

OFFICE OF THE CITY AUDITOR

City and County of Honolulu
State of Hawai'i



Audit of the Honolulu Police Department Patrol Officer Staffing Practices

A Report to the
Mayor
and the
City Council of
Honolulu

Report No. 07-04
August 2007

Audit of the Honolulu Police Department Patrol Officer Staffing Practices

A Report to the
Mayor
and the
City Council
of Honolulu

Submitted by

THE CITY AUDITOR
CITY AND COUNTY
OF HONOLULU
STATE OF HAWAII

Report No. 07-04
August 2007

Foreword

This is a report of our Audit of the Honolulu Police Department Patrol Officer Staffing Practices. The audit was conducted pursuant to Section 3-502.1(c) of the Revised Charter of Honolulu and the Office of the City Auditor's Annual Work Plan for FY2006-07. The city auditor determined that this audit is warranted due to longstanding concerns about the department's reported patrol officer shortages and aggressive recruitment from mainland police departments.

We wish to acknowledge the cooperation and assistance of the staff and management of the Honolulu Police Department and others who we contacted during this audit.

Leslie I. Tanaka, CPA
City Auditor

EXECUTIVE SUMMARY

Audit of the Honolulu Police Department Patrol Officer Staffing Practices

Report No. 07-04, August 2007

This is a report of our Audit of the Honolulu Police Department Patrol Officer Staffing Practices. The audit was conducted pursuant to the authority of the Office of the City Auditor to self-initiate audits. The city auditor has determined that this audit is warranted due to longstanding concerns about the Honolulu Police Department's (HPD) reported patrol officer shortages and continued aggressive recruitment from mainland police departments.

Background

The Honolulu Police Department serves as the primary law enforcement agency for the City and County of Honolulu, with an estimated resident population of 912,000. Unlike other states in the nation, Hawai'i does not have a state police agency. The chief of police serves as the administrative head of the department, and is appointed to a five-year term by a voluntary, uncompensated seven-member police commission that is in turn appointed by the mayor and confirmed by the city council to staggered five-year terms.

The Commission of Accreditation for Law Enforcement Agencies (CALEA) defines *patrol* as a generalized function in which officers may be engaged in a variety of activities ranging from responding to requests for service to implementing alternate strategies for the delivery of police services. Similarly, HPD officials describe patrol officers as generalists and first responders within the police department, whose main function is to respond to service calls from the community.

The police chief has two deputy chiefs of police: one is responsible for administrative operations while the other oversees field operations. The deputy chief for field operations oversees two patrol bureaus: Central Patrol, which consists of Districts 1 (Central Honolulu), 5 (Kalihi), 6 (Waikiki), and 7 (East Honolulu); and Regional Patrol, which consists of Districts 2 (Wahiawa), 3 (Pearl City), 4 (Kailua, Kane'ohe, Kahuku), and 8 (Kapolei, Wai'anae).

Within each patrol district, the rank structure is as follows:

- *Metropolitan police majors* head each district, and are also known as district commanders
- *Captains* act as second-in-command and perform administrative functions
- *Patrol lieutenants* function as second-line supervisors and shift commanders who perform personnel and material management functions and set up a tiered or layered response to incidents if they are required
- *Patrol sergeants* are direct or first-line supervisors of police officers
- *Metropolitan Police Officers (MPO) ranked as MPO II* act as a supervisor in the absence of a sergeant
- *Metropolitan Police Officers ranked as MPO I* provide services to the community through crime prevention and intervention
- *Metropolitan Police Recruits* are considered the entry-level position for sworn officers

Geographically, patrol districts are divided into sectors or community areas of responsibility, and overseen by sergeants. Each sector is further divided into five to seven beats. Individual officers are given responsibility for a specific beat on a particular day, with each officer taking a combination of eight- and nine-hour shifts per day over a two-week, 80-hour period.

Summary of Findings

Like other police departments nationwide, HPD has experienced difficulties in maintaining sufficient numbers of patrol officers to ensure optimal service delivery. Having adequate numbers of officers is essential, as patrol officers are the first responders for incoming service calls from the general public, for everything from minor household emergencies to white-collar crimes to gang violence.

We found that there were several departmental practices that contribute to the officer staffing challenges. HPD has been vulnerable to external

factors affecting position vacancies, as police departments nationwide compete for officers. This competition is not only among other counties but also with state and federal governments, in the wake of military and homeland security concerns. HPD has had difficulty in justifying its staffing needs to various stakeholders because its current data collection and reporting systems fail to provide an accurate assessment of patrol officer workload. Patrol officer staffing levels are further reduced by special assignments which physically reassigns patrol officers to perform other tasks. The expected need for special assignments could merit an examination of the need for more staff overall. As a result, patrol functions are hampered by a combination of ongoing position vacancies and special assignments. Finally, the current recruitment and training practices of the department are insufficient to meet departmental patrol officer staffing needs.

Finding 1: HPD's data collection and reporting systems fail to provide an accurate assessment of patrol officer workload, hampering efforts to justify staffing needs.

- HPD Policy Number 2.26, *Allocation and Distribution of Personnel*, requires district commanders to annually report on their officers' workload using specific criteria. The policy states that periodic workload assessments are conducted to maintain a balanced deployment of personnel throughout the department. In addition, commanders are responsible for evaluating available data and making the appropriate allocation and distribution of personnel within their elements, based upon which the chief of police prioritizes personnel allocation and distribution department-wide. Thus, the policy indicates that the purpose of workload assessment reports is to be a significant tool through which staffing needs are communicated up the ranks from districts to police headquarters.
- In practice, we found that, while district commanders generally complied with reporting requirements, there appears to be a disconnect between the department's intended purpose for annual workload assessment reports—to help commanders evaluate their staffing needs—and district commanders' perception of their usefulness as a tool for planning staffing needs.
- The failure to recognize the utility of workload assessment reports contributes to the inconsistent reporting of information, which further compromises the utility of the information that is received. While all districts complied with the policy's requirements, there were

inconsistencies among districts in terms of what commanders reported and the levels of analyses they provided, illustrating a lack of confidence that the reports would ultimately be useful in obtaining the staffing resources they need.

- Inconsistencies in reporting by district commanders in workload assessment reports exacerbate perceptions of staff inequity between the primarily urban Central Patrol Bureau and the mostly rural Regional Patrol Bureau. Such inconsistencies make it difficult for higher level officers such as patrol bureau chiefs, deputy chiefs and the chief of police to evaluate and prioritize staffing needs among the various districts.
- While other cities have been able to calculate the percentage of time that its officers are available for proactive patrol, *Unit Unavailability Reports* based on the HPD's computer aided dispatch system falls short as a way of documenting how patrol officers use their time. These reports show that an officer or unit is unavailable only when responding to an incident as the primary unit. Thus, the system may indicate that an officer is available, when in fact that officer may be assisting another unit, or performing administrative duties to document their activities. Thus, the actual workload of patrol officers remains underreported. Another shortcoming is that commanders cannot view within the same report how many total units were on duty at a particular time, thus making it difficult to determine the effectiveness of overall staffing.

Finding 2: Authorized patrol officer position counts appear to be within industry standards, but full staffing remains difficult due to ongoing challenges in filling position vacancies and the continued use of special assignments.

- Industry standards for extended-hour government services such as police patrol require that there be sufficient coverage in terms of scheduling and geography. Scheduling considerations include the number of shifts, and calculating the actual hours worked relative to the days or hours of paid time off to which employees are entitled. Geography deals with the number of posts that need to be covered, in HPD's case, the number of beats. Based on these factors, we found that the current level of 955 authorized patrol district MPO positions appears to be within industry standards.

- However, we found that the actual number of MPOs available for patrol has been reduced by the number of vacancies and special assignments. Despite improvements made in decreasing these numbers, over the last five years, patrol officer vacancies among MPOs has averaged 110 annually, and special assignments have been given to 63 patrol district-assigned MPOs annually, totaling an average of 173 officers, or 18 percent of authorized positions not available for patrol. Because patrol officers on special assignment retain their official positions but actually perform tasks elsewhere, districts may only appear to have sufficient numbers of police officers on paper.
- Districts have regularly exceeded their overtime budgets, due in part to staff shortages, an indication of the strain on current officers. We found that over the past four years—the period for which district-specific numbers are available—districts have generally exceeded their overtime budgets by thousands of hours per year. Staff shortages have accounted for 16 percent to 21 percent of all overtime costs for the Central Patrol Bureau and 40 percent to 44 percent for the Regional Patrol Bureau. According to the Department of Budget and Fiscal Services, the more difficulties HPD has in filling vacancies, the more overtime funds they need to cover shifts, so there are no actual salary savings from vacant positions—the funds are merely shifted within the salary category and spent on overtime costs.

Finding 3: Current recruitment practices and training facilities are insufficient to meet projected patrol officer staffing needs.

- At the time of our fieldwork, HPD’s recruiting staff consisted of two officers—one full-time and one on special assignment. The team has an advertising budget of \$40,000 and no budget for travel. This is significantly smaller than the resources available to other large cities. By comparison, the Phoenix, Arizona, police department has a five-member recruitment team representing various ethnicities and former military personnel, and has budgeted \$300,000 for recruitment. Las Vegas, Nevada, has a staff of eight recruiters, and Los Angeles, California has a 27-member recruitment staff. San Diego, California, has recruiters that travel around the country to find candidates, and a budget of \$400,000. The comparable lack of resources devoted to recruitment hampers HPD’s ability to compete with other departments in reaching potential candidates.

- The highly selective recruitment process requires HPD to cast a wide net for applicants. In 2006, HPD attracted almost 6,000 applicants for testing, but less than 1 percent passed the various screening, testing and training processes to become police officers. This mirrors trends nationwide, where fewer than 5 percent of applicants for law enforcement positions are found to be qualified for appointments.
- HPD's severely limited source of new officers further hampers its ability to fill needed positions. All police officer applicants, regardless of experience, are required to attend Ke Kula Maka'i, HPD's police academy, to undergo six months of academy training, then another four months of field training, in addition to a nearly year-long screening and background checking process. In contrast, other police departments accept lateral transfers, actively courting experienced officers from other departments with modified training programs and signing incentives, thus widening the field for prospective applicants. HPD has seen its own ranks thinned by such practices, losing a total of 113 officers who departed to other law enforcement agencies since 1998. HPD's main concern with lateral transfers is preserving the quality of its training, which received CALEA accreditation in March 2006. HPD officials state that they are considering a modified training program that could determine whether officers transferring laterally meet HPD's minimum standards, but no such program is currently in place.
- While training is limited to new recruits, the training facility itself is limited in the number of students that can graduate in time to fill gaps in staffing. Three recruit classes begin every calendar year on the second working day of January, May and September. According to the HPD's Training Division, adding a fourth class at a cost of nearly \$400,000 for additional staff and supplies, could potentially graduate an annual additional 42 to 48 officers – given current capacity and dropout trends – 125 to 131 less than the 173 needed to cover the average annual shortfall due to position vacancies and special assignments.

Recommendations and Response

The Honolulu Police Department should:

- a. improve workload reporting and analysis and better justify staffing needs by:

- (1) reinforcing the importance of workload assessment reports by continually educating and informing district commanders of the impact that their analyses have on determining department-wide staffing priorities;
 - (2) continuously educating all police officers on the importance of documenting their activities to facilitate requests for sufficient staffing; and
 - (3) amending the current system of reporting to capture all patrol officer activities and more accurately depict workload;
- b. reinforce efforts to work toward full staffing of existing positions by:
- (1) increasing the department's ability to fill vacancies by devoting appropriate resources to recruitment;
 - (2) incorporating longstanding special assignments into total personnel counts to show a more accurate portrayal of staffing needs; and
 - (3) assessing the need for additional Human Resource Division resources to facilitate recruitment and processing new officers;
- c. improve recruitment and training capabilities by:
- (1) assessing the need for additional resources to supplement recruitment efforts by the Human Resources Division;
 - (2) increasing contact with applicants throughout the lengthy background review process to keep them apprised of their progress and sustain their interest;
 - (3) assessing the physical limitations of the current training facility and evaluating options for increasing the department's capacity to train incoming recruits; and
 - (4) supplementing the entry of new officers into the department by considering additional sources for new officers, such as modifying training programs to accommodate experienced police officers from other jurisdictions without requiring the same classes as new recruits.

In its response, the Honolulu Police Department stated that the audit will be beneficial in addressing some of the department's immediate concerns as well as the long-term needs of the department and community. The department also stated that it is in general acceptance of the conclusions and recommendations of the city auditor.

Leslie I. Tanaka, CPA
City Auditor
City and County of Honolulu
State of Hawai'i

Office of the City Auditor
1000 Uluohia Street, Suite 120
Kapolei, Hawai'i 96707
(808) 768-3134
FAX (808) 768-3135
www.honolulu.gov/council/auditor

Table of Contents

Chapter 1 Introduction

Background	1
Objectives of the Audit	9
Scope and Methodology	10

Chapter 2 HPD Patrol Officer Staffing is Hampered by Deficiencies in Its Workload Data Collection and Reporting Systems, Ongoing Problems With Filling Positions, and Insufficient Training and Recruitment Capacity

Summary of Findings	11
HPD's Data Collection and Reporting Systems	
Fail to Provide an Accurate Assessment of	
Patrol Officer Workload, Hampering Efforts to	
Justify Staffing Needs	12
Authorized Patrol Officer Position Counts Appear	
to Be Within Industry Standards, But Full	
Staffing Remains Difficult Due to Ongoing	
Challenges in Filling Position Vacancies and	
the Continued Use of Special Assignments	22
Current Recruitment Practices and Training	
Facilities are Insufficient to Meet Projected	
Patrol Officer Staffing Needs	33
Conclusion	45
Recommendations	47

Response of Affected Agency 49

List of Exhibits

Exhibit 1.1	Honolulu Police Department Organization Chart ...	4
Exhibit 1.2	Map of Patrol Districts	7

Exhibit 1.3	Annual Patrol Budget and Personnel from FY2001-02 to FY2005-06	9
Exhibit 2.1	Central Patrol Bureau Authorized Positions	17
Exhibit 2.2	Regional Patrol Bureau Authorized Positions	17
Exhibit 2.3	Sample Unit Unavailability Report	20
Exhibit 2.4	Staffing Factor Calculation	25
Exhibit 2.5	Number of Authorized and Unfunded Beats Per District	27
Exhibit 2.6	MPO Position Vacancies and Special Assignments Per District	28
Exhibit 2.7	MPO Multi-year Special Assignments	31
Exhibit 2.8	Excess Overtime Attributable to Staff Shortage FY2002-03 to FY2005-06	32
Exhibit 2.9	Process from Applicant to Police Officer, 2006	36
Exhibit 2.10	Ke Kula Maka‘i Entrance	39
Exhibit 2.11	Layout of Ke Kula Maka‘i Training Facility	40
Exhibit 2.12	Emergency Vehicle Operations Course	42

Chapter 1

Introduction

This audit is being conducted pursuant to the authority of the Office of the City Auditor to self-initiate projects, as provided in the Revised Charter of Honolulu. This audit is included in the Office of the City Auditor's proposed work program for FY2006-2007, which was communicated to the mayor and city council in June 2006. The city auditor has determined that this audit is warranted due to longstanding concerns about the Honolulu Police Department's (HPD) reported patrol officer shortages and aggressive recruitment from mainland police departments. This audit provides information on how the HPD's internal processes determine its patrol officer staffing needs, and describes the process by which patrol officers are allocated throughout the city.

Background

The Honolulu Police Department serves as the primary law enforcement agency for the City and County of Honolulu, which includes the entire island of O'ahu, with a circumference of 137 miles and an area of almost 600 square miles. The estimated resident population is about 912,000, which includes military personnel but not tourists. Unlike other states in the nation, Hawai'i does not have a state police agency. Each county has the power to make and enforce within the limits of the county all necessary ordinances covering all local police matters, according to Hawai'i Revised Statutes Chapter 46, Section 1.5 (14).

The Honolulu Police Department was officially established in 1932, following years of rising crime and increasing racial tensions within the city. With the passage of Act 1 during a Special Session of the Legislature by the Territory of Hawai'i, Governor Lawrence Judd implemented the recommendations of a governor-appointed advisory committee on crime, which advocated the establishment of:

a police commission appointed by the Mayor of the City and County of Honolulu and the approval of the Board of Supervisors, whose duty it would be to appoint a Chief of Police and to supervise the operating of the police department.

Act 1 established the Honolulu Police Commission and provided for an appointed chief of police.

More recently, the department has been accredited by the Commission of Accreditation for Law Enforcement Agencies (CALEA) since 2003, meeting more than 440 standards in the areas of policy and procedures, administration, operations, and support services. Subsequently, its communications division was accredited in 2004, and the training division in 2006. That same year, HPD was recognized as the second U.S. police department and the first in a major city to ever earn the CALEA Tri-Arc Excellence Award, honoring its national accreditation in three areas: law enforcement, communications and training.

Organization

The Honolulu Police Commission consists of seven individuals appointed by the mayor and confirmed by the city council. All members serve staggered terms of five years, volunteering their services and receiving no compensation. Generally, the commission's primary responsibilities are to: appoint and remove the chief of police, review administrative rules and regulations, review the annual budget, and make recommendations to the mayor as appropriate. The commission also receives, considers, and investigates charges brought by the public against the conduct of the department or any of its members, and submits a written report of its findings to the chief of police.

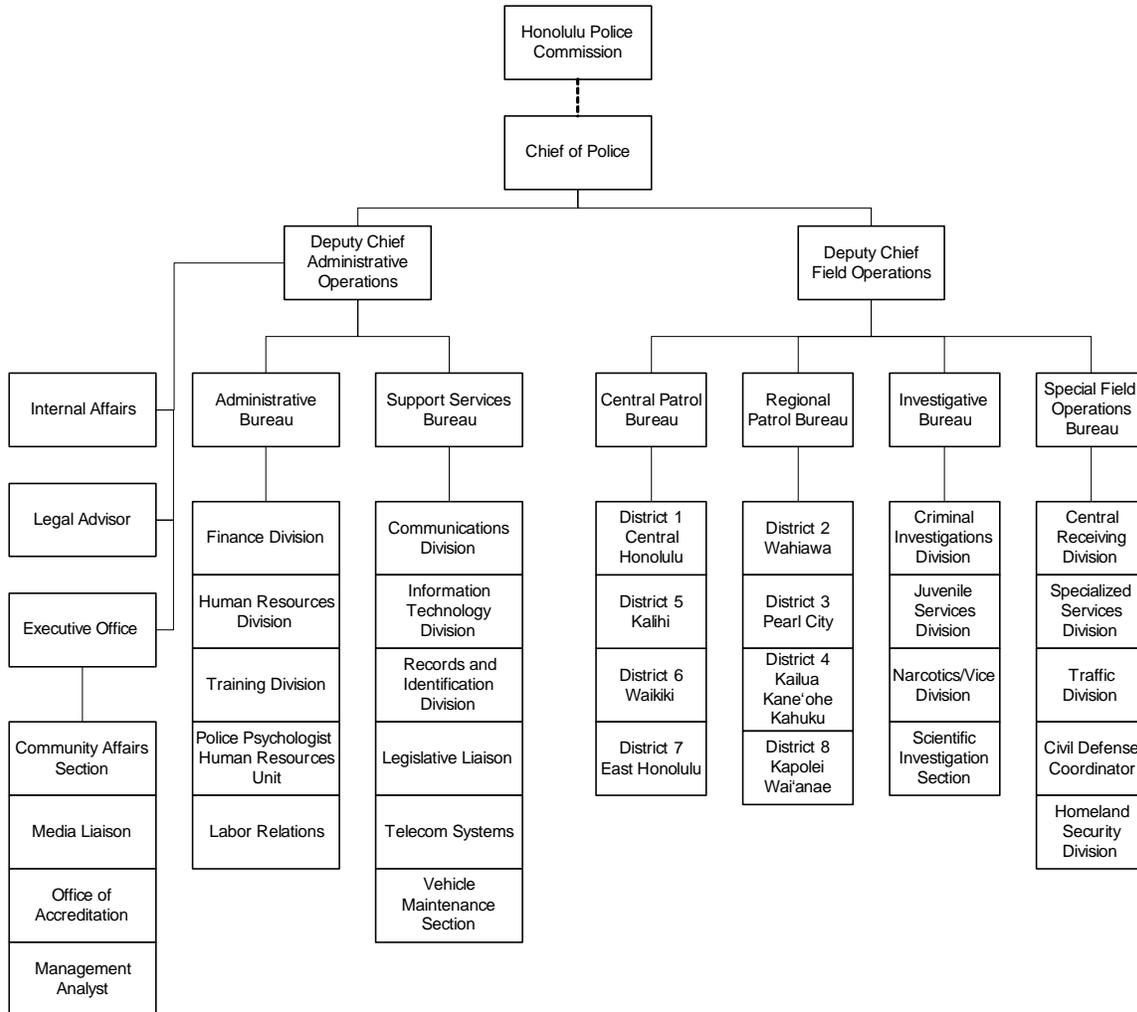
According to Section 6-1606, Revised Charter of Honolulu (RCH), the police commission shall submit an annual report to the mayor and the city council that contains a summary of charges filed against the conduct of the department or any of its members, and their disposition; review and, if deemed necessary, make recommendations on the five-year plan and any update of goals and objectives for the police department which is submitted by the chief of police. The commission shall not have the power to approve, modify or reject the plan or any updates. At least annually, the commission shall compare the actual achievements of the police department against the goals and objectives in the five-year plan or the latest update submitted by the chief, and evaluate the performance of duties by the chief of police. Except for purposes of inquiry or as otherwise provided in the Honolulu City Charter, neither the commission nor its members shall interfere in any way with the administrative affairs of the department.

The chief of police serves as the administrative head of the department, and is appointed by the seven-member police commission to a term of five years. According to Section 6-1604, RCH, the chief of police shall:

- (a) be responsible for the preservation of the public peace; the protection of the rights of persons and property; the prevention of crime; the detection and arrest of offenders against the law and the enforcement and prevention of violations of all laws of the state and city ordinances and all rules and regulations made in accordance therewith;
- (b) train, equip, maintain and supervise the force of police officers;
- (c) serve process and notices both in civil and criminal proceedings;
- (d) promulgate rules and regulations necessary for the organization and internal administration of the department;
- (e) prepare, and when deemed necessary, update a five-year plan of goals and objectives for the police department. The chief shall submit the plan and each update to the commission for review and recommendations;
- (f) appoint the deputy chiefs of police; and
- (g) perform such other duties as may be required by this charter or law.

The police chief has two deputy chiefs of police who are responsible for administrative operations and field operations. Reporting to their respective deputy chiefs, six assistant chiefs oversee bureaus in the police department, while metropolitan police majors command each of the 21 divisions or districts. An organization chart showing the various divisions and districts is shown in the following exhibit.

**Exhibit 1.1
Honolulu Police Department Organization Chart**



Source: Honolulu Police Department

Patrol Functions and Duties

CALEA defines *patrol* as a generalized function in which officers may be engaged in a variety of activities ranging from responding to requests for service to implementing alternate strategies for the delivery of police services. Similarly, HPD officials describe patrol officers as generalists and first responders within the police department, whose main function is to respond to service calls from the community. Their responsibilities include making first-level evaluations, determining whether any additional resources are needed to address a particular problem, and then requesting other experts' assistance if needed. Regardless of the incident, patrol receives the initial report, forwarding information to other

units as needed, depending on the crime. Everyday cases can range from crimes like robberies, theft and trespassing to white-collar crimes like credit card or business fraud to complaints against homeless or mentally ill individuals. At certain times, public concerns may prompt districts to dedicate more attention and resources to specific issues such as speeding, graffiti, or copper theft.

In Hawai‘i, police are officially considered the third or fourth layer of response for homeland security, but may actually serve as first responders. Federal and state governments have the responsibility to respond, but police will be asked to compensate where federal and state governments lack the staffing to do so. Homeland security depends upon local law enforcement for local intelligence and crises management.

At HPD, the patrol bureaus contain the largest number of officers within the department, comprising approximately 53 percent of total positions—averaging 1,444 out of 2,721 total positions from FY2001-02 to FY2005-06. Some officers might be in specialized units within patrol such as crime reduction units (CRU), misdemeanor follow-up detail (MFUD) or community policing teams (CPT). The commander can direct CRU or CPT to handle patrol beats if needed.

Rank structure and responsibilities

Patrol is divided into two bureaus: Central Patrol Bureau, which ranges from Red Hill to Makapu‘u, and Regional Patrol Bureau, from Makapu‘u to Halawa. Each bureau is administratively commanded by an assistant chief, who reports directly to the field operations deputy chief. Each bureau consists of four patrol districts, each of which is subdivided into beats. The command structure for each district is as follows:

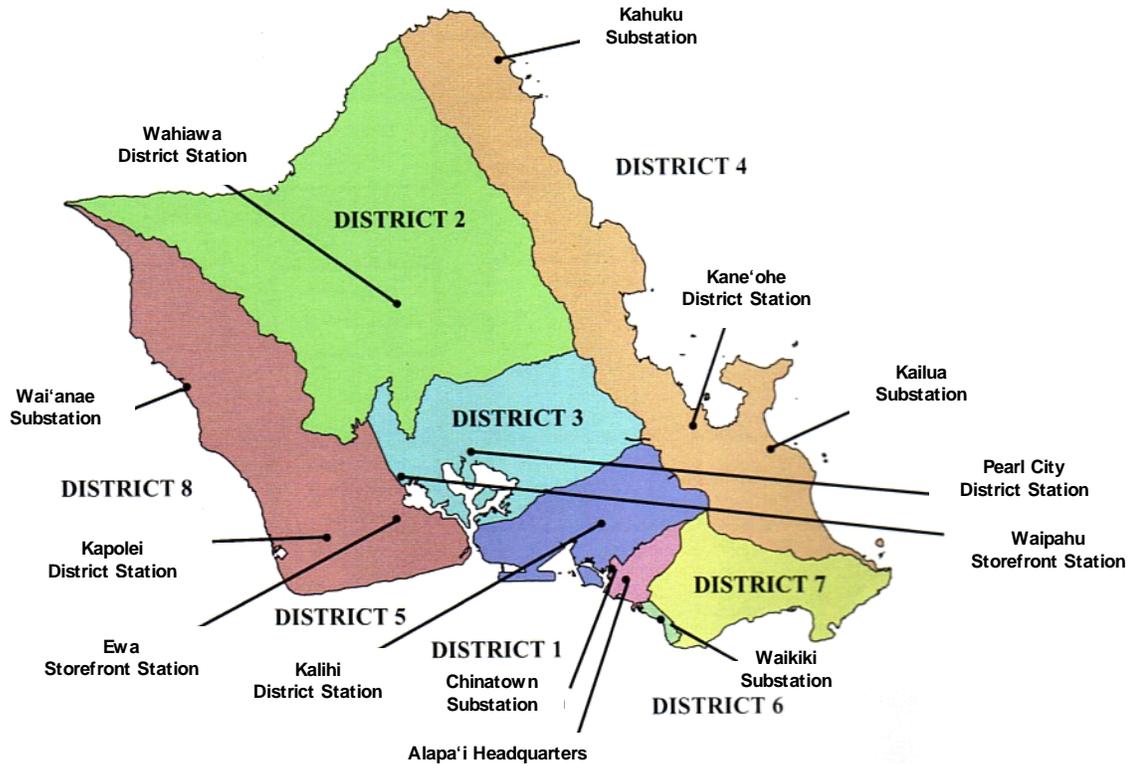
- *Majors* function as district commanders and deal with labor-related issues
- *Captains* act as second in command and perform administrative functions
- *Patrol Lieutenants* function as second line supervisors and shift commanders who perform personnel and material management functions and set up a tiered or layered response to incidents if they are required

- *Patrol Sergeants* are direct or first line supervisors of police officers, who direct, teach, guide and oversee patrol officers; manage sectors; and perform personnel management functions
- *Metropolitan Police Officers ranked as MPO II* act as a supervisor in the absence of a sergeant
- *Metropolitan Police Officers ranked as MPO I* provide services to the community through crime prevention and intervention
- *Metropolitan Police Recruits* are considered the entry-level position for sworn officers

Districts and beat structure

Geographically, the Central and Regional Patrol Bureaus each comprise four districts. Central Patrol Bureau encompasses those surrounding Honolulu's urban core: District 1 (Central Honolulu), District 5 (Kalihi), District 6 (Waikiki), and District 7 (East Honolulu). Regional Patrol Bureau encompasses the rest of the island: District 2 (Wahiawa), District 3 (Pearl City), District 4 (Kailua, Kane'ohe, Kahuku), and District 8 (Kapolei, Wai'anae).

Exhibit 1.2
Map of Patrol Districts



Source: Honolulu Police Department

Geographically, districts are divided into sectors or community areas of responsibility, and overseen by sergeants. Each sector is further divided into five to seven beats. Individual officers are given responsibility for an eight- or nine-hour shift for a specific beat on a particular day.

During the annual budget process, patrol district commanders are encouraged to review beat structures based on activity increases within existing beats due to population shifts, population growth or business development, which tends to increase traffic and calls for service. This review may involve requesting additional beats, positions to fill those beats, and beat boundary changes as required. The 15 factors to be analyzed in preparing requests for additional beats are as follows:

1. Officers' concerns (ideas to increase efficiency, logistical concerns, travel and response times, etc.)

2. Population change (including supporting data)
3. Workload, caseload (historical data, factors affecting current or projected workload)
4. Neighborhood boards (alignment with and service to existing neighborhood boards)
5. Community makeup and identity (alignment with and service to existing communities)
6. Command management (supports a reasonable and practical supervisory span of control)
7. Business activity in the area
8. Traffic flow
9. Court boundaries (how restructuring aligns with or depart from judicial districts, the effect restructuring will have with respect to court appearances by officers)
10. Recreational activity (proposal's impact on tourism, athletic activities, beaches, parks, sporting venues, etc.)
11. City council districts (proposal's advantages or disadvantages with respect to working with elected officials)
12. Sub-beats (taking into account the desirability of keeping sub-beats intact, or if necessary to split one or more sub-beats, whether an attempt has been made to minimize adverse impacts)
13. Telecommunications issues (impact on radio coverage, challenges to be addressed, anticipated financial impact, impact on the Communications Division)
14. Budgetary impact (cost of proposal, including staffing, facilities, equipment, etc.)
15. Existing district command (proposed district's manageability by a single commander, who is expected to work directly with communities, politicians, businesses, schools, the military and other entities)

Patrol Resources

Over the past five years, the total number of positions within patrol has ranged from 1,422 to 1,476, with the most significant increase occurring between FY2004-05 and FY2005-06. Salaries comprise approximately 90 percent of patrol's total annual budget. Over the past five years, the number of positions within patrol has increased by 3.8 percent, while its total budget has increased by 12.4 percent. As shown in the table below, the number of positions within patrol has increased by less than 1 percent annually from FY2001-02 to FY2004-05, but doubled to 2 percent between FY2005-06. Patrol's total budget had fluctuated less than 1 percent annually from FY2001-02 to FY2003-04, then rose by 8.5 percent between FY2003-04 and FY2004-05, ending with a smaller 2.6 percent increase from FY2004-05 to FY2005-06.

Exhibit 1.3
Annual Patrol Budget and Personnel from FY2001-02 to FY2005-06

<i>Fiscal Year</i>	<i>No. of Positions (FTE)</i>	<i>Percent Annual Change</i>	<i>Total Budget</i>	<i>Percent Annual Change</i>
FY2001-02	1,422	--	\$77,132,861	--
FY2002-03	1,432	0.70	\$77,575,769	0.57
FY2003-04	1,443	0.77	\$77,882,052	0.39
FY2004-05	1,447	0.28	\$84,496,456	8.49
FY2005-06	1,476	2.00	\$86,697,746	2.61

Note: FTE = Full Time Equivalent

Source: City and County of Honolulu Executive Program and Budget for FY2001-02 to FY2005-06

Objectives of the Audit

1. Review and assess the HPD's process and methodology for determining patrol officer district staffing levels.
2. Assess HPD's effectiveness in addressing needed district patrol officer staffing levels.
3. Make recommendations as appropriate.

Scope and Methodology

Our review of the HPD's patrol officer staffing practices covers the period of FY2001-02 to FY2005-06. This includes a review of the process and methodology for determining patrol officer staffing levels, including district commanders' workload assessment reports submitted to police headquarters, hiring restrictions based on collective bargaining agreements with the State of Hawai'i Organization of Police Officers, and criteria used by police headquarters to prioritize position requests among districts. We assessed HPD's effectiveness in addressing needed patrol officer staffing levels by determining actual officer availability at the district level, determining responsibilities of agencies external to HPD during the budget process regarding staffing decisions in the districts, assessing the sufficiency of current recruitment efforts and the possible need for additional resources.

As part of our fieldwork, we reviewed applicable laws, rules, charter provisions, HPD policies and procedures and other relevant communications. We examined workload assessment reports and relevant documents from the Police Employee Deployment System. We conducted interviews with HPD administrators from police headquarters and eight district commanders, as well as relevant staff from the city Department of Budget and Fiscal Services, and Department of Human Resources. We also researched best practices pertaining to patrol officer staffing.

This audit was conducted in accordance with generally accepted government auditing standards.

Chapter 2

HPD Patrol Officer Staffing is Hampered by Deficiencies in Its Workload Data Collection and Reporting Systems, Ongoing Problems With Filling Positions, and Insufficient Training and Recruitment Capacity

The Honolulu Police Department (HPD), like other police departments nationwide, has experienced difficulties in maintaining sufficient numbers of patrol officers to ensure optimal service delivery. Having adequate numbers of police officers is essential, as patrol officers are the first responders for incoming service calls from the general public, for everything from minor household emergencies to white-collar crimes to gang violence. We found that there were several departmental practices that contribute to the officer staffing challenges. HPD has been vulnerable to external factors affecting position vacancies, as police departments nationwide compete for officers. This competition is not only among other counties but also with state and federal governments, in the wake of military and homeland security concerns. HPD has had difficulty in justifying its staffing needs to various stakeholders because its current data collection and reporting systems fail to provide an accurate assessment of patrol officer workload. Patrol officer staffing levels are further reduced due to special assignments, which allow those assigned to officially remain in their positions on paper but physically take them away from patrol by performing tasks in other areas. The expected ongoing need for special assignments could merit an examination of the need for more staff overall. As a result, patrol functions are hampered by a combination of ongoing position vacancies and special assignments. Finally, the current recruitment and training practices of the department are insufficient to meet departmental patrol officer staffing needs.

Summary of Findings

1. HPD's data collection and reporting systems fail to provide an accurate assessment of patrol officer workload, hampering efforts to justify staffing needs.
2. Authorized patrol officer position counts appear to be within industry standards, but full staffing remains difficult due to ongoing challenges

in filling position vacancies and the continued use of special assignments.

3. Current recruitment practices and training facilities are insufficient to meet projected patrol officer staffing needs.

HPD's Data Collection and Reporting Systems Fail to Provide an Accurate Assessment of Patrol Officer Workload, Hampering Efforts to Justify Staffing Needs

Incomplete data collected through HPD's computer aided dispatch (CAD) system and inconsistencies in district commanders' annual workload assessment reports have made it difficult for chiefs within the department to prioritize staffing needs among the various districts. One chief said that while district commanders often say they are busy and need more officers, commanders generally have problems producing data that portray their actual workload.

We found that, while district commanders submitted annual workload assessment reports in a timely fashion, not all commanders saw these reports as useful tools for personnel planning. HPD policy requires district commanders to complete these reports in order to maintain a balanced deployment of personnel throughout the department. However, because not all commanders used the workload assessment process to demonstrate whether they had sufficient staff, the reports appeared to have no impact on personnel decisions. This, in turn, feeds into the perception that workload assessment reports are merely bureaucratic administrative requirements, rather than a useful management tool for them to evaluate the sufficiency of their current staffing levels. This failure to recognize the utility of workload assessment reports further compromises the utility of the information that is received by the chiefs who prioritize staffing decisions at each level.

Much of the data within the workload assessment reports are based on those collected through the department's computer aided dispatch system. While some mainland police departments have tracked the percentage of time that their officers spend on proactive patrol—i.e., time spent *out in the streets*, aside from responding to calls for service or administrative duties—HPD's CAD system is currently unable to generate this type of data.

When asked whether HPD tracks the percentage of time that its officers spent on proactive patrol, we were directed to the CAD system-generated average unit (officer) unavailability reports. However, we found that these reports counted only the primary units responding to

calls for service, and excluded information on any other units assisting them on the same call, thus underreporting patrol officers' activities. In addition, because these reports included only how many units were unavailable per hour and did not specify the duration of each call, we could not use the data within these reports to determine how much time remained for officers to spend on proactive patrol. HPD's Information Technology Division later confirmed that its current system is unable to track this type of information.

Data collection and reporting is further compromised by ingrained cultural habits among police officers, who are reluctant to report that they are unavailable to respond to calls even though they are assisting other units, according to district commanders we interviewed. All commanders said this would automatically make any data on officer availability inaccurate. Thus, even if the CAD system was modified to scrupulously record the actual use of officers' time, their actual workload would continue to be underreported.

While HPD officers' willingness to remain available may be commendable, this practice contributes to the lack of reliable data regarding patrol officers' actual workload, and the actual resources that are needed to effectively respond to the community's needs in the future. The lack of data also exacerbates longstanding perceptions of staffing inequities between small but population-dense urban districts and geographically larger rural districts, which may have fewer calls for service. That is, officers in rural districts perceive a greater need for staff than the number of cases or calls for service would indicate, due to greater distances covered to respond to calls or longer waits for backup units compared to those in the urban districts.

Annual workload assessment reports are seen more as an administrative requirement than a management tool

We found that, while district commanders generally complied with the reporting requirements, there appears to be a disconnect between the department's intended purpose for the annual workload assessment reports—to help commanders evaluate their staffing needs—and district commanders' perception of their usefulness. HPD Policy Number 2.26, *Allocation and Distribution of Personnel*, requires district commanders to annually report on their officers' workload using specific criteria. This meets the standard from CALEA, which states that personnel shall be distributed within all organizational components in accordance with documented workload assessments conducted at least once every three years.

Based on interviews with district commanders, we found that workload assessment reports are seen largely as an accreditation requirement or as a way of informing the chief of their district's activities, but were perceived to be less useful as a personnel planning tool. District commanders are generally more focused on officer *deployment*, i.e., making the best use of the staff that they have on a weekly and monthly basis. Some saw patrol *allocation*—evaluating the number of staff they would ideally need—as a higher level management function for which they have minimal input, since the chief of police makes the final decision. Thus, not all district commanders used the workload assessment reports to communicate whether existing staffing levels were sufficient for their districts. Due to a lack of consistency among the reports, there are no objective measures with which to counter perceptions of staffing inequities, particularly between primarily urban Central Patrol Bureau districts, and the mostly rural Regional Patrol Bureau districts.

Purpose of workload assessment reports

HPD district commanders do not view the annual workload assessment reports as a useful management tool, despite their intended purpose. HPD's Policy Number 2.26, *Allocation and Distribution of Personnel* states that periodic workload assessments are conducted to maintain a balanced deployment of personnel throughout the department. In addition, commanders are responsible for evaluating available data and making the appropriate allocation and distribution of personnel within their elements; and the chief of police has the final decision for all allocations and distributions of personnel within the department. Thus, the policy indicates that the purpose of workload assessment reports is to be a significant tool through which staffing needs are communicated up the ranks from districts to police headquarters.

This function is supported by CALEA's commentary on its standard for allocation and distribution of personnel and personnel alternatives, which states that:

basing the allocation of personnel on workload demands can have a significant influence on the efficiency and effectiveness of the agency ... using reliable data and reasonable calculations, the agency should reach valid conclusions about workload within each component of the agency.

While the department's policy sets specific parameters for performing workload analysis at the district level, we found that, in practice, not all

commanders saw the workload assessment reports as a useful tool for planning their staffing needs.

District commanders inconsistently report on sufficiency of current staff

The failure to recognize the utility of workload assessment reports contributes to the inconsistent reporting of information, which further compromises the utility of the information that is received. All eight districts generally complied with Policy 2.26 requirements since its establishment in 2003, by submitting the annual workload assessment reports in a timely manner from January 2004 to January 2006. However, there were inconsistencies among the districts in terms of what commanders reported and the levels of analyses they provided, illustrating a lack of confidence that these reports would ultimately be useful in obtaining the staffing resources they need.

From 2004 to 2006, the years that this policy has been in place, only three districts consistently stated that full staffing would make their workload manageable. There were no specific recommendations among other districts regarding what they considered the ideal number of additional staff, given their analysis of the workload for that year. One district commander wrote within the report that the management analyst should perform the workload assessment, while another wrote that these reports have had no impact on patrol staffing, since administrators had not acted on known personnel situations, and therefore the commander viewed the annual report as a duplication of other reporting requirements.

During our interviews with district commanders, most said that these reports are primarily completed in order to comply with accreditation requirements but are less useful as a personnel planning tool. Some officers agreed with the commander who noted the report was redundant, due to other annual reports that need to be completed at different times of the year. One officer said that the workload assessment reports are only one piece of a recently implemented HonStat reporting system, which includes sharing a number of trends with the chief and other district commanders, such as how a particular district is dealing with issues such as increases in specific crimes. One commander expressed a need for additional training in utilizing the workload and caseload data to reflect the needs of that district, and additional time to complete the reports. Another commander said the reports are useful but do not incorporate other variables comprising

officers' time such as special assignments or staffing special events like city-sponsored parades.

Inequities in district staffing occur as a result

Some commanders noted longstanding perceptions of staffing inequities between the primarily urban Central Patrol Bureau and the mostly rural Regional Patrol Bureau. Inconsistencies in reporting by district commanders in workload assessment reports exacerbate these perceptions, and make it difficult for higher-level officers such as patrol's bureau chiefs, deputy chiefs and the chief of police to evaluate and prioritize staffing needs among the various districts.

This was evident in interviews conducted during our fieldwork. Most commanders in the Central Patrol Bureau said that if they were to reach 100 percent of their authorized staffing, they would have sufficient patrol staff. In addition, they felt that they could readily request backup from nearby districts if needed. However, some commanders in the Regional Patrol Bureau said that even at 100 percent of authorized staffing, they would still have insufficient staff to meet the needs of their districts. In addition, there were concerns over officer safety, since the nearest backup unit would have to travel a greater distance than a similar unit in an urban area. One commander within the Regional Patrol Bureau said patrol levels are sufficient to be reactive but not enough to prevent crime, as officer visibility is lacking in many non-urban neighborhoods.

The number of authorized patrol officer positions in the Regional Patrol Bureau appears more vulnerable to cuts than those in the Central Patrol Bureau over the past five years. Exhibit 2.1 shows the number of authorized patrol officer positions, those ranked as Metropolitan Police Officer (MPO) I and II based on HPD's Police Employee Deployment System (PEDS) from January 2001 to January 2006. The number of officers in these positions in the Central Patrol Bureau has remained largely steady over the past six calendar years, ranging from 547 at its lowest level, to 550 at its peak in January 2005.

**Exhibit 2.1
Central Patrol Bureau Authorized Positions**

<i>District</i>	<i>Authorized MPO Positions as of January</i>					
	<i>2001</i>	<i>2002</i>	<i>2003</i>	<i>2004</i>	<i>2005</i>	<i>2006</i>
D1 – Central Honolulu	157	157	157	158	160	159
D5 – Kalihi	133	133	133	133	133	133
D6 – Waikiki	128	128	128	128	128	128
D7 – East Honolulu	129	129	129	129	129	129
Total Positions	547	547	547	548	550	549

Note: MPO = Metropolitan Police Officer

Source: Honolulu Police Department Personnel Employee Deployment System

In contrast, Exhibit 2.2 shows that the number of such positions within the Regional Patrol Bureau has fluctuated from 380 in January 2005 to 468 at its peak in January 2001. Within the Regional Patrol Bureau, Districts 3 (Pearl City) and 4 (Kane‘ohe, Kailua, Kahuku) have had relatively consistent numbers of authorized positions, while the rest have experienced position count reductions.

**Exhibit 2.2
Regional Patrol Bureau Authorized Positions**

<i>District</i>	<i>Authorized MPO Positions as of January</i>					
	<i>2001</i>	<i>2002</i>	<i>2003</i>	<i>2004</i>	<i>2005</i>	<i>2006</i>
D2 – Wahiawa, North Shore	82	82	82	82	67	82
D3 – Pearl City	104	103	103	103	103	114
D4 – Kailua, Kane‘ohe, Kahuku	129	129	129	129	129	129
D8 – Kapolei, Wai‘anae	153	103	81	81	81	81
Total Positions	468	418	395	395	380	406

Note: MPO = Metropolitan Police Officer

Source: Honolulu Police Department Personnel Employee Deployment System

Without adequate data collection and reporting on all the activities comprising patrol officers’ time, fluctuations in Regional Patrol Bureau

patrol positions reinforces perceptions in staffing inequities between the two bureaus.

HPD's data collection system fails to report on all activities comprising patrol officers' time and the total number of officers responding to calls

HPD's CAD system is unable to collect data and report on all activities comprising patrol officers' time, as well as the total number of officers responding to calls for service, and is therefore an inadequate tool with which to assess patrol officers' workload. The *Federal Bureau of Investigation Law Enforcement Bulletin* states that:

the only logical and defensible means of determining how many persons should be assigned to patrol duty is through a careful and systematic analysis of the duties performed by patrol officers.

Such a workload analysis consists of distribution of time by activity, i.e., calls for service, administrative duties and proactive patrol. In addition, the book *Municipal Benchmarks: Assessing Local Performance and Establishing Community Standards*, states that one overlooked ingredient in police management is its proficiency in actually getting available officers out of the station and onto the street, where they can respond to calls or engage in undirected patrol—the latter of which constitutes a community's *patrol availability factor*.

When asked whether HPD tracks the average percentage of time that patrol officers spend on proactive patrol, we were directed to the department's CAD system-generated Unit Unavailability Reports. However, we found that these reports generally focus on counting only the primary units responding to calls for service, rather than including all the units, and do not account for all the activities performed by patrol units on duty. Follow-up questions to the HPD's Information Technology Division confirmed that the HPD's current CAD system is unable to generate this type of data.

In contrast, police departments in several cities have tracked the percentage of time their officers spend on proactive patrol, and set specific annual goals to be met. A panel assembled by the League of California Cities suggested that officers in high-level service departments are able to devote at least 45 percent of their time to patrolling the field uncommitted; medium-service departments have 30 percent to 45 percent; and low-service, less than 30 percent. The evidence from reporting cities, however, indicates that departments able to commit one-third of the typical patrol officer's time to actual patrol are doing well.

Patrol availability factor has been found to range from 33 percent to 40 percent in cities such as San Antonio and College Station, Texas; San Clemente, Sacramento and San Diego, California; Savannah, Georgia; Peoria, Arizona; and Portland, Oregon.

Purpose of Computer Aided Dispatch (CAD) systems

HPD's CAD system primarily functions to facilitate timely responses to public safety-related calls from the public, but is inadequate as a workload assessment tool. In general, CAD systems allow public safety operations and communications to be augmented, assisted, or partially controlled by an automated system. It can include, among other capabilities, computer-controlled emergency vehicle dispatching, vehicle status, incident reporting, and management information. CAD systems collect the initial information for an incident and then provide the information to one or more Records Management Systems.

According to the Law Enforcement Information Technology Standards Council, all aspects of a CAD system must be optimized for rapid response time and system reliability. Since time is of the essence, the CAD system must provide a date and time stamp for every activity. Typical CAD system functions include resource management, call taking, location verification, dispatching, unit status management, and call disposition. Call takers, dispatchers, and their supervisors are primary users of CAD systems. Units in the field may interact via mobile data computers. Examples of typical CAD reports include reports that can be run by any user-defined date and time range, such as workload activity by resource or by group, and time consumed by call type by hour of the day.

Features of HPD's CAD system-generated unit unavailability reports

CAD system-generated average unit unavailability reports are used by HPD to determine how many officers are occupied with handling cases, but do not contain adequate information with which to calculate the optimum industry standard-based level of staffing based on workload. As seen in Exhibit 2.3, a sample report for District 1 for the year 2002 shows the average number of units dispatched at a given time during the month. On an annual basis, the report shows that the range of dispatched units per hour ranged from two between 5:00 a.m. to 5:59 a.m. in January and February, to nine between 9:00 a.m. to 9:59 a.m., and at 9:00 p.m. to 9:59 p.m. in August. Taken at face value, this report

seems to indicate that the entire Central Honolulu district only needed an average of five officers available per hour.

**Exhibit 2.3
Sample Unit Unavailability Report**

Hour	Dispatched (Units)												Hourly Average
	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	
0	5	5	5	4	6	5	5	6	5	6	6	6	5
1	5	5	6	4	5	5	4	6	6	5	5	6	5
2	5	4	5	4	5	4	4	5	5	4	4	5	5
3	3	3	4	3	4	4	3	5	4	4	5	4	4
4	3	3	3	3	3	3	4	4	4	4	4	3	3
5	2	2	3	3	3	2	3	3	3	3	3	3	3
6	5	4	5	4	5	5	5	6	6	5	5	5	5
7	6	5	6	6	6	6	6	6	7	7	6	6	6
8	6	5	6	6	7	6	6	8	8	8	7	6	6
9	7	7	7	7	6	7	6	9	7	7	8	6	7
10	7	6	6	6	7	6	7	8	8	7	8	6	7
11	7	6	7	6	7	6	7	9	8	6	7	6	7
12	5	5	6	5	6	6	5	8	6	6	6	6	6
13	6	4	5	6	5	5	5	7	6	6	6	6	6
14	5	4	6	6	6	6	5	7	6	6	6	6	6
15	6	6	7	8	7	7	7	9	8	7	7	7	7
16	6	6	6	6	6	7	6	8	6	6	6	6	6
17	4	4	4	4	4	4	4	4	4	4	4	4	4
18	4	4	4	3	4	4	4	6	5	5	5	5	4
19	6	5	5	5	5	6	6	9	7	6	6	6	6
20	6	5	5	5	5	5	5	7	6	6	7	7	6
21	5	5	5	5	6	5	5	9	6	6	7	8	6
22	6	5	5	5	5	5	5	7	6	6	6	7	5
23	4	4	5	5	5	5	4	7	5	6	7	6	5
Monthly Average	5	5	5	5	5	5	5	7	6	6	6	6	5

Notes: The layout of the actual form has been modified slightly to clarify the meaning of data labels.
 "Dispatched (Units)" refers to the number of primary units sent to respond to calls for service, and thus unavailable for other calls at the designated time.
 "Hour" refers to specific hours during a 24-hour period, ranging from "0", which corresponds to 0:00 – 0:59, or 12:00 midnight to 12:59 a.m. to "23", which corresponds to 23:00 to 23:59, or 11:00 p.m. to 11:59 p.m.
 "Hourly average" refers to the average number of units dispatched at that hour across the 12-month period.
 "Monthly average" refers to the average number of units dispatched for each month across a 24-hour period.
 This report does not show how many total units were on duty, thus making it difficult for commanders to determine the effectiveness of their staffing levels.

Source: Honolulu Police Department Computer Aided Dispatch System

The department's Information Technology Division defines a *unit* as generally one officer, except for cases such as Field Training Officer (FTO) program, which includes more than one officer for training purposes. Officer *unavailability* means an officer is assigned to a CAD system incident as the primary unit, and thus cannot be called upon to respond to other incidents that may occur at that same hour. In contrast, an *available* unit is one not currently assigned as the primary unit for a CAD system incident but may be assigned as a secondary unit—co-responders to an incident—such as for domestic violence complaints, or a back-up unit for a major incident, such as *officers need assistance* calls, which may have 10 or more units responding to an incident with a single primary unit assigned. Therefore, a unit that is *available* is not necessarily doing proactive patrol, but may be actively assisting another unit on a call for service. Field supervisor units, such as sergeants and lieutenants, generally will be considered *available* most of the time, unless all officers in the area are assigned to other incidents, officers require a field supervisor, or a major incident has taken place. Thus, HPD's CAD system is primarily designed to ensure that the public receives a response to calls for help, but does not necessarily track how many HPD units were required to resolve particular calls.

Shortcomings of the unit unavailability reports for workload assessment

HPD's unit unavailability reports fall short as a way of documenting how patrol officers use their time. Our review of HPD's unit unavailability reports for January 2002 to 2006 revealed that these reports did not provide the type of information that would permit us to calculate the patrol availability factor, or the amount of time that officers actually spend on patrol. According to the book *Municipal Benchmarks: Assessing Local Performance and Establishing Community Standards*, one overlooked ingredient in police management is its proficiency in actually getting available officers out of the station and onto the street, where they can respond to calls or engage in undirected patrol—the latter of which constitutes a community's *patrol availability factor*. Based on this information, we asked HPD commanders to provide their perspectives on the usefulness of unit unavailability reports for assessing their districts' workload.

Several officers said that one shortcoming of the system is that it only records the units that serve as the primary unit for a specific incident, so it is unclear from the data how many officers or units were actually on the scene. Another is that it does not allow commanders to view within the same report how many total units within their districts were on duty at

that particular time, thus making it difficult to determine the effectiveness of overall staffing. All district commanders said that any statistics showing officer availability would be inaccurate, because officers do not always sign off when they are assisting other officers, or writing reports, which can take hours depending on the officers' experience. They said this is inherent in police culture and will be difficult to change. Nevertheless, police departments in other cities have been able to incorporate patrol availability or proactive patrol activities into their reporting systems, thus providing a broader scope of information regarding demands on their officers' time.

Authorized Patrol Officer Position Counts Appear to Be Within Industry Standards, But Full Staffing Remains Difficult Due to Ongoing Challenges in Filling Position Vacancies and the Continued Use of Special Assignments

HPD appears to have sufficient numbers of patrol officer positions (i.e., MPO I and II) based on industry standards, but continuing difficulties in filling position vacancies and the use of special assignments reduces the numbers of those actually available for patrol. Staffing police services requires 24-hour coverage, which requires not only setting up shifts, but also taking into account paid absences such as vacation, sick leave and mandatory training. In addition, there must be an adequate number of officers assigned to each beat, or geographical area that officers must cover on a regular basis. Based on these factors, we calculated an industry standard-based staffing level for HPD's patrol officers. We found that the current authorized staffing level of 955 metropolitan police officers (MPOs) appears sufficient.

The challenge is in filling the existing positions. Position vacancies for police officers and all public safety officers present a significant staffing challenge nationwide, a trend against which HPD is not immune. However, existing challenges are further exacerbated by the practice of placing officers on special assignments. Officers on special assignments retain their budgeted positions within their patrol districts, but are assigned to do tasks elsewhere, with no change in pay or classification. Special assignments have been used for years to address operational needs, for various reasons ranging from temporary projects to placing officers in another position while awaiting the creation of permanent positions, being placed on limited duty or undergoing investigation. However, there had been no official policy guiding its use as of the date of our audit. Thus, special assignments that are intended to be temporary can last for years, resulting in fewer officers actually performing patrol duties.

The combination of vacancies and special assignments has increased workload on existing MPOs in patrol districts, incurring excessive overtime costs. Districts have exceeded overtime budgets by 1,307 hours to 55,213 hours per year due to staff shortages. Districts have also dealt with short staffing by calling upon other HPD units such as crime reduction units to cover patrol beats, creating a domino effect that impacts the workload of other units.

Industry standards indicate that there should be sufficient patrol officer positions

HPD appears to have sufficient patrol district MPO positions, based on industry standard-based staffing levels for extended-hour government services such as police patrol. Such standards require that there be sufficient coverage in terms of scheduling and geography. Scheduling considerations include the number of shifts, and calculating the actual hours worked relative to the days or hours of paid time off to which employees are entitled. Geography deals with the number of posts that need to be covered, in HPD's case, the total number of beats. We performed a calculation of industry standard-based staffing for HPD's patrol officers and found that the current level of 955 authorized patrol district MPO positions appears to be within industry standards.

Local government departments providing extended-hour services present staffing demands that differ from the more typical 40-hour-per-week office operations. HPD is open for business all 168 hours of every week, but its officers' standard work week is based on combined eight- and nine-hour shifts over a two-week period, averaging 40 hours a week. Additionally, allowance must be made for vacations, holidays, sick days, and other forms of paid absence. One technique for determining the number of employees needed to provide an extended-hour or uninterrupted government service requires the calculation of a staffing factor. This is the number of employees needed to provide full coverage of an employee station or post. Taking into account the number of days of paid leave to which HPD patrol officers are entitled, we determined that there needs to be the equivalent of 1.71 persons hired for each shift.

Each *beat*, or geographical area that an officer needs to cover on patrol, requires three shifts for a 24-hour period. Thus, 1.71 multiplied by 3 shifts shows a need for 5.13 officers per beat. *Authorized* beats are those areas for which resources such as staff and funding have been approved within the department's budget. *Unfunded* beats are those that have been requested in the department's budget, but have not yet been funded, a process that can take at least two years. Examples

include Beat 555, which contains the naval housing area north of Nimitz Highway between Valkenburg Street and Pu‘uhale Road, for which District 5 (Kalihi) has assumed patrol duties since October 2006; Beat 568, the area surrounding big box retailers Best Buy, Home Depot and Costco, also in District 5; and Beat 858, Wai‘anae, in District 8 (Wai‘anae, Kapolei, Ewa). We included these unfunded beats in our calculation because—despite the current lack of funding—HPD already assigns MPOs to these areas as their existing staffing levels allow, and are thus a reflection of the department’s patrol staffing needs. Based on a total of 162 *authorized* beats plus 11 *unfunded* beats, our calculation yielded an industry standard-based staffing level ranging from 888 district MPOs at 5.13 per beat, to 1,038 MPOs at 6 officers per beat.

Staffing calculation standards for uninterrupted government services

Our staffing calculation shows that HPD requires 5.13 officers per beat to cover a 24-hour period. Based on the previously discussed technique, we calculated the staffing factor for HPD’s patrol officers based on the number of hours actually worked by the average employee, taking into account the number of hours of paid leave, then dividing the hours of coverage needed by the number of hours that officers are actually available. Exhibit 2.4 shows the staffing level calculation specific to HPD’s patrol officers.

Exhibit 2.4 Staffing Factor Calculation

Step 1:

Determine number of hours actually worked by the average employee and paid days off

Number of hours HPD officers are paid to work per year
= 40 hours per week x 52 weeks per year
= 2,080 hours per year

HPD paid days off
(*excludes bereavement, family leave and military leave*)
= 21 days vacation + 21 days of sick leave + 5 training days
= 47 days x 8 hours per day (average) = 376 hours

Hours HPD officers are actually available
= 2,080 hours per year scheduled minus 376 hours per year paid time off
= 1,704 hours HPD officers are actually available per year

Step 2:

Determine staffing factor by dividing hours of operation by hours officers are actually available

Hours of coverage needed (based on 24 hours, 7 days a week, 52 weeks)
= 8,738 divided by 3 shifts per day
= 2,912 hours of coverage needed per officer per year

Staffing factor
= hours of coverage needed / hours each employee is available
= 2,912 hours of coverage needed / 1,704 hours officers are available
= 1.709

Conclusion:

Each patrol officer position at HPD needs to be staffed by 1.71 officers to provide 24-hour coverage

Sources: *Law Enforcement Bulletin*, Federal Bureau of Investigation, June 2005, *Administrative Analysis for Local Government: Practical Application of Selected Techniques*, and HPD Human Resources Division

Staffing factor based on the number of HPD beats

Our calculation shows that industry standard-based staffing level, according to the total number of HPD beats, ranges between 888 to 1,038 patrol district MPOs, which is in line with the 955 patrol district MPO positions currently authorized. For a 24-hour day, each beat requires three shifts. Multiplied by the staffing factor shown in Exhibit 2.4 (3 shifts x 1.71 officers per shift), our calculation shows a standard of 5.13 officers per beat, which does not include paid time off for family leave, bereavement or military leave. HPD's standard is 5.5 officers per beat.

HPD currently has a total of 162 authorized beats: 85 in the Central Patrol Bureau, and 77 in the Regional Patrol Bureau. However, HPD officers patrol additional beats that are not yet funded within the department's budget. Because a newly requested beat can remain unbudgeted for at least two years, HPD assumes duties for the newly created beat prior to funding, providing an officer to patrol that area as existing staffing levels allow, e.g., if none of the officers scheduled for duty is on leave. According to a survey of district commanders, unfunded beats added 11 more beats, or an actual total of 173: another 6 beats in the Central Patrol Bureau—3 in District 7 (East Honolulu) and 2 in District 5 (Kalihi)—for a total of 91 beats, and another 5 in the Regional Patrol Bureau—4 in District 4 (Kane'ohe, Kailua, Kahuku) and 1 in District 8 (Kapolei, Wai'anae)—for a total of 82 beats.

**Exhibit 2.5
Number of Authorized and Unfunded Beats Per District**

Patrol Bureau	District	Number of Authorized Beats	Number of Unfunded Beats	Total Beats
Central	D1 – Central Honolulu	24	0	24
	D5 – Kalihi	22	2	24
	D6 – Waikiki	13	1	14
	D7 – East Honolulu	26	3	29
	Sub-total	85	6	91
Regional	D2 – Wahiawa, North Shore	18	0	18
	D3 – Pearl City	18	0	18
	D4 – Kailua, Kane’ohe, Kahuku	22	4	26
	D8 – Wai’anae, Kapolei, Ewa	19	1	20
	Sub-total	77	5	82
TOTAL		162	11	173

Source: Honolulu Police Department Information Technology Division and District Commanders

Position vacancies and special assignments have reduced the number of officers available for patrol

We found that the actual number of MPOs available for patrol has been reduced by the number of vacancies and special assignments. Despite improvements made in decreasing these numbers, over the last five years, patrol officer vacancies among MPOs has averaged 110 vacant positions annually, and special assignments have been given to 63 district-assigned MPO positions annually – totaling an average of 173 officers or 18 percent of authorized positions not available for patrol. While vacancies may be partly the result of external factors outside of HPD’s control, the expected continuation of special assignments could merit an examination as to whether additional staff are needed to cover officers who are unable to perform patrol duties due to these assignments.

Exhibit 2.6
MPO Position Vacancies and Special Assignments Per District

<i>Patrol District</i>	<i>Vacancies</i>				
	<i>January 2002</i>	<i>January 2003</i>	<i>January 2004</i>	<i>January 2005</i>	<i>January 2006</i>
Central Patrol					
District 1 – Central Honolulu	26	32	28	26	22
District 5 – Kalihi	13	18	13	10	9
District 6 – Waikiki	17	23	32	31	17
District 7 – East Honolulu	11	22	22	11	5
Central Patrol Sub-Total	67	95	95	78	53
Regional Patrol					
District 2 – Wahiawa and Mililani	4	8	11	4	3
District 3 – Pearl City	8	2	6	1	13
District 4 – Kailua, Kane’ohe, Kahuku	6	14	14	10	10
District 8 – Kapolei and Wai’anae	13	9	10	8	7
Regional Patrol Sub-Total	31	33	41	23	33
Total Patrol Vacancies	98	128	136	101	86
5-year Average					110
Special Assignments					
<i>Patrol District</i>	<i>January 2002</i>	<i>January 2003</i>	<i>January 2004</i>	<i>January 2005</i>	<i>January 2006</i>
Central Patrol					
District 1 – Central Honolulu	26	9	8	5	6
District 5 – Kalihi	17	7	4	4	5
District 6 – Waikiki	7	7	5	9	6
District 7 – East Honolulu	16	8	4	4	0
Central Patrol Sub-Total	66	31	21	22	17
Regional Patrol					
District 2 – Wahiawa and Mililani	9	7	3	5	5
District 3 – Pearl City	19	7	8	7	4
District 4 – Kailua, Kane’ohe, Kahuku	15	12	9	6	4
District 8 – Kapolei and Wai’anae	17	5	6	7	3
Regional Patrol Sub-Total	60	31	26	25	16
Total Special Assignments	126	62	47	47	33
5-year Average					63

Source: Honolulu Police Department Personnel Employee Deployment System and Special Assignment Reports

To HPD's credit, both vacancies and special assignments have been reduced over the past five years, as Exhibit 2.6 shows. The number of vacancies overall has been reduced by 12 percent over the past five years, from 98 in 2002 to 86 in 2006. More notable is the 74 percent overall reduction in the use of special assignments, from 126 in 2002 to 33 in 2006. Nevertheless, the practice of special assignments is estimated to continue, which means actual staffing levels may have to be adjusted to compensate for the reduction in available patrol officers.

Competition for public safety officers in all fields nationwide create difficulties in filling vacancies

HPD's difficulties in filling vacancies is partly the result of competition for patrol officer candidates within a shrinking pool of workers due to the impending retirement of a baby boomer workforce—those born between 1946 and 1964, and increased demand for public safety officers nationwide, particularly in the wake of 9/11. This severe shortage is evident in the fact that 80 million baby boomers are being replaced by a workforce of only 30 million in the succeeding generation. On a more industry-specific basis, an estimated 80 percent of the nation's 17,000 law enforcement agencies of all sizes have police officer positions that they cannot fill. Nationwide projections estimate that between 2002 and 2012 the United States will need 37,700 new police officers, in addition to the 30,300 positions needed to replace retirees and other persons leaving employment. A survey conducted under the auspices of the California Chiefs of Police Association consistently ranked recruitment and selection among the top two issues facing law enforcement in the next five years, regardless of agency size.

Competition may be increasing from not only other police departments but also other organizations for similar recruits to meet growing demands for individuals to perform homeland security work and overseas military operations. In addition, the national military response to terrorism influences the ability of existing police officers to meet traditional and new police missions, particularly in police departments where the *call up* of officers who serve in the United States National Guard can have a noticeable impact. As of September 30, 2006, HPD employed 190 military reservists department-wide, 38 of whom were activated.

Steady need to place officers on special assignment could indicate a need for more staff

Officers on special assignments remain in their official positions on paper but are physically assigned to do tasks elsewhere, with no change in pay

or classification. Special assignments have been used by HPD for years to address operational needs, such as completing temporary projects. Special assignments have also been used to place officers awaiting the creation of permanent positions, those on limited duty or under investigation. Because of the fluid nature of special assignments, there may be a tendency to minimize their impact on overall staffing. As of the date of our fieldwork, there had been no official policy guiding the use of special assignments, although a policy was instituted after our fieldwork was completed. While the number of special assignments has been significantly reduced by 74 percent over the past five years, HPD's inclination to be responsive to emerging issues and the increasing complexity of police work in general means that special assignments will continue to be an issue for years to come. Thus, actual staffing levels may have to be adjusted to compensate for the reduction in available patrol officers.

District commanders' overall assessment on the department's use of special assignments was mixed. All agreed that special assignments have reduced the numbers of officers available for patrol, but some felt some special assignments were necessary. One commander said that individual officers may perceive that special assignments are excessive due to their colleagues' conspicuous absences, acutely feeling the increase in their own workloads as a result. However, that commander acknowledged that the chief of police has a tough juggling act in dealing with shortages of various staff within the department.

Another commander said that placing one or two officers on special assignments for time-sensitive tasks, such as delivering restraining orders, actually freed up several other patrol officers to perform their regular duties. In contrast, other commanders said that certain special assignments such as video production could be performed by non-police officers. They said that staffing such assignments with civilian employees could free up patrol officers to return to beat duty.

Although special assignments are subject to approval by the chief of police based on justifications of existing need, sometimes they can last for several years. The types of multi-year special assignments given to district MPOs over the past five years are shown in Exhibit 2.7.

Exhibit 2.7
MPO Multi-year Special Assignments

<i>Description</i>	<i>January 2002</i>	<i>January 2003</i>	<i>January 2004</i>	<i>January 2005</i>	<i>January 2006</i>
Alternative Call Servicing	21	16	12	16	9
Criminal Investigation Division	13	9	8	8	5
Community Affairs Section	1	0	1	4	3
Other Districts	3	10	6	3	2
Emergency Management Command	0	1	3	5	0
Human Resources Division	1	0	0	1	1
Information Technology Division	2	8	4	3	3
Juvenile Services Division	1	0	1	1	1
Military Leave	9	3	0	0	0
Narcotics/Vice Division	2	2	2	2	2
Peer Support	0	0	1	1	1
Records and Identification Division	0	2	1	1	1
Audio Visual Training	0	2	2	0	0
Training Division	12	8	1	0	0
Training Information Technology	0	0	1	1	0

Note: MPO = Metropolitan Police Officer

Source: Honolulu Police Department Special Assignment Reports

Because patrol officers on special assignment retain their official positions but actually perform tasks elsewhere, districts may only appear to have sufficient numbers of patrol officers. Additional positions may be needed to address the tasks performed by patrol officers on special assignment.

Districts have exceeded overtime budgets partly due to staff shortages

Districts have regularly exceeded their overtime budgets, in part due to staff shortages, which is one indication of the strain on current officers. The city Department of Budget and Fiscal Services (BFS) sets a specific amount for HPD’s overtime budget annually. HPD in turn allocates a quarterly overtime budget to its districts. We found that over the past four years—the period during which district-specific numbers are available—districts have generally exceeded their overtime budgets by thousands of hours per year. Staff shortages have accounted for 16

percent to 21 percent of all overtime costs for the Central Patrol Bureau, and 40 percent to 44 percent in the Regional Patrol Bureau. The following exhibit shows overtime trends from FY2002-03 to FY2005-06:

**Exhibit 2.8
Excess Overtime Attributable to Staff Shortage
FY2002-03 to FY2005-06**

<i>Patrol Bureau</i>	<i>FY2002-03</i>	<i>FY2003-04</i>	<i>FY2004-05</i>	<i>FY2005-06</i>
Central Patrol				
Overtime allotment (hours)	93,000	86,852	96,500	86,848
Total used	182,783	138,094	131,444	116,353
Percent over allotment	96%	59%	36%	34%
Overtime due to staff shortage	29,196	28,568	27,998	20,563
Percent of total overtime due to staff shortage	16%	21%	21%	18%
Regional Patrol				
Overtime allotment (hours)	86,500	80,104	89,000	80,096
Total used	119,961	115,883	120,676	102,180
Percent over allotment	39%	45%	36%	28%
Overtime due to staff shortage	49,787	45,912	53,228	43,770
Percent of total overtime due to staff shortage	42%	40%	44%	43%

Source: Honolulu Police Department Overtime Reports

According to BFS, this excess overtime can be funded by funds from vacant positions, since all city departments such as HPD can transfer funds from within the amounts budgeted under the broad salary category to any of its sub-categories. For example, high vacancy rates may be interpreted as *savings*—or excess funds from the regular pay sub-category, so HPD can tap into those funds to cover overtime. However, BFS stated that the more difficulties HPD has in filling vacancies, the more overtime funds they need to cover shifts, so there are no actual salary savings from the vacant positions—the funds are merely shifted and spent on overtime costs.

Current Recruitment Practices and Training Facilities are Insufficient to Meet Projected Patrol Officer Staffing Needs

HPD’s recruitment practices have fallen behind other city police departments, and its training facility is unable to produce sufficient numbers of graduates to compensate for regular attrition levels, existing vacancies and special assignments. The function of recruitment is to increase or maintain the number of police officers at desired levels of staffing and renew its ranks. This requires finding sufficient numbers of qualified applicants who have the desire and ability to meet the selection criteria and complete training in a timely manner so as not to compromise the department’s performance. Given the shrinking labor pool and the large number of officers needed to achieve full staffing, we found that HPD’s current two-person recruit team is smaller than those from other large cities and lacks the resources that other departments have devoted to recruitment. Furthermore, HPD is hampered in its mission to produce new police officers by the limitations of its current training facility. While data over the past five years shows an average annual shortfall of 173 officers, the current training facility can annually only potentially produce an additional 42 to 48 officers at an additional cost of almost \$400,000. The number of incoming officers is further limited by HPD’s practice of requiring all new officers to start as recruits. In contrast, other police departments have actively recruited experienced police officers through lateral transfers.

Five-year averages indicate an average annual shortfall of 173 officers

We found that HPD has had an average annual shortage of 173 new officers to cover the number of officers lost to attrition, fill position vacancies and staff positions for officers placed on special assignment. Over the last five years, HPD needed to fill an average of 110 position vacancies. Another 63 officers were needed to cover for those on special assignments. Position vacancies were documented for January of each year, as shown in Exhibit 2.6, incorporating personnel movements from the previous period. HPD goes through a personnel movement process three times a year, during which promotions are awarded, officers are reassigned or transferred, and recruits from graduating classes are placed.

HPD’s recruit team lacks resources to bring in the necessary number of applicants

At the time of our fieldwork, HPD’s recruiting staff consisted of two officers—one full-time and one on special assignment. While an improvement over previous practices, this two-person recruit team is still smaller than teams from other cities. Recruitment is the primary gateway through which HPD attracts new officers, as the desirability of police work as a career choice has waned in the past decade. Since fewer than

5 percent of applicants for law enforcement positions are found to be qualified while the demands for such positions remain high, federal, state and local governments compete against each other for a dwindling pool of public-safety career-minded individuals to fill needed positions. We found that HPD instituted a recruitment plan in 2005, reversing what HPD's Training Division described as a traditional reliance on a *shotgun approach* of advertising, career fair attendance and word-of-mouth to enlist recruits, approximately seven years after mainland police departments successfully lured away a number of experienced officers.

In contrast, other cities have been more aggressive, assembling recruit teams representing a cross-section of their respective communities by ethnicity, gender and military background. In addition, signing incentives have become more common as police departments compete for candidates nationwide. Such dedicated efforts are considered necessary in the highly selective recruitment process to which candidates for police work are subjected. Nationally, large agencies have reported that the lack of qualified applicants presented the most difficult factor in filling vacancies. The stringent screening process employed by most police departments result in 90 percent of applicants being rejected during the selection process, requiring recruiters to cast a wide net for potential officers.

Comparison of HPD recruiting resources with other police departments

HPD's small recruitment team and budget is smaller than most large cities'. HPD's team consists of two officers, an advertising budget of \$40,000 and no budget for travel. As of the time of our fieldwork, HPD did not offer signing incentives to potential candidates. By comparison:

- The Phoenix, Arizona, Police Department has a five-member recruitment team representing various ethnicities as well as former military personnel, and has budgeted \$300,000 to expand its pool of applicants by recruiting in the Los Angeles metropolitan area for 500 vacant positions.
- Las Vegas, Nevada, Metropolitan Police Department has a staff of about eight recruiters and has hired a professional marketing company to help.
- The Los Angeles, California, Police Department has a staff of 27 assigned to recruiting.

- San Diego, California, County Sheriff’s Department has recruiters that travel around the country to find candidates and has increased its advertising budget from \$75,000 to \$400,000.
- The City of Brentwood Police Department in Contra Costa County, California, offers a \$10,000 signing bonus—\$2,000 when they begin employment, another \$3,000 after 18 months and an additional \$5,000 after five years of service.

The comparable lack of resources devoted to recruitment hampers HPD’s ability to compete with other departments in reaching potential candidates. Such a dedicated, widespread effort is necessary in order to ensure that sufficient numbers of applicants pass through a nearly two-year long selection and training process, ultimately bringing the needed number of officers into the districts.

Highly selective recruitment process requires HPD to cast a wide net for applicants

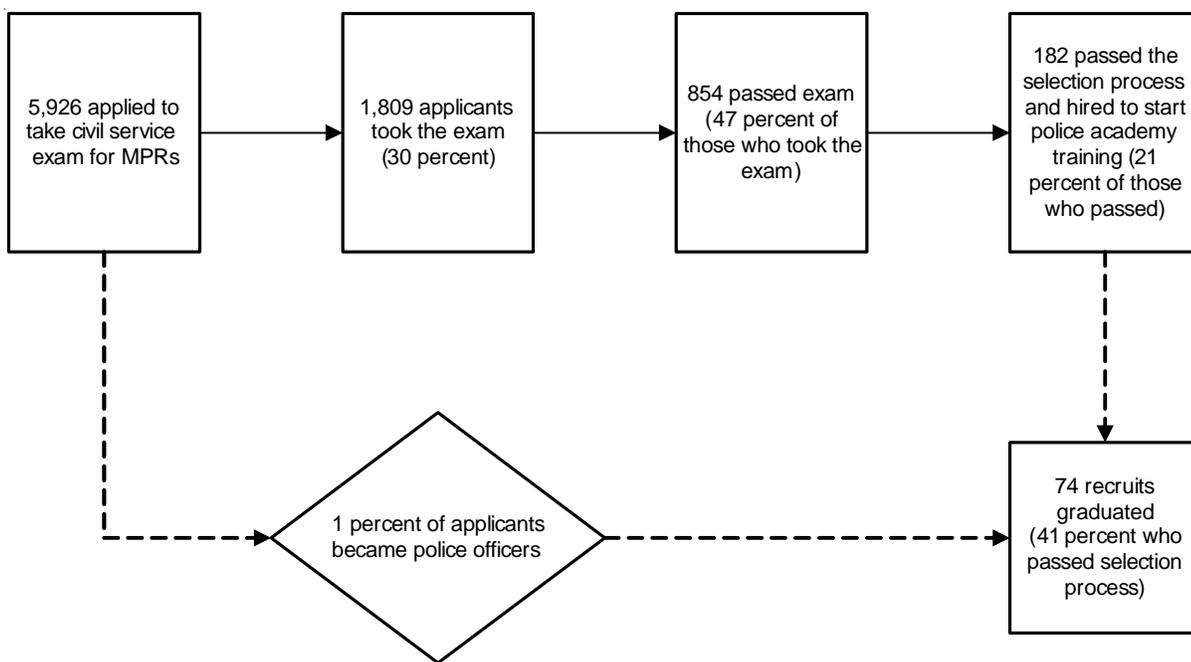
In 2006, HPD attracted almost 6,000 applicants for testing, but less than 1 percent passed the various screening, testing and training processes to become police officers. Because of this extensive process, HPD needs the resources to attract a considerable number of applicants to fill needed positions. This mirrors trends nationwide, where fewer than 5 percent of applicants for law enforcement positions are found to be qualified for appointments. Because the screening process is so stringent, over 90 percent of law enforcement applicants nationwide are rejected during the selection process. One California police chief noted that as few as 5 percent of applicants pass the background check, psychological and physical exams required to be an officer. It is also not unusual to lose 25 percent or more of the persons appointed during the rigorous training at the police academy. A report to the National Institute for Justice revealed that, among large police departments, