Law Enforcement Organization of Planning and Research Directors (LEOPRD)

Research, Planning, and Analysis Capacity Case Studies and Models

CNA • LEOPRD Panel

IRV-2013-U-003848
January 2014
Acknowledgements

The U.S. Department of Justice’s Bureau of Justice Assistance and CNA would like to express our gratitude to the following law enforcement agencies (and persons) for their contributions to the case studies in this report: Baltimore County Police Department (Mark Seifert); Philadelphia Police Department (Deputy Commissioner Nola Joyce), Boca Raton Police Department (Erica Reuter and Daniel Alexander), Henderson Police Department (Chief Patrick Moers and Kurt Zimmer), Lowell Police Department (Brenda Bond), and New York’s Operation IMPACT – Schenectady Police Department (Mark Spawn and Chief Brian Kilcullen). We are particularly grateful for the willingness and candor of each law enforcement organization in sharing best practices and lessons learned from its research, planning, and analysis operations. Without these insights, this report could not have been completed.
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Introduction

Few public servants are called upon more than the police to respond to trouble and emergencies, and to secure community safety across a variety of daily problems and situations. To their credit, they respond admirably, effectively, and conscientiously day in and day out. At the same time, police leaders work in very dynamic environments. They face persistent, endemic problems, as well as emerging challenges that require solid evidence to help them to identify “what works” programmatically, procedurally, and administratively. Ideally, police leaders compile this solid evidence base through research, planning, and analysis (R/P/A), but most police agencies do not have strong capacities in these areas. The Bureau of Justice Assistance (BJA), in partnership with CNA and a planning group of policing experts, is working to improve and enhance the R/P/A capacities of police agencies through a project called Law Enforcement Organization of Planning and Research Directors (LEOPRD).

Despite current pressure to reduce or eliminate these research, planning, and analysis capacities, agencies rely on R/P/A to help navigate and adapt to ever-changing crime-related challenges (e.g., political, organizational, social, or economic challenges). By building R/P/A capacities, agencies can improve decision-making and organizational outcomes, including: crime reduction, enhanced collaboration, cost effectiveness, better utilization of technology, increased agency financial resources, and fewer complaints and lawsuits.

LEOPRD Project

In early 2012, BJA convened a planning panel composed of law enforcement executives and research and planning experts (see Appendix A – LEOPRD Panel) to identify effective approaches to better support R/P/A functions within law enforcement organizations of all sizes. This panel has three major courses of action:

1. Develop a tool for agencies to assess their R/P/A capacity.
2. Develop organizational case studies and models that demonstrate how agencies develop and use R/P/A effectively.
3. Provide resources and support to agencies desiring to enhance their R/P/A.
Document Overview

This document fulfills the second LEOPRD course of action. It presents six contemporary case studies reflecting developed and tested approaches to R/P/A. The case studies are categorized according to three major structures in which R/P/A currently appears in law enforcement:

- **Large Agencies** – agencies with more than 250 officers
- **Small/Medium Agencies** – agencies with less than 250 officers
- **Regional Collaboration** – law enforcement agencies within nearby jurisdictions collaborating and sharing R/P/A resources

Each case study provides background on the model and an overview of how it is organized, with special attention to R/P/A activities. The studies then go into detail describing activities and impacts related to the six critical R/P/A functions listed below (see Appendix B – Glossary for detailed definitions).

1. Policy Development
2. Crime Analysis
3. Project Management
4. Research and Projects
5. Allocation/Deployment/Staffing Analysis
6. Planning and Strategy

The LEOPRD panel selected these functions from a list of 49 functions identified in LEOPRD’s “A Guide to Planning and Research Performance Indicators – September 2011” (see Appendix C – LEOPRD R/P/A Functions), as these functions effectively reflect an agency’s overall desired capacity for research, planning, and analysis. Following these case studies are models that extract the key elements of how R/P/A is structured, the benefits that R/P/A provide, how the particular models differ, and examples of specific R/P/A tasks for that model.

Readers will benefit from these case studies and models by learning real world examples of how research, planning, and analysis are integrated in law enforcement organizations of various sizes, as well as the benefits they can provide. These case studies and models also display developed and tested ideas and approaches that are real and attainable to any agency or organization interested in building or enhancing their R/P/A capacities.
Case Studies

Large Agencies

Baltimore County, Maryland Police Department

The Baltimore County Police Department (BCPD) is a large agency serving over 800,000 residents spread over 612 square miles. The department employs 1,862 sworn officers, as well as 236 non-sworn officers, 222 school crossing guards, 29 cadets, and 9 police service officers. The department is organized into 12 precincts.

Research, Planning, and Analysis Functions

Within the BCPD is the Planning and Crime Analysis Unit (P&CAU), represented in Figure 1 on page 4. The P&CAU was created in 2010 by combining the Planning and Research and the Crime Analysis Sections. The P&CAU is responsible for a number of research, planning, and analysis functions. Some activities include: strategic planning, agency accreditation, policy regulation, inspections, and crime and traffic analysis.

There are a number of teams housed within the P&CAU, including the Strategic Planning Team, the Accreditation and Inspections Team, and the Crime and Traffic Analysis Team. These teams interface with other units in the department as necessary.

Below are details regarding how the P&CAU contributes to six critical functions of research, planning, and analysis.

Policy Development

P&CAU is responsible for developing written policy and procedures for the police department, as well as for ensuring compliance with Commission on

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1. The Baltimore County Police Department’s Planning and Crime Analysis Unit provided this information in January 2013 via email and telephone interviews.

Figure 1. Organizational Chart for the Baltimore Police Department – Planning and Crime Analysis Unit
Accreditation for Law Enforcement Agencies (CALEA) accreditation standards. The unit reviews standard operating procedures written by commands to ensure that they do not conflict with department policy and/or CALEA standards. The Commander of the Training Section is the police department’s Accreditation Manager, who is responsible for the overall management of the department’s accreditation; however, the responsibility for the daily management of the program rests with Strategic Planning Team and Inspections Team.

P&CAU also developed and maintains a “line inspection program” to ensure that policies are implemented and adhered to correctly, and to identify any deficiencies in policy or training. Two full-time personnel are dedicated to this program. The inspections range from inspecting reports, facilities, and equipment to overseeing the destruction of sensitive evidence no longer needed (e.g., narcotics, firearms).

**Crime Analysis**

The Tactical Crime and Traffic Analysis Team in P&CAU is responsible for crime analysis activities. In this team, crime analysis is divided into three major teams: tactical crime analysis; traffic accident analysis; and scanning and forecasting.

Tactical Crime Analysis team includes the following activities:

- Reviewing all reports involving robberies, burglaries, and automobile thefts;
- Identifying crime patterns, series, and related trends for administrative action;
- Furnishing information on evolving crime patterns and events to the field for tactical purposes;
- Maintaining detailed tactical crime databases, including incident and suspect histories;
- Using criminal justice information systems to identify suspects and to monitor crime activity associated with recidivistic offenders;
- Preparing Post Car Alerts and Crime Bulletins; and

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3. BCPD has been accredited by CALEA since 1984.
• Providing information about crime to the department and the general public.

The Traffic Accident Analysis team conducts the following activities:

• Identifying locations with a high number of accidents;
• Associating accident locations with causes and contributing factors;
• Identifying locations with high rates of driving while intoxicated/driving under the influence incidents;
• Analyzing traffic stop data;
• Collecting information and data relevant to service populations;
• Serving as a liaison between the analysis team and Traffic Resource Management Unit;
• Releasing reports summarizing traffic problems countywide; and
• Implementing Data-Driven Approaches to Crime and Traffic Safety (DDACTS).

The Scanning and Forecasting team conducts activities related to the LEOPRD function “Allocation/Deployment/Staffing Analysis,” which is described below.

Project Management, and Research and Projects

P&CAU is not involved in the project management function or the research and projects function. The department’s Information Technology (IT) section typically manages large projects. For example, a 9-1-1 facility is currently being built within the agency, and the IT section is managing the facility, technology, research, and procurements.

Allocation/Deployment/Staffing Analysis

The P&CAU Scanning and Forecasting team is responsible for activities related to staffing analysis, and it conducts the following activities:

• Monitoring and reporting on social, political, economic, demographic, and technological changes;

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4. Two LEOPRD critical functions (project management and research and projects) are combined here as they are both functions not conducted by P&CAU.
• Identifying trends and/or conditions that may impact the public’s quality of life or the delivery of police services;

• Forecasting events that have a probability of affecting the citizens of Baltimore County;

• Preparing crime reports, resource allocation plans, Department of Correction reports, redistricting studies, and dispatch plans;

• Researching crime trends, arrest trends, and victimization rates; and

• Assisting on problem-solving projects and strategic planning activities in the department.

Planning and Strategy

BCPD has been operating under a formal strategic plan since 1994. In their 1994 *Baltimore County Police Department Strategic Planning Handbook* ("Handbook"), the BCPD’s Strategic Planning Unit & Technical Resource Group⁵ described seven ways in which their strategic planning effort was different from past planning efforts:⁶

• All planning elements are based on organizational values;

• The plan is focused on specific departmental initiatives;

• Goals are specific;

• Planning is decentralized;

• Reliance is on internal and external data;

• The planning process engages external stakeholders; and

• Planning and reporting are streamlined.

The 1994 Handbook not only described the agency’s goals and objectives, but also the process by which it arrived at those goals and objectives, providing a framework for future strategic planning initiatives.

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⁵ The Strategic Planning Unit & Technical Resource Group was the unit responsible for strategic planning in 1994.

In 2010, the BCPD revisited its strategic plan and developed an updated plan for the years 2011-2015.\(^7\) The BCPD used the following strategy to develop this plan:\(^8\)

- The Chief of Police and Bureau Chiefs established general direction for their commands;
- Command Staff identified strategic issues and developed goal statements;
- Commanders solicited internal and external stakeholder input and reviewed/colllected data used to establish strategic objectives for each goal statement; and
- Specific strategies were developed and implemented as a result of this planning effort.

Within P&CAU, the Strategic Planning Team is responsible for managing this plan and reporting on its status biannually using progress reports submitted twice a year from commanders, and by continually re-evaluating whether objectives are being achieved and progress has been made toward goals.

Other activities related to strategic planning that P&CAU conducts include:

- Monitoring changes in legislation, bargaining agreements, case law, etc. that may have an impact on the department’s policy, and initiating necessary changes;
- Researching new products in law enforcement: Some significant products currently under review include StarChase (a pursuit management system currently being piloted in the department) and the AxonFlex personal body cameras;
- Developing and coordinating committees or task forces to research new products or innovative ways in policing;
- Maintaining and creating all of the department’s forms (e.g., reports, administrative forms);

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7. The final strategic plan included 30 strategic issues with accompanying goals.

• Producing the department’s *Annual Report*; and

• Producing and monitoring the department’s motor vehicle-pursuit report.

**Conclusion**

The Baltimore County Police Department values research, planning, and analysis for many of its policing services and operations. As seen through this case study, the department places less focus on long-term research projects to drive the organizational culture, instead placing more emphasis on impacting daily operations. This approach varies from other departments, such as the Philadelphia Police Department, which is described next.

**Philadelphia, Pennsylvania Police Department**

The Philadelphia Police Department (PPD) is a large agency, serving approximately 1.5 million residents, and employing over 6,600 sworn members and 800 civilian personnel. Charles H. Ramsey was appointed PPD Police Commissioner on January 7, 2008. One of his first efforts was to create and publish “Philadelphia Police Department’s Crime Fighting Strategy,” a document describing PPD’s mission, areas of concern, and strategic plan. An update to this document, “Making Philadelphia a Safer City: 2011 Progress Report on the Crime Fighting Strategy and Five-Year Plan” was published in 2011. These reports can be found at www.Phillypolice.com.

The strategies laid out in these reports were based on an analysis of the nature and extent of crime in Philadelphia, on best policing practices, and on an assessment of the department’s capabilities and resources. Organizational structure was one of the areas addressed. In 2008, Commissioner Ramsey created the Office of Strategic Initiatives and Innovation and appointed Nola M. Joyce as the Deputy Commissioner in charge of that Office. Ms. Joyce reports directly to the Police Commissioner to provide direct communication and impact of R/P/A activities and innovations. This Office was charged to look toward the future and work to position PPD to take advantage of that future, which has recently resulted in the reorganization of this office into the Office of Organizational Services, Strategy, and Innovations.

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Research, Planning, and Analysis Functions

The Office of Organizational Services, Strategy, and Innovations houses seven major units, which are depicted in the organizational chart below (Figure 2 on page 11):

- Strategic Intelligence and Information Sharing
- Planning and Initiatives
- Organizational Communications
- Personnel
- Office of Innovation and Technology
- Organizational Administration
- Organizational Services (Administrative services; communication and information; support services; and training and education services)

The Organizational Services, Strategy, and Innovations Office is dedicated to ensuring that the police department is using and communicating best practices in the law enforcement profession; identifying opportunities for developing its personnel; and pursuing organizational strategies that are guided by relevant and timely data, analytics, and legal policies and procedures. Combining these diverse units under a single command that is charged with looking forward helps to ensure that the department is—and continues to be—a model of excellence in policing. Below are details on how each of these units contributes to six critical functions of research, planning, and analysis.

Policy Development

The Policy and Program Development Unit and the Law and Criminal Procedures Unit contribute to policy development by regularly reviewing current policies and developing/testing new policies. For example, in 2007, there were public concerns about the department’s use of force. An internal review of its use of force policy and procedures indicated that the department had a strong policy. However, in order to ensure that the department was reflecting the best practices both in policy and training, it had an outside national policy organization review and recommend changes to the use of force policies, procedures, and training. As a result, the department updated its use of force directive, improved its Employee Assistance Program by contracting with Penn Behavioral Health, improved its use of force training, and expanded the distribution of and training for less-than-lethal weapons.
Figure 2. Organizational Chart for the Philadelphia Police Department
Crime Analysis

Problem solving is a policing strategy that PPD has institutionalized department-wide. Officers are trained on problem solving and are expected to use this method to develop plans, establish tactics, and make assignments, as well as to work with partners to solve crime and disorder problems. Technical crime analysis activities, such as the creation of intelligence reports, are/will be conducted by the H.I.D.T.A Watch Center, the Real Time Crime Center unit, and the future Delaware Valley Intelligence Center (DVIC), an interagency collaboration.10

Project Management

Project management occurs through a variety of efforts in the department. Personnel throughout units fulfill the role of project managers and are responsible for tracking required work and helping address barriers to progress. For example, skills in project management are used when putting into place new policies (e.g., use of force, misconduct, or corruption) and programs (e.g., employee assistance program or programs for achieving accreditation).

The department (specifically the Strategic Intelligence and Information Sharing unit) displayed effective project management during implementation of the Real Time Crime Center, which required managing a large contract and collaboration with vendors and users to ensure that the delivery of new software happened on time and within budget, while meeting contract requirements. The same is currently true for the construction and opening of the Delaware Valley Intelligence Center.

Research and Projects

The Research and Planning Unit contributes to research and projects by researching and analyzing current conditions, and establishing academic partnerships that support evidence-based police practices. For example, in 2009, the department conducted the Philadelphia Foot Patrol Experiment, in

10. “The primary mission of the DVIC (set to open in early 2013) is to collect, integrate, evaluate, analyze, and disseminate intelligence about all types of hazards, including terrorist threats, criminal activity, and weather events. The DVIC site will bring together federal, state, and local law enforcement agencies in a collaborative effort to provide resources, expertise, and information with the goal of maximizing every agency’s ability to detect, prevent, investigate, and respond to suspicious or hazardous activity.” (http://blog.phillypolice.com, December 19, 2012)
conjunction with the BJA Smart Policing Initiative,\textsuperscript{11} to better understand foot patrols and further develop research partnerships in support of police management. The PPD worked with the Department of Criminal Justice at Temple University to develop an initiative that would test the effectiveness of foot patrol in reducing violent crime. Over 200 new police officers were assigned to 60 foot patrol areas in the summer of 2009 in Philadelphia. Results showed that the use of foot patrols had a 22 percent reduction in violent crime and a 13 percent increase in arrests, compared to the control areas. Foot patrols are now a permanent part of the department’s crime-fighting strategy for reducing violent crime, and the department now has better understanding of the conditions under which foot patrols are most effective.\textsuperscript{12}

\textit{Allocation/Deployment/Staffing Analysis}

The PPD focuses on using data to determine where and when officers need to be working in order to combat crime, which has helped contribute to crime reductions. Changes made based on research and analysis include the identification of 12 districts that accounted for a large percent of crime; an increase in uniform officers in these districts by almost 13 percent; and the creation of a new shift from 8:00 p.m. to 4:00 a.m. (the time period in which the majority of crime occurs) in select districts to combat violent crime.

The department’s Overtime Management Unit,\textsuperscript{13} created in January 2009, is also an excellent example of operational efficiency for staffing. The unit is responsible for providing feedback and oversight for all units, and for maintaining external partnerships with the District Attorney’s Office and the Courts. As a result of these efforts, the department has reduced its overtime expenditures by $16,920,000 since the office was established. The unit has taken a coordinated approach to monitoring the usage of overtime, and it is making a significant difference in how the department is performing.

\textsuperscript{11} More information about the Smart Policing Initiative can be found on the project website: http://www.smartpolicinginitiative.com.


\textsuperscript{13} The Overtime Management Unit is part of the Office of Standards and Accountability under Police Commissioner Charles H. Ramsey.
Planning and Strategy

The Strategic Planning unit contributes to strategic planning by projecting future trends and promoting organizational strategies that are guided by relevant data, analytics, and current legal policies. Most notably, the unit recently conducted a strategic planning effort called PPD-2020. This effort began in 2009 with nine months of data gathering, analysis, and recommendations for piloting selected change efforts. A major consulting company in Philadelphia lent five full-time staff to this effort, and PPD matched them with five dedicated staff. PPD conducted a department-wide survey of all members and held focus groups to identify strengths and challenges. Initiatives were identified and piloted in the 26th Police District. These initiatives included technology improvements, problem-solving training, supervisory training, and performance measurements. An assessment of these pilots resulted in department-wide implementation of initiatives in 2010. Some of the results include an electronic roll call on a 42-inch flat screen, where sergeants can share information such as photos of wanted people in the district, crime maps, intelligence reports, and police service area plans.

Additionally, the effectiveness of license plate readers (LPRs) were tested and resulted in the recovery of stolen cars and arrest of offenders. As a result, 10 LPRs were obtained from the Pennsylvania Auto Theft Prevention Authority.

Finally, the PPD-2020 team worked with other members of the department to refine its problem-solving training, which was approved in 2010 by the Municipal Police Officers’ Education and Training Commission for mandatory in-service training. By the end of 2011, every sworn member received problem-solving training.

The PPD is using PPD-2020 throughout the entire department to achieve accreditation. This requires reviewing every policy and procedure and working with units to bring their practices in line with accreditation standards.

Conclusion

One area of particular strength in terms of research, planning, and analytical capabilities within the Philadelphia Police Department is the integration of these capabilities throughout the department’s entire organizational structure and strategic plan. Both the 2008 and 2011 Crime Fighting Strategy reports detail the use of R/P/A throughout the PPD and in support of each of the department’s strategic goals, policy development, and crime analysis. This
holistic integration of these functions makes PPD an excellent example of a large agency with advanced R/P/A capabilities.

Small/Medium Agencies

**Boca Raton, Florida Police Department**

The Boca Raton Police Department is a medium-sized agency with 198 sworn officers, and 97 civilian staff, serving a residential population of 89,000, that increases to 250,000 during business hours.

**Research, Planning, and Analysis Functions**

Research and planning was formalized as a job function in 2002. At that time, a full-time civilian employee was hired to oversee the function, in addition to managing the Records Section. Since then, the function has shifted to the “Research and Planning Manager” in the Investigative Services Bureau, who also oversees the Crime Analysis Unit (see Figure 3 on page 16 for an organizational chart of the Boca Raton Police Department).

The primary functions of the Research and Planning Manager include: strategic planning; management of agency performance measures and business intelligence; and implementation of intelligence-led policing efforts. Additionally, the person holding the position is expected to research and propose implementing cutting-edge technology, as well as the methodology necessary to do so.

Below are details on how Boca Raton Police Department units contribute to six critical functions of research, planning, and analysis.

**Policy Development**

Policies are developed by the Accreditation Unit. This unit is responsible for recommending and maintaining policies. For new policies, the Accreditation Unit works with an assigned subject matter expert (SME) to jointly develop policies. The Accreditation Unit also ensures that proper formatting is maintained and all accreditation/legal requirements are met in the policy, and that the SME ensures that the policy is practical, applicable, and technically/logistically accurate.

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14. The Boca Raton Police Department provided this information in January 2013 via email.
Figure 3. Organizational Chart for the Boca Raton Police Department
The Research and Planning Manager is not directly involved in policy development and only interacts with policy development when policies emerge from larger projects. For example, a current project to form partnerships with the community for surveillance is under way. The current Research and Planning Manager is participating in policy development for this plan, as she has direct involvement in the procedures that are being created. Routine policies, such as uniforms and arrest procedures, do not involve research and planning.

*Crime Analysis*

A three-person Crime Analysis Unit, under the direction of the Research and Planning Manager, is charged with creating daily presentations of the latest arrests, crime statistics, trend analysis, and department performance for staff review.

*Project Management*

The Boca Raton Police Department has a project-management system that was developed and is facilitated by the Research and Planning Manager. The project-management system generates lists that are reviewed weekly to ensure that projects are running on schedule and are properly documented. The current system includes a Microsoft® SharePoint tracking system for custom action items. The police department is currently evolving this system, and, in December 2012, it began utilizing Microsoft® Project software.

The Research and Planning Manager meets with project teams and organizes their project digitally, while guiding the teams to project deadlines and milestones. Once properly planned, projects will be reviewed monthly for obstacles, budget issues, and time management to readjust the plan as the project develops.

*Research and Projects*

Research and projects are assigned to the Research and Planning Manager as deemed appropriate. Examples of past projects include impact studies for local university expansion and commercial development, personnel allocation studies, sick-use analysis, and feasibility studies for revenue-generating programs, such as direct alarm monitoring.
Allocation/Deployment/Staffing Analysis

The Research and Planning Manager has completed department personnel studies in the past, but this task is currently assigned to a lieutenant who utilizes the Northwestern University Center for Public Safety scheduling and manpower-allocations model.\textsuperscript{15} The department has sent staff to Northwestern University to learn the models (including guidelines for effective scheduling and performing proper personnel allocations), and this knowledge has been shared across the department.

Planning and Strategy

The Boca Raton Police Department differs from many agencies based on the heavy emphasis it places on performance measures and intelligence-led policing. All sections of the department review their performance statistics daily as a part of their roll calls (or briefings) to determine if the components and individuals are providing an appropriate level of service. All indicators are reviewed at the department level monthly. When anomalies are detected, the Research and Planning Manager provides explanations and recommendations.

Conclusion

Given the explosive growth of information technology, the tools available for analysis, and the importance of effective data integration, the Boca Raton Police Department recognizes the importance of the Research and Planning Manager and the Crime Analysis Unit. When feasible, the department anticipates future growth will occur in R/P/A.

Henderson, Nevada Police Department\textsuperscript{16}

The City of Henderson Police Department serves over 277,000 residents, covering 105 square miles. The department is authorized 389 sworn police officers, 83 corrections officers, 6 animal control officers, 168 school crossing guards, and a civilian staff of 162. The department is organized into 3 patrol division commands, Special Services, Investigative Ser-

\textsuperscript{15} More information about the Northwestern Universities’ models for police allocation and work scheduling can be found on their website: http://www.scs.northwestern.edu/program-areas/publicsafety/shop/productsByCategory.asp?intCatalogID=3.

\textsuperscript{16} The Henderson Police Department provided this information in July 2013 via email.
vices, Technical Services, Animal Control and Corrections divisions. Patrick Moers is the current Chief of Police.

Research, Planning, and Analysis Functions

Assigned directly to the Deputy Chief of Support, is the Planning and Analysis Bureau (PAB) situated as shown on the organizational chart on Page 20 (Figure 4). The PAB was created in January 2008, and includes the budgetary/financial functions, grants administration, task force administration, asset forfeiture management, staff complement, strategic planning, performance measures, project management, and the crime analysis function.

Following are details on how the Planning and Analysis Bureau contributes to six critical functions of research, planning and analysis.

Policy Development

Anyone in the police department may propose a new policy. To do so, department personnel use a form (HP189) to summarize their suggestion, as well as, attach a draft policy (no particular format). These submissions are sent through their chain of command. When a submission reaches a Captain, it is sent to the Office of Professional Standards. They review and research the propose policy to see if the department already has a similar policy, if the policy meets accreditation standards, and if it is feasible. Next, the proposed policy is revised and written in the accepted policy format, and placed on a Microsoft® Sharepoint blog for 30 days for all department personnel to review and comment. Revisions (if any) are then made and the revised policy is reviewed by the initiator and presented at a Management Team meeting for open discussion. Lastly, the Chief will then approve, reject or table for further review.

Crime Analysis

Analysts assigned to the PAB work in two roles – as Crime Analyst and as Criminal Intelligence Analyst (CIA). One analyst is embedded in the Southern Nevada Counter Terrorism Center, focusing on homeland security and regional crime collaboration. The two remaining analysts direct their attention to jurisdictional and cross border crimes and statistical data analysis. The CIA’s duties extend beyond the departments’ borders through their assignments to multi-jurisdictional and federal task forces. All analysts are involved in facilitating a quarterly regional CompStat meeting, which is attended by all major law enforcement agencies in southern Nevada.
Figure 4. Organizational Chart for the Henderson Police Department
**Project Management**

Each element of the department’s Strategic Plan is entered onto a Strategic Management application, which also serves as a project management tool. Progress of each project is closely monitored and reported on at monthly management meetings by the PAB. New projects and proposals are introduced to the Department’s Command staff through their Performance Improvement Template process. Through this process, any department employee can submit a recommendation to the management staff, where it is posted on a department-wide blog for input from all members. Research is conducted, and if feasible, it is entered onto the management application for implementation (as well as the Department’s Strategic Plan).

An Administrative Analyst researches, submits applications, and administers all active grants for the Department. This analyst sits on the state homeland security grant and award committee, and represents the Department’s interests in acquisition of federal homeland security funds. Extensive research was conducted by this analyst to create a business plan and procure grant funds for the creation and development of a law enforcement training facility. The El Dorado Valley Regional Training Center is a multi-year project which will be monitored throughout its development by the PAB. Management of task forces, from review of memorandums of understanding and inter-local agreements, through invoicing and monthly reporting, to closure, is conducted by this office.

**Research and Projects**

The Planning and Analysis Bureau assumes the lead role in identifying and developing the Police Department’s key performance indicators and the Divisions and Bureaus within the Department key performance measures. PAB then facilitates monthly meetings with commanders and management team members to review those measures and indicators. In addition, PAB has created dashboard graphs and charts for daily monitoring.

Another performance tool used by the department through PAB is participation in the Benchmark Cities Coalition (BCC). This is a defined group of twenty-nine police departments throughout the country, who submit a comprehensive survey yearly, and meet once a year for a summit discussion. The BCC shares best practices with each participating law enforcement agency as well as some outside solicitors. Three of these departments (including Henderson Police Department) had been selected by *Forbes Magazine* in the top ten safest cities in the United States.
 Allocation/Deployment/Staffing Analysis

The PAB’s Senior Administrative Analyst manages the Department’s staff complement. This assignment includes the coordination of transfers and special orders with the City of Henderson Finance and Human Resources Departments, and the allocation of general fund and sales tax funded police officers. Performance evaluations of all Department personnel are accomplished through HALOGEN online software, administered and maintained by this analyst. The analyst insures that each element of an evaluation, along with individual goals are directly associated with the Department’s Strategic Plan.

Planning and Strategy

The creation and development of the Henderson Police Department’s Strategic Plan was facilitated by the Planning and Analysis Bureau. The plan is a living document where all goals, objectives and strategies have been reduced to assigned tasks throughout the police department. All goals and objectives of the Department’s Strategic Plan must align with the City of Henderson’s Strategic Plan.

Conclusion

The Henderson Police Department’s Planning and Analysis Bureau plays an integral role in all aspects of policing operations and administration, as well as the Department’s partnership with the City of Henderson and it’s residents. In many respects, the HPD’s commitment to achieve premier status as a police department, becomes the responsibility of the PAB. A balance has been achieved between the daily operations and the long range planning, lending stability to a dynamic and developing administration.

Lowell, Massachusetts Police Department\(^{17}\)

The Lowell Police Department (LPD) serves over 106,000 citizens and employs 225 police officers and 95 civilians.

LPD is an agency that has placed great value in research, planning, and analysis. In 1998, the department established a Research and Development Unit to foster innovation and to leverage resources for public safety efforts. LPD transformed itself into a

\(^{17}\) The Lowell Police Department’s Research and Development Unit provided this information in January 2013 via email.
dynamic, modern, flexible, productive, and analytical organization. The Research and Development Unit helped the department to secure well over $20 million in external grant funds over 13 years, while spending less than $2 million to staff and support the unit over the same period.

**Research, Planning, and Analysis Functions**

The LPD organizational structure is aligned under three major bureaus: Operational Services, Support Services, and Administrative and Research and Development Staff. The complete organizational chart is reproduced in Figure 5 on page 24.¹⁸

Below are details on how the department contributes to the six critical functions of research, planning, and analysis.

**Policy Development**

The LPD has entered into a contract with North East Police Accreditation Consultants (NEPAC), LLC to revise and restructure the Policy and Procedure manual to be in line with CALEA standards. An executive-level working group has been assigned the task of working directly with NEPAC to go through each policy and review and edit it to confirm that it fits the needs and guidelines of the LPD. The group also reviews the policies to verify that they do not violate any of the union contracts.¹⁹

Policies are created and/or revised out of the Police Superintendent’s Office, many of which are driven by best practice reviews for operations or police department management. Research and Development staff members have been directly involved in the policy and procedure revisions, working closely with NEPAC as part of the internal executive-level working group to ensure that policies reflect the LPD’s vision and mission.

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¹⁸. This organizational chart is available online: http://lowellpolice.com/about_lpd/Organizational_Chart%202_09.pdf (last accessed January 11, 2013)

Figure 5. Organizational Chart for the Lowell Police Department

Superintendent
Kenneth Lavallee

Operational Services Bureau
Deputy Superintendent
Arthur Ryan, Jr.

North Sector
Captain T. Kennedy

Platoon 1
Captain T. Meehan
Lts. Potvin & Dowling

Platoon 2
Captain K. Staveley
Lts. Kilbride & Busby

Platoon 3
Captain R. Humphrey
Lts. Kilmartin & Slopes

Directed Patrol Units
Lt. Crowley

Traffic
Sgt. Coyle
Animal Control
Housing
On-Call Units

West Sector
Captain W. Taylor

Operational Support
Lt. Hodgdon

SROs
Sgt. Dolan
Community Response
Sgt. LeBlanc
Warrant Apprehension
Sgt. Orten

Professional Standards
Captain K. Richardson

Training
Lt. Lafortune
Lowell Police Academy

Professional Standards
Lt. Laurence

Sgt. O’Neill
Accreditation

Quartermaster
Officer Keefe

Administrative Services
Captain J. McPadden

Detail
Sgt. Morrell
Records and Detention

Professional Standards
Lt. Lafortune

Communications/E911
C. Ouellette

Police Prosecutor
Sgt. Boyle

Firearms & Licensing
Officer Evans-Witts

Administrative Staff
Administrative Officer
Research & Development
Support Staff

Investigative Services
Captain J. Webb

Criminal Investigations
Lt. Rosier

Special Investigations
Lt. Golner

Evidence Section
Sgt. Latham

Taskforces
Sgts. Daly & Santos

Family Services
Lt. Buckley

Community Liaisons
Safety & Prevention
Volunteer Program

Crime Analysis
Sgt. Lombard

Finance Director
Joan Gendron

MIS
Officer Withcombe
Crime Analysis

LPD has a designated Crime Analysis Unit that assists police with determining who is doing what, to whom, and how. The unit focuses on providing timely and significant data relative to crime patterns, with a daily focus on three forms of analysis:

- **Tactical analysis**, which identifies specific and immediate crimes in order to respond quickly in the field;
- **Strategic analysis**, which monitors long-range problems and usually includes statistical summaries; and
- **Administrative analysis**, which provides crime-related data for grant writing and City Council reports.

The Crime Analysis Unit also participates in three distinct kinds of crime analysis:

- **Intelligence analysis** – Collecting data regarding who associates with whom. This analysis concentrates on the relationships among individuals or collectives that are suspected as participating in criminal activities such as narcotics rings and gangs.
- **Operations analysis** – Examining how an agency utilizes its resources, such as conducting a workload analysis in order to redistrict response areas.
- **Investigative analysis** – A focused type of analysis often used when investigating serial homicides and rapes. This kind of analysis examines crime scene evidence in order to develop a psychological profile of the offender.\(^{20}\)

The unit shares its analysis internally in the department (e.g., CompStat) and externally (e.g., neighborhood meetings and city council presentations) through the creation of daily bulletins that highlight suspects, repeat offenders, hot spot maps and crime trends; formal reports; and/or responses to requests for data.\(^{21}\)

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Crime Analysis Unit analysts have assisted the LPD by providing useful information on gang and drug issues throughout the city and northeast region, for example. Analysts prepare for and participate in the department’s biweekly CompStat meetings and are valued, as described by the department: “Analysts are essential to the LPD’s overall mission, as they allow the department to effectively deploy officers to hot spot locations and ensure that the LPD is implementing data-driven approaches to proactively prevent crime.”

Project Management

As a liaison between police leadership and operational divisions, the LPD’s Research and Development (R&D) Unit manages a significant number of projects in conjunction with various departmental managers. Most grant-funded projects are managed by a Unit staff member and the operational manager (e.g., Captain or Lieutenant), who oversee the unit or bureau involved in the grant project (e.g., Family Services Unit, Gang Unit). Non-grant-funded projects follow a similar project-management structure.

R&D staff members meet with relevant managers in the planning of projects to ensure that new programs or practices are appropriately developed for successful implementation. R&D staff then work closely with operational contacts in the implementation and monitoring of projects. Almost all of the LPD’s projects involve some form of evaluation or assessment, either conducted internally, or in collaboration with close academic research partners.

Because R&D staff members are considered part of the executive team of the LPD, project status and management issues are discussed regularly to ensure that they are on the path to successful implementation.

Research and Projects

The R&D Unit has a mission “to coordinate, develop, and disseminate our grant, research, and planning and evaluation data for the Lowell Police Department.” The unit focuses on staying abreast of ongoing progress, as well as developing information, strategies, and other tools to further the LPD as a learning organization.


The unit consists of the Director of R&D, a Program Manager, and a Grant Writer. The Director oversees all staff within the Unit. These individuals are tasked with obtaining and managing all state, federal, and private grant funding. In 2011, the members of the Unit secured $2.48 million in grant funding and currently manage over $5.45 million in grants that have been obtained in the past several years. Additionally, the R&D staff has been responsible for implementing outreach programs, managing social media initiatives, conducting strategic planning sessions, assisting with the budgeting process, researching best practices within law enforcement, and producing the Annual Report. Some specific activities include the following:

- Holding quarterly meetings with city and non-profit partners;
- Monitoring grant funds and using IBM® SPSS Statistics to evaluate their effectiveness;
- Evaluating the effectiveness of the programs implemented within the department to ensure that they are meeting expectations;
- Compiling Requests for Proposals for subcontractors, and working with the Law Department to execute contracts for grant partners;
- Partnering with researchers from Suffolk University and the University of Massachusetts in Lowell;
- Attending a variety of meetings, including the Lowell Youth Development Collaborative, the Greater Lowell Ex-Offender Reentry Partnership and the Youth Council;
- Working closely with the School Resource Officers to implement the PACT360 program and
- Publishing annual reports.

Grant funds have allowed the LPD to implement several innovative initiatives, including a hot spot policing initiative, a program to address repeat domestic violence offenders, a Smart Policing Initiative project targeting drugs and drug-
related crime,\textsuperscript{27} and a gang/youth violence prevention program. Each of these programs has yielded positive, crime-reducing results.\textsuperscript{28}

\textit{Allocation/Deployment/Staffing Analysis}

The Crime Analysis Unit assists with the deployment of the patrol force to curtail and contain criminal activities.\textsuperscript{29} The unit prepares the crime data for the biweekly CompStat meetings. The data consists of the crime committed during the previous two weeks. These meetings include the LPD Command Staff, LPD Specialized Units, the City’s Inspectional Services department, the Middlesex District Attorney’s Office, the Chief Ranger for the Lowell National Historic Park, and the University of Massachusetts’s Lowell Police Department.

During the CompStat meetings, the Crime Analysis Unit presents the crime data to the group, at which time participants discuss deployment decisions, how the partner agencies can assist, and problem-solving techniques. In addition, the unit works with the Sector and Shift Captains on a regular basis to discuss problem areas, crime patterns, and potential suspects of the crimes.

\textit{Planning and Strategy}

Since 1994, the LPD has engaged in numerous strategic planning efforts. These efforts have included internal and external stakeholders. The outcomes of these various efforts include the adoption of community policing, the integration of problem-oriented and problem-solving policing, and a focus on training, legitimacy, and recent attention to the adoption of evidence-based practices.

Most recently, the LPD conducted focus groups with staff of all ranks and positions to gather suggestions and feedback about the direction of the LPD and the activities that would facilitate movement in that direction. The results are a concise roadmap of where the LPD is going and what the organization intends to focus on in the coming years. This strategic plan has become an important

\textsuperscript{27} More information about the Lowell Smart Policing Initiative can be found on their site page: http://www.smartpolicinginitiative.com/SPIsites/lowell-massachusetts-phase-i

\textsuperscript{28} The Lowell Police Department grant application can be viewed online here: http://lowellpolice.com/pdf/FY2012-Jag_Project.pdf (last accessed January 29, 2014).

reference point in the LPD’s current Smart Policing Initiative, funded by the BJA.

Conclusion

Advances in the LPD since implementing its Research and Development Unit include sustained reductions in reported Part I Uniform Crime Report crimes for over 10 years, remarkable advances in police-community relations, successful engagement of outside agencies to collaborate on crime-prevention and crime-reduction efforts, enhanced crime analysis, improved relationships with city government, and reductions in citizen complaints to Internal Affairs. A culture of experimentation, change, and success in the LPD has been institutionalized in a way that would not have been possible without the formal and professionalized contributions of this R&D Unit.

Regional Collaboration

New York’s Operation IMPACT – Schenectady Police Department

Operation IMPACT

Operation IMPACT of the New York State Division of Criminal Justice Services (DCJS) began in 2004. This initiative supports strategic crime-fighting and violence-reduction initiatives of law enforcement agencies in 17 counties outside of New York City.

As a highly focused initiative, with a strong emphasis on law enforcement partnerships, crime analysis, intelligence development, and information sharing, Operation IMPACT is an example of how research, planning, and analysis capabilities can be shared and enhanced.

32. A video on the research, planning, and analysis operations for Schenectady Police Department can be viewed online at: http://www.youtube.com/watch?v=EDPgLsS5q18&feature=youtu.be
33. The following counties participate in Operation IMPACT: Albany, Broome, Chautauqua, Dutchess, Erie, Monroe, Nassau, Niagara, Oneida, Onondaga, Orange, Rensselaer, Rockland, Schenectady, Suffolk, Ulster, and Westchester.
34. These 17 counties account for 80 percent of the crime upstate and on Long Island.
across law enforcement agencies within a region. Key principles of Operation IMPACT include:

- Information sharing and partnerships among law enforcement agencies;
- Intelligence-based policing;
- Timely use of accurate crime data; and
- Involvement of community organizations.\textsuperscript{35}

**Partnerships and Collaboration**

The core of Operation IMPACT is strong, solid law enforcement partnerships from which to draw resources, expertise, and assistance. Each of the 17 Operation IMPACT counties has partnerships of representatives from all levels of law enforcement.\textsuperscript{36}

In addition, Operation IMPACT law enforcement agencies share information and intelligence among one other. This includes information about persistent crime problems, areas with the highest volume of crime, current investigations, and more. This concept, although seemingly simple, has served to break down barriers that have existed among law enforcement agencies for decades. While information sharing first began with partners only exchanging information at monthly Operation IMPACT meetings, it has now evolved to near-daily sharing of intelligence and information through regular joint operations and details, shared databases, intelligence bulletins, and more.

**Research, Planning, and Analysis Functions**

With information sharing is a primary principle of Operation IMPACT, not all six of the critical LEOPRD functions are directly impacted by this initiative. However, crime analysis has proven to be the strongest component of the initiative.


\textsuperscript{36} Outside agencies include: New York State Division of Parole; Office of Probation and Correctional Alternatives; New York State Office for the Prevention of Domestic Violence; New York State Police; New York State Liquor Authority; the Federal Bureau of Investigation and the Bureau of Alcohol, Tobacco, and Firearms and Explosives; U.S. Attorney’s Offices; and U.S. Border Patrol.
Crime Analysis

The sharing of crime information is a critical component of Operation IMPACT. The DCJS Crime Reporting and Data Quality Unit assists participating law enforcement agencies, resulting in the expansion and improvement in the quality of crime data. Operation IMPACT agencies also submit a shooting incident and victim report to DCJS monthly so that this important measure of crime can be tracked.

In addition, all 17 agencies use the field intelligence concept to facilitate regular information sharing. Almost every participating Operation IMPACT law enforcement agency has assigned a field intelligence officer (FIO) who works to obtain as much intelligence as possible through the regular debriefing of arrestees, probationers, parolees, inmates, and other persons of interest. Unlike interrogation, debriefing is an interview method used to obtain actionable intelligence (information that might prove useful in solving other, unrelated crimes and that paints a more complete picture of the crime conditions within a given jurisdiction). In nearly all 17 counties, the various FIOs work closely together, in some instances even becoming a standalone unit. They coordinate the gathering of criminal intelligence based on the particular crime trends of the previous week or month. This maximizes their effectiveness, as the team is then able to determine the exact topic and population to target when conducting their debriefings. For instance, if crime analysis indicates that a cluster of burglaries has occurred in a particular area, the probation and parole FIOs, in concert with the police department and sheriff’s office FIOs, might debrief all of the people under supervision for a charge of burglary or those that live in the cluster area. The FIOs share all of the information they obtain with patrol, investigative, supervisory, and command staff to enhance their ability to conduct day-to-day operations.

Other Critical R/P/A Functions

With increased collaboration and information sharing, Operation IMPACT agencies are more capable of effectively integrating R/P/A into policy development, staffing analysis, research and projects, and strategic planning. For example, as the quality and timeliness of the crime data improves, Operation IMPACT agency executives have begun to use the data to make informed decisions about when, where, and what type of resources to deploy in response to the patterns and trends revealed through the analysis of crime. Furthermore,
every Operation IMPACT chief or designated command staff member meets frequently with other staff members to review recent crime trends and strategically develop plans to address those trends.

**Schenectady Police Department**

As part of Operation IMPACT, the Schenectady Police Department has received funding to hire a crime analyst, and—because the department recently deployed the DDACTS strategy—it has been able to leverage additional resources for analysis. A few years ago, the department had approximately one hundred staff hours for analysis in any given week, with about 2.5 full-time employees. However, due to recent resource cuts, the department now has about 40 hours of analysis. Through Operation IMPACT and the department’s decision to use the DDACTS strategy, it has been able to leverage additional resources and dedicate around 70 hours to analysis in any given week.

Chief Brian Kilcullen noted the benefits of Operation IMPACT and DDACTS on the department’s crime analysis capabilities: “It’s telling us where we need to be and when to address the issues we want to address. We could not this do without our analysis. Prior to [Operation IMPACT], using real crime analysis was anecdotal, talking to various commanders and asking, ‘Hey, what’s going on in your neighborhood?’ Without having analysis, without producing the maps, and without identifying the hot spots (when and where they’re occurring), it would be difficult.” Such analysis has allowed the department to reorganize shift hours. Analysis showed that the set hours (back half of the shift) dedicated for Operation IMPACT were not effective; thus, they shifted it to the front half of the shift when there is more foot traffic, giving officers more opportunity for interaction. The department has had great results with this change, which has resulted in additional arrests and recoveries of handguns.

**Crime Analysis Centers**

New York State also funds four Crime Analysis Centers (in Albany, Erie, Monroe, and Onondaga Counties), which build upon partnerships established under Operation IMPACT and expand the key philosophies—accurate use of timely crime data, and the use of technology to complement and enhance traditional crime-fighting strategies—to all law enforcement agencies in the counties they serve.

37. For this information, LEOPRD panel member Mark SPAWN conducted one-on-one interviews the week of January 14, 2013.
The centers use software programs to create links between crimes, suspects, telephone numbers, and other data from the various agencies within the counties. They also employ mapping software that provides a regional picture of where crime is being committed. These tools, combined with data drawn from numerous databases and records management systems from law enforcement agencies in each county, allow center staff to provide local law enforcement agencies with a wealth of information to solve—and prevent—crime.

**Conclusion**

Operation IMPACT has given law enforcement agencies in the state of New York the ability to harness numerous resources that they may not have internally. Individual agencies can offer different perspectives, skill sets, and resources to law enforcement. In addition, partnerships allow resources to be coordinated, avoiding the potential for having two different agencies expend time, money, and effort on the same offender or incident. Such collaboration through Operation IMPACT has played an important role in making New York the safest large state in the nation, and the fifth safest overall, behind only a handful of relatively small states. Over the past 16 years, the crime rate in New York State has decreased 61 percent, and violent crime is down 63 percent.38

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Research, Planning, and Analysis Models

Key characteristics common to law enforcement agencies using R/P/A in large, small/medium, or regional collaboration models are discussed below. These are provided for comparative purposes so as to illustrate how essential elements of R/P/A can be incorporated into one’s own law enforcement organization and operations.

Large-Agency Model

Structure of R/P/A Functions

The following are common elements of the structure of R/P/A in large-sized agencies:

- Overarching unit with multiple sub-units that collaborate and share information (e.g., Baltimore Police Department’s Planning and Crime Analysis Unit, or Philadelphia Police Department’s Office of Organizational Services, Strategy, and Innovations)

- Executive-level person overseeing R/P/A activities and in direct communication with the Police Chief, Commissioner, Sheriff, or Executive decision-maker that supports R/P/A.

- Dedicated full-time personnel, resources, and capabilities

- Participation (and possibly leadership of) regional collaborations, and collaboration with state/federal resources and professional associations

Benefits of Large-Agency Model on R/P/A

The following are some benefits to R/P/A in large-sized agencies:

- Conduct continuous formal assessments of strategic plans and goals (i.e., part of the organizational process/not done on an ad hoc basis)

- Engage in forward-thinking strategic planning initiatives

- Address stakeholders concerns

- Learn best practices from other agencies nationwide

- Provide assessments of agency policies, programs, and plans

- Improve application of policing methods and technology
• Develop and evaluate agency missions and goals

**Differences from Other Models**

The following are differences for R/P/A in large-sized agencies versus the other models:

• Centralized R/P/A units with sub-units and full-time staff

• Significant in-house resources and capabilities

**Example Tasks**

**Table 1. Example R/P/A tasks for Large Agencies**

<table>
<thead>
<tr>
<th>Critical R/P/A Function</th>
<th>Example Tasks</th>
</tr>
</thead>
<tbody>
<tr>
<td>Policy Development</td>
<td>• Policy regulation</td>
</tr>
<tr>
<td>Crime Analysis</td>
<td>• Crime/traffic/intelligence analysis</td>
</tr>
<tr>
<td>Project Management</td>
<td>• Strategic mapping</td>
</tr>
<tr>
<td>Allocation/Deployment/Staffing Analysis</td>
<td>• Patrol allocation</td>
</tr>
<tr>
<td>Research and Projects</td>
<td>• Inspections</td>
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<td></td>
<td>• Program evaluation</td>
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<tr>
<td>Planning and Strategy</td>
<td>• Grant writing</td>
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<td></td>
<td>• Long-term strategic planning</td>
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<td></td>
<td>• Regular reviews of strategies and progress</td>
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<td></td>
<td>• Forecasting</td>
</tr>
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<td></td>
<td>• Program development</td>
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</table>

**Small-/Medium-Agency Model**

**Structure of R/P/A Functions**

The following are common elements of the structure of R/P/A in small/medium-sized agencies:
• A single person (often the Chief) or small group of personnel perform most of the work

• Generally the unit is not stand-alone; it works with other units to share information (e.g., crime analysis, grant administration, accreditation, or budget unit/personnel)

• Cross-trained personnel (e.g., planner/information systems manager; dispatcher/crime analysis; traffic services officer/grant administrator)

• Resources leveraged from regional partners (e.g., crime/highway safety; alcohol-related crashes; Delaware Checkpoint Strike Force)

**Benefits of Small-/Medium-Agency Model on R/P/A**

The following are some benefits to R/P/A in small-/medium-sized agencies:

• Provide real-time checks of key indicators in an agency

• Address internal and external stakeholders concerns

• Learn best practices from other agencies/departments

• Provide assessments of agency policies, programs, and plans

• Collaborate better with constituents

• Improve application of policing methods and technology

**Differences from Other Models**

The following are differences for R/P/A in small-/medium-sized agencies versus the other models:

• Reliance on regional planning units and on crossjurisdictional planning and research

• Reliance on professional associations or state/federal agencies to keep abreast of trends, laws, technology, policy, and standards (e.g., Police Executive Research Forum, IACP, National Sheriff’s Association, CALEA, National Institute of Justice, BJA, or local Criminal Justice Planning Councils)

• Greater dependence on “reactive planning”

• Utilization of constituents (e.g., community) as partners in planning
Example Tasks

Table 2. Example R/P/A tasks for Small/Medium Agencies

<table>
<thead>
<tr>
<th>Critical R/P/A Function</th>
<th>Example Tasks</th>
</tr>
</thead>
<tbody>
<tr>
<td>Policy Development</td>
<td>• Policy regulation</td>
</tr>
<tr>
<td>Crime Analysis</td>
<td>• Addressing community problems</td>
</tr>
<tr>
<td>Project Management</td>
<td>• Strategic mapping</td>
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<tr>
<td>Allocation/Deployment/Staffing Analysis</td>
<td>• Patrol allocation</td>
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<tr>
<td></td>
<td>• Deployment studies</td>
</tr>
<tr>
<td>Research and Projects</td>
<td>• Engaging in social media</td>
</tr>
<tr>
<td>Planning and Strategy</td>
<td>• Grant writing (may team up with other agencies)</td>
</tr>
</tbody>
</table>

Regional Collaboration Model

Structure of R/P/A Functions

The following are common elements of the structure of R/P/A in regional collaborations:

- Multiple law enforcement agencies (typically small-/medium-sized) coordinating and sharing information

- Collaboration with other agencies in the jurisdiction (e.g., Probation and Correctional agencies; the city attorney’s office, public works, universities, educational groups, community groups, unions)

- Collaboration with state and federal agencies (e.g., State Police services; the state liquor authority; the Federal Bureau of Investigation; the Bureau of Alcohol, Tobacco, and Firearms and Explosives; U.S. Attorney’s Offices; U.S. Border Patrol)

- Formation of fusion centers or crime analysis centers

- Formation of specific personnel/task teams across jurisdictions (e.g., Field Information Officers from 17 different counties of New York’s Operation IMPACT)
Benefits of Regional Collaboration Model on R/P/A

The following are some benefits to R/P/A in regional collaborations:

- Enhance and expand ideas and resources (e.g., technology, skill sets, personnel)
- Attain greater awareness of crime throughout the jurisdiction, possibly leading to the identification of unknown crime trends
- Prevent duplication of efforts, cost, and time
- Collaborate and gain buy-in from multiple executives

Differences from Other Models

The following are differences for R/P/A in regional collaborations versus the other models:

- Similar to small/medium-sized agency model
- Reliance on regional planning units and on cross-jurisdictional planning and research
- Reliance on professional associations or state/federal agencies to keep abreast of trends, laws, technology, policy, and standards (e.g., Police Executive Research Forum, IACP, National Sheriff’s Association, CALEA, National Institute of Justice, BJA, or local Criminal Justice Planning Councils)
- Greater dependence on “reactive planning”
- Utilization of constituents (e.g., community) as partners in planning

Example Tasks

<table>
<thead>
<tr>
<th>Critical R/P/A Function</th>
<th>Example Tasks</th>
</tr>
</thead>
<tbody>
<tr>
<td>Policy Development</td>
<td>• Region-wide procedures and policies</td>
</tr>
<tr>
<td>Crime Analysis</td>
<td>• Addressing of regional crime problems</td>
</tr>
<tr>
<td>Project Management</td>
<td>• Federally funded projects evaluating multiple</td>
</tr>
<tr>
<td>Critical R/P/A Function</td>
<td>Example Tasks</td>
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<td>-----------------------------------------</td>
<td>---------------------------------------------------------</td>
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<tr>
<td>jurisdictions</td>
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</tr>
<tr>
<td>Allocation/Deployment/Staffing Analysis</td>
<td>• Enhanced crime analysis to plan patrol allocation</td>
</tr>
<tr>
<td>Research and Projects</td>
<td>• Multi-jurisdiction projects/fusion centers</td>
</tr>
<tr>
<td>Planning and Strategy</td>
<td>• Grant writing (may team up with other agencies)</td>
</tr>
</tbody>
</table>
Conclusion

Police agencies, as public organizations, face endemic challenges—challenges they have always faced and will always face (e.g., managing societal expectations and managing organizational culture). These agencies also face short-term, current challenges (e.g., economics, technology, strategic choices). The combination of these challenges, along with the growing complexity in the law enforcement field, presents a unique challenge to law enforcement in the present day.

LEOPRD’s goal is simple: Take stock of learning and evidence-based organizational advancement opportunities in relation to a police agency’s current analytic capacity, and develop specific learning and advancement opportunities, such as these case studies and models. In doing so, position law enforcement agencies and organizations to have the best chance to successfully negotiate and master the dynamic environments they face.
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Appendix A. LEOPRD Panel

Brenda Bond, Suffolk University
Jim Bueermann, Police Foundation
James “Chip” R. Coldren, Jr., CNA, Governors State University
Gary Cordner, Kutztown University
Steve Edwards, Bureau of Justice Assistance
Vivian Elliott, CNA
Craig Fraser, Police Executive Research Forum
Ashley Heiberger, Bethlehem Police Department
Alissa Huntoon, Bureau of Justice Assistance
Nola Joyce, Philadelphia Police Department
Leonard Matarese, International City/County Management Association
Richard Myers, Colorado Springs Police Department
Stephen Rickman, CNA
Denise Rodriguez King, CNA
Julio Schrodel, Cape Coral Police Department
Mark Seifert, University of Delaware Police Department
Sean Smoot, PB & PA of Illinois
Mark Spawn, New York Association of Chiefs of Police, Inc.
Darrel Stephens, Major City Chiefs
James Stewart, CNA
Scott Thompson, Camden Police Department
Zoë Thorkildsen, CNA
Appendix B. Glossary

Allocation/Deployment/Staffing Analysis – For the purposes of this assessment, “Allocation/Deployment/Staffing Analysis” refers to data collection and analysis that aids decision-making regarding personnel allocation, deployment, scheduling, and productivity studies, and often results in findings that help upgrade the effectiveness and productivity of personnel operations and intensify accountability.  

Crime Analysis – For the purposes of this assessment, “Crime Analysis” refers to the routine, formal, and systematic study of crime and disorder problems (versus less formal, ad hoc crime analysis work) systematic study of crime and disorder problems, as well as other police-related issues (including socio-demographic, spatial, and temporal factors) to assist the police in criminal apprehension, crime and disorder reduction, and crime prevention. While other versions of this definition also include evaluation research, we distinguish evaluation research as a research activity separate from crime analysis (see definition of Research and Projects below).

Policy Development – For the purposes of this assessment, “Policy Development” refers to a course(s) of action adopted and pursued through a formal process (not just a mental exercise). Such actions provide guidance on the implementation of activities and initiatives based on the department’s philosophy on identified issues. Police Development also refers to the creation and assessment of principles/values that guide the performance of activities directed toward the achievement of agency objectives.

Project Management – For the purposes of this assessment, “Project Management” refers to planning, implementation, monitoring, and assessment pertaining to discrete projects or initiatives undertaken by any agency unit or sub-unit with a specifically defined goal, objective, timeline, allocated resources, and leadership responsibility.

Research and Projects – For the purposes of this assessment, “Research and Projects” refers to the development of specific questions (or hypotheses) that can be

39 Adapted from the International Association of Chiefs of Police’s (IACP’s) Patrol Staffing and Development Study, undated.
answered (tested) through the systematic collection and analysis of quantitative and/or qualitative data. “Research” is distinguished from analysis or crime analysis by the utilization of systematic data collection and a scientific process to develop and test ideas, theories, and hypotheses, whereas crime analysis typically addresses strictly operational concerns, typically through development of measures and indices.

**Planning and Strategy** – For the purposes of this assessment, “Planning and Strategy” refers to a process of envisioning a desired future, and translating this vision into broadly defined goals or objectives and a sequence of steps to achieve them.42

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Appendix C. LEOPRD Research, Planning, and Analysis Functions

<table>
<thead>
<tr>
<th>Model Law Enforcement Planning and Research Components</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Function Groups with Core and Optional Functions</strong></td>
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<tr>
<td><strong>Law Enforcement Administration</strong></td>
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<tr>
<td>Critical</td>
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<tr>
<td>Administrative Reporting</td>
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<tr>
<td><strong>Law Enforcement Operations</strong></td>
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<tr>
<td>Critical</td>
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<tr>
<td><strong>Research and Analysis</strong></td>
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<tr>
<td>Critical</td>
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<tr>
<td><strong>Planning and Strategy</strong></td>
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<tr>
<td>Critical</td>
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<tr>
<td><strong>Budget and Finance</strong></td>
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<tr>
<td>Critical</td>
</tr>
<tr>
<td>Budget Development</td>
</tr>
</tbody>
</table>

*The criticality selection is based on the relevance of the function being performed by the Planning and Research Component, not the relevance of the task being performed by the agency.*

Law Enforcement Organization of Planning and Research Directors
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### Appendix D. Acronyms

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Description</th>
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</thead>
<tbody>
<tr>
<td>BCPD</td>
<td>Baltimore County Police Department</td>
</tr>
<tr>
<td>BJA</td>
<td>Bureau of Justice Assistance</td>
</tr>
<tr>
<td>CAIU</td>
<td>Crime Analysis and Intelligence Unit</td>
</tr>
<tr>
<td>CALEA</td>
<td>Commission on Accreditation for Law Enforcement Agencies</td>
</tr>
<tr>
<td>DCJS</td>
<td>Division of Criminal Justice Services</td>
</tr>
<tr>
<td>DDACTS</td>
<td>Data-Driven Approaches to Crime and Traffic Safety</td>
</tr>
<tr>
<td>DVIC</td>
<td>Delaware Valley Intelligence Center</td>
</tr>
<tr>
<td>FIO</td>
<td>Field Intelligence Officer</td>
</tr>
<tr>
<td>IACP</td>
<td>International Association of Chiefs of Police</td>
</tr>
<tr>
<td>IT</td>
<td>Information Technology</td>
</tr>
<tr>
<td>LEOPRD</td>
<td>Law Enforcement Organization of Planning and Research Directors</td>
</tr>
<tr>
<td>LPD</td>
<td>Lowell Police Department</td>
</tr>
<tr>
<td>LPR</td>
<td>License Plate Reader</td>
</tr>
<tr>
<td>NEPAC</td>
<td>North East Police Accreditation Consultants</td>
</tr>
<tr>
<td>P&amp;CAU</td>
<td>Planning and Crime Analysis Unit</td>
</tr>
<tr>
<td>PPD</td>
<td>Philadelphia Police Department</td>
</tr>
<tr>
<td>R&amp;D</td>
<td>Research and Development</td>
</tr>
<tr>
<td>R/P/A</td>
<td>Research, Planning, and Analysis</td>
</tr>
<tr>
<td>SME</td>
<td>Subject Matter Expert</td>
</tr>
</tbody>
</table>
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