPD to respond to the current workload. It is highly likely, however, that the workload BerryDunn analyzed is artificially low, and that the actual number of personnel required to manage it is higher.

Chapter 5: Community Engagement

Summary

The GPD has a strong COP philosophy that has been highly successful in many ways, including building strong relationships with the community. However, COP and POP are not being engaged to their fullest potential within the GPD. There are reasons for this, which include a lack of training and accountability for staff to engage COP and POP, as well as staffing challenges that make doing so difficult. The GPD would benefit from adding deliberate attention, training, and accountability to its COP and POP efforts.

The GPD has a presence on various social media platforms. However, the GPD does not have a dedicated PIO, nor a specific and formal media strategy that aligns with department mission, vision, and goals. BerryDunn has recommended the addition of a full-time PIO/Community Engagement professional, and this person should be integrally involved in the development of a communications plan that serves operational objectives and aligns with the department's overall mission, vision, and goals, and a department-wide strategic plan. This plan should also be developed in collaboration with the GPOA.

As noted in Chapter 4, the GPD should expand its collection of impartial policing data. In addition, the GPD should monitor these data to identify any operational challenges or detrimental community impacts occurring and take steps to remediate those conditions.

Although the GPD enjoys strong positive relationships with the community, there is a pressing need for law enforcement agencies to reform and evolve numerous practices. Co-Production Policing is a model that the GPD can use to strengthen community involvement and influence over the policing practices used to maintain public safety within the City. BerryDunn recommends that the GPD formally adopt a co-production policing philosophy, including implementation of the steps necessary to accomplish this.

Chapter 6: Investigations Services

Summary

The Investigations Section for the GPD is led by a lieutenant and three sergeants, with most investigators assigned to general investigations. Although the GPD provided BerryDunn with an extensive dataset outlining its case assignments for the Investigations Section, and BerryDunn conducted numerous calculations from the data, as represented in this chapter, there were significant limitations in the dataset. These limitations include underreporting of case activations and a lack of use of the RMS to manage assigned cases. These conditions significantly impeded quantitative analysis of workloads for the Investigations Section.

The RMS of the GPD has the ability to track and monitor case assignments and progress for investigations. Interviews with investigators and supervisors indicate varied methods of case monitoring. The GPD is not maximizing the use of its RMS to monitor case assignments, and supervisors are not formally and consistently monitoring cases of investigators within the unit. Fully utilizing this system should provide the GPD with additional data to monitor and analyze investigation efforts and staffing needs.

Current workload volumes, staffing levels, unit structure and assignments, and case triage processes have resulted in a narrow focus for investigative personnel, which has resulted in the inactivation or closure of many solvable cases. BerryDunn has concluded that for more serious crimes, the GPD may have sufficient investigators; although better data may improve these findings. Despite this conclusion, there is an immediate need to add three full-time investigators for the exclusive purpose of conducting non-critical investigations (Part 1 property and all Part 2 crimes).

The GPD should re-contact all victims and reporting parties and advise them of case status when the case is closed, an arrest is made, or when it has been submitted for prosecution. The GPD should utilize automated systems for these notifications whenever possible.

The DA responsible for prosecuting cases for the City regularly rejects cases for prosecution for reasons that are unclear. The GPD would benefit from a standardized case submission process, to help understand reasons for case rejection, and to improve criminal investigation and prosecution outcomes.

Based on a full review of the workloads in the Investigations Section, BerryDunn recommends adding three full-time sworn investigators to manage non-critical investigations. BerryDunn is not recommending the addition of any other personnel to the Investigations Section.

Chapter 7: Operational Policies

Summary

BerryDunn conducted a general and limited review of the GPD policy with regard to its organization, relevance to industry standards, and key policy areas. Based on that review, BerryDunn noted some policy areas in which adjustments should be considered. BerryDunn recommends that the GPD consider making changes to the policy based on the review provided.

Although the GPD policy describes the process for dissemination of policies to staff, including revisions to policy and submitting policy suggestions, there is no formal process or mechanism in place for regularly developing new policies or for making policy revisions on a continual basis. BerryDunn recommends the GPD establish a policy to address this, including the development of a comprehensive policy review committee. Additionally, BerryDunn recommends that the GPD engage the public on major policy considerations or revisions.

The policy review BerryDunn conducted was general in nature, as are the recommendations. None of the information in this section should be considered legal advice, and BerryDunn recommends that the GPD discuss any policy adjustments with its legal advisors prior to adoption and/or implementation.

Chapter 8: Data, Technology, and Equipment

Summary

Although the GPD has significant technology at its disposal, support from IT has been a challenge and there are unmet needs in this area. The GPD can improve this area by engaging the IT department in a technology needs assessment and utilizing the results to outline a strategic plan to meet current and future needs.

Field technology available to the GPD is robust, but due to recent adjustments to its RMS, some of this technology is not functional. This is an area that should be corrected by IT staff, and if necessary, in collaboration with the appropriate software vendors. For additional context, BerryDunn has provided information to the GPD for consideration for field technology use as well as RMS configuration. To help ensure improvements to these areas, the GPD should carefully monitor and track critical functionality needs for technology and the RMS and engage a new technology committee to move these initiatives forward.

The GPD has not intentionally developed data-driven and ILP practices. Implementing these processes and adjusting current protocols and practices concerning ILP would improve service delivery. To assist the GPD in developing a thorough ILP and crime-meeting strategy, BerryDunn has included a white paper that outlines the common elements of these systems in SDIR Appendix F of this report. In addition to ILP practices, BerryDunn recommends the GPD also utilize data from a DDACTS perspective. This process will help focus efforts of field personnel, and contribute to improved outcomes.

Based on staff interviews, the GPD is well equipped and has no immediate equipment or facility needs.

Chapter 9: Training and Education

Summary

The State of Oregon requires that officer candidates complete academy training prior to becoming certified. This pre-certification training can be completed either prior to or after a candidate is hired by an agency. The GPD takes advantage of this opportunity by hiring officer candidates and placing them in a departmental pre-academy to contribute to candidate retention and preparation for success at the regional certification academy. This is a promising practice for which the GPD should be recognized. The GPD sends all officer candidates who are not already certified to the regional certification academy, and following completion of the academy, the GPD provides additional classroom and field training for all new hires.

The GPD Training Unit is responsible for coordinating and providing required in-service training for personnel. The responsibilities of this unit are significant, and they have overwhelmed the lone sergeant assigned to this task. BerryDunn is recommending the addition of one full-time training officer to support this unit.

BerryDunn noted two promising and best-practice training areas for the GPD. First, the GPD has a required problem-solving exercise for all of its new officers entering the PTO program. Second, the GPD has a formalized FST for newly appointed supervisors. Both of these represent industry best practices, and both contribute to improved outcomes for the GPD from its personnel.

Supporting victims and employing trauma-informed approaches have consistently demonstrated the ability to increase victim participation in the criminal justice process while improving outcomes for individual victims, communities in general, and police departments. Interviews with employees revealed there is little to no institutional understanding or appreciation for the concepts of victim-focused and trauma-informed policing. GPD should seek out and obtain victim services and trauma informed policing training for patrol officers, investigators, and non-sworn professional staff.

The GPD provides substantial funding for department training for both pre-service and in-service training. It is clear that the GPD values training, but the department does not have a training plan that clearly establishes a department-wide training strategy. BerryDunn recommends that the GPD establish a strategic training plan.

Chapter 10: Recruitment, Retention, and Promotion

Summary

Like many organizations, the GPD has experienced challenges in recruiting, hiring, and retaining personnel. Attrition has created a critical issue for the GPD, and immediate and drastic action is required to help staff positions within the department, and to help ensure the department can meet public safety demands.

Although the GPD has substantial experience within certain parts of its workforce, the GPD patrol staff reflects lower experience levels due to attrition, particularly from officer separations in recent years.

The GPD has a workforce that is generally representative of the community; however, the percentage of Latino/Hispanic personnel could be improved. Despite the relative diversity balance within the GPD, women are underrepresented. Diversity and gender balance are notably absent within the GPDs supervisory ranks, and this is an area in need of focused attention.

The process for hiring officers within the GPD is similar to most law enforcement agencies, and it follows a natural progression. There are no major concerns with the current hiring process from a validity standpoint. However, timeliness and fail rates might be improved by making revisions to certain steps.

Although the GPD hiring process generally appears to be meeting department needs, there is a need to improve the recruiting efforts of the department. To help ensure that recruiting is a more intentional process, and one that has clear goals and objectives, the GPD should develop and establish a recruiting plan. The recruiting plan should include numerous perspectives and operational components, including analyzing mechanisms for developing retention strategies.

Examining attrition and retention issues within the GPD should cover a broad range of work conditions and include a collaborative effort with City officials to develop strategies to retain personnel.

BerryDunn reviewed the general process involved in department promotions and found that they have not been applied consistently over time. There is no indication this has been intentional; however, having consistent promotional processes helps personnel understand the path to promotion, should they wish to pursue this, and it provides personnel with information critical to their development and eventual readiness for promotion. Accordingly, BerryDunn recommends the GPD work with City HR to develop a consistent policy and practice in this area.

The GPD should establish an authorized hiring level, based on optimization of department activities, consistent with this report. The authorized hiring level should also include and account for annual attrition rates, and hiring should be authorized in advance of projected attrition to help ensure the GPD can maintain optimal staffing levels. The GPD and the City should work

collaboratively on an ongoing basis to monitor and adjust the hiring level to be consistent with attrition rates.

Chapter 11: Internal Affairs

Summary

The GPD has a robust system of professional accountability, which is managed by the IA Unit. This unit is responsible for all serious complaints against officers, and it follows a set of policies in carrying out its function. BerryDunn has made numerous observations and recommendations about the IA policy in Chapter 7 and in this chapter.

The process and practice for filing external complaints is in need of revision. Most notably, persons wishing to file a complaint should have ready access to the materials for making a complaint. Additionally, complainants should have an opportunity to present the complaint through various receiving points, including online and the police department, but also through non-police receiving points such as City Hall, HR, or other possible venues established by the City.

Data regarding IA complaints over the past five years demonstrate a department that is ethical, and committed to holding staff accountable, whether that accountability originates externally or internally. However, it is likely that due to reporting practices, IA data is incomplete in presenting a full accounting of issues and complaints raised, whether external or otherwise. This practice can be easily remedied, and BerryDunn has provided details recommending this.

In addition to a more complete capture of all complaint data, BerryDunn is recommending the GPD publish summary data to the public on the number and nature of complaints, as well as the dispositions. The purpose for this is to improve transparency, and to build and sustain community trust in the IA/Professional Standards process.

BerryDunn also observed that the current IA policy does not include provisions for external investigation of OIS or other high-profile and critical IA complaints. Although Oregon statutes contain certain guiding language, the GPD should adjust its policy to align with state law, and to exceed those requirements, should there be a need to do so.

Another policy observation BerryDunn made concerns the expectation of full disclosure of all investigative materials to any police employee prior to taking a statement from them as part of an IA investigation. This is not a common industry practice and has the potential to impede the effectiveness of the investigation, as well as to inhibit community trust in the IA process. Accordingly, BerryDunn recommends the GPD consider revising this practice.

Again, as noted within this chapter, BerryDunn is aware the GPD has been working on a revised IA policy, although BerryDunn has not reviewed this document. BerryDunn does recommend the GPD review and incorporate any appropriate recommendations from this report into the new policy prior to implementation.

Chapter 12: Conclusions and Recommendations

I. Overall Summary

BerryDunn's analysis of the GPD suggests that leaders are consciously engaged in running the department in a progressive and positive manner, and that those within the organization, from command to line staff, take great pride in providing service to the public. Irrespective of the recommendations provided, BerryDunn found the GPD to be a full-service, community-oriented police agency that has worked hard to respond to increasing service demands, despite ongoing staffing challenges.

In addition to the positive aspects of the work environment observed at the GPD, there are opportunities for improvement, as the recommendations in this report suggest. The four most notable categories of recommendations involve:

- Staffing (including recruiting, hiring, and retention)
- Personnel development
- Policies and procedures
- Technology utilization

Staffing includes the hiring and retention of personnel, the use of non-sworn personnel, and the efficient scheduling and deployment of personnel (particularly sworn staff). There is also the need to improve the use of technology, both as an internal strategy for use of resources and developing operational efficiency, and as a mechanism for engaging alternative methods of incident reporting to mitigate growing staffing needs and service demands.

Maintaining appropriate staffing levels has been a challenge for the GPD. Although the GPD has hired numerous officers in the past five years, various factors have recently contributed to increased attrition. There is a pressing need for the GPD to take significant steps to reduce its attrition rate.

During the course of this study, BerryDunn heard from several staff within the agency that the department is in need of additional personnel. Although BerryDunn agrees that the department would benefit from hiring additional sworn personnel and recognizes this condition has existed for at least a decade, the more pressing needs involve retaining personnel after they are hired and adding non-sworn uniformed personnel to provide immediate capacity for managing workload volumes. Concurrently, and secondarily to the immediate hiring of non-sworn staff, the GPD needs to expedite the hiring of sworn staff to backfill the large number of vacant sworn positions.

Another important staffing aspect for the GPD involves establishing a new *operational minimum* level of sworn staffing for the department, which BerryDunn has established at 149, along with a new *authorized* hiring level of 159. Hiring at 159 sworn positions will compensate for consistent

attrition. These levels will help ensure that optimal operational minimums are maintained, which will lead to the more efficient and consistent delivery of police services for the community. At the same time, there is a need to staff various non-sworn positions, which includes reallocating personnel and adjusting some other duties and responsibilities. These efforts are intended to create operational efficiency and to most effectively utilize the resources allocated to the police department.

In addition to adding staff, there is a pressing need for the GPD to engage in staff development. Several top administrators will retire in the next three to five years, and the GPD will need to backfill those positions. Due to attrition, experience levels within the department are uneven, with a large portion of staff having less than five years of experience. To help ensure that qualified personnel exist for each rank level as vacancies occur, the GPD must engage an intentional and formal personnel development program.

Throughout this report and primarily in Chapter 7, BerryDunn has identified various policy areas for the GPD that require addition or revision. Revising or adding policies is a critical task for the GPD, and given the national focus on policing, now more than ever, it is vital that the GPD include others in this process. BerryDunn recommends that the GPD engage internal and external feedback as it seeks to make policy additions or changes.

In addition to the need for personnel, BerryDunn noted several limitations for the GPD relating to the use of technology. Admittedly, much of these limitations are due to configuration issues with the RMS and other peripheral software and hardware applications. The GPD can realize significant improvements in overall efficiency through the use of technology, and, as with the recommendations in this report related to staffing, BerryDunn strongly recommends working quickly toward these solutions.

As indicated in the beginning of this report, it was necessary for BerryDunn to *freeze* certain conditions in order to conduct this assessment. However, this does not mean that the GPD has been constrained from making various changes during this process. In fact, BerryDunn worked with the GPD during the course of this project to inform key leaders on areas requiring more immediate attention. GPD staff have responded positively in this regard, operating in a process of continuous improvement during the time of this study. Accordingly, some of the recommendations made by BerryDunn have already been acted upon by the GPD, and some others are in queue. At BerryDunn's request, GPD staff have provided a list of these efforts as they relate to the assessment recommendations, and these are outlined in SDIR Appendix B.

It is BerryDunn's sincere hope that this report and the associated recommendations serve to provide positive guidance, and that this report is viewed as a valuable resource, not only for the GPD, but also for the government officials for the City of Gresham, who work together on behalf of the public to provide policing excellence for the community.

II. Staffing Summary

Table 12.1 summarizes the staffing level recommendations from this report. The table lists the recommended adjustments by unit and category and includes a reference to the chapter recommendation.

Table 12.1: Staffing Summary

Position	Chapter and Section	Other Sworn	Investigator	Patrol	CSO	Non-Sworn
Deputy Chief	Ch. 3, Sec. I	1				
Captain	Ch. 3, Sec. I	1				
Internal Affairs Lt.	Ch. 3 Sec. I	*				
Investigations	Ch. 6 Sec. III		3			
Patrol Staffing	Ch. 4 Sec. VIII			16		
PIO/Community Engagement	Ch. 2, Sec. IV					1
Non-Sworn CSOs	Ch. 4. Sec. VII				8	
Training	Ch. 9 Sec. I	1				
Sworn Strength Increase		3	3	16		

*Position promotion, not necessarily a staffing addition.

BerryDunn’s recommendations include adding 16 positions to uniformed patrol and 3 positions to investigations. BerryDunn also recommends reallocation of the addition of 8 non-sworn field response positions. These adjustments will optimize staffing levels in various units and will improve service delivery for the GPD and community.

Based on the overall assessment of the GPD, BerryDunn recommends a minimum operational level of 149 officers; this will require an authorized hiring at a rate of 159 to maintain minimum staffing for the agency. The numbers here reflect the following:

- Current Authorized Sworn Staffing: 127
- Additional Sworn Staffing: 22
- Minimum Operational Level: 149
- Estimated Attrition Rate: 10
- Authorized Hiring Level: 159

These numbers assume an attrition rate that is consistent with historical rates, and not recent unusual attrition rates the GPD has experienced. As the GPD approaches the suggested operational level, it will be important to monitor attrition rates and to adjust the authorized hiring level to match operational needs and to help ensure the minimum operational level of 149 officers is consistently maintained.

The proposed staffing changes and personnel deployment adjustments outlined in this report should result in optimized operations for the GPD. Still, it is up to the GPD and the City, including government officials, to make these determinations and to set staffing priorities. Accordingly, it is possible that after further discussion, the City and the GPD might suggest

modifications to what BerryDunn has proposed. As noted early in this report, BerryDunn feels strongly that final decisions of this nature should be made at the local level, in consideration of the recommendations provided, and BerryDunn encourages the GPD and the City to have these discussions in the interest of making those decisions.

BerryDunn once again thanks the GPD for its partnership and participation in this operational assessment. It is BerryDunn's sincere hope that this report and the associated recommendations serve to provide positive guidance to the City and police department in advancing the delivery of public safety services for the community.

Appendix A: Acronyms

Appendix Table A.1: Acronyms

Acronym	Description
ACS	American Community Survey
AVL	Automatic Vehicle Location
BHU	Behavioral Health Unit
BJS	Bureau of Justice Statistics
BOEC	Bureau of Emergency Communications
CAD	Computer Aided Dispatch
CALEA	Commission on Accreditation for Law Enforcement Agencies
CCF	Citizen Comment Form
CFS	Call for Service
City	City of Gresham
COP	Community Oriented Policing
CSO	Community Service Officer
CVIP	Citizen Volunteers in Policing
DA	District Attorney
DDACTS	Data Driven Approach to Crime and Traffic Safety
DEI	Diversity Equity and Inclusion
DOR	Daily Observation Report
DPSST	Department of Public Safety Standards and Training
DUI	Driving Under the Influence
DV	Domestic Violence
EEO	Equal Employment Opportunity
EVOC	Emergency Vehicle Operator Course
EWS	Early Warning System
FBI	Federal Bureau of Investigation
FMLA	Family Medical Leave Act
FST	Field Supervisor Training
FY	Fiscal Year
GPD	Gresham Police Department
GPOA	Gresham Police Officer's Association

HR	Human Resource
HST	Homeless Service Team
IA	Internal Affairs
IACP	International Association of Chiefs of Police
IGA	Intergovernmental Agreement
ILP	Intelligence-Led Policing
IT	Information Technology
LAP	Lethality Assessment Protocol
LGBTQ	Lesbian, Gay, Bisexual, Transgender, and Queer
MOU	Memorandum of Understanding
MV	Motor Vehicle
NCIC	National Crime Information Center
NET	Neighborhood Enforcement Team
NIBRS	National Incident-Based Reporting System
OAA	Oregon Accreditation Alliance
PIO	Public Information Officer
POP	Problem Oriented Policing
PTO	Police Training Officer
PVO	Police Vehicle Operation
PVO	Patrol Vehicle Operation
RMS	Records Management System
RP	Reporting Party
SCT	Services Coordination Team
SDIR	Supplemental Data and Information Report
SRO	School Resource Officer
SVT	Special Victims Team
TAC	Terminal Agency Coordinator
TRU	Telephone Response Unit
UCR	Uniform Crime Reports
UOF	Use of Force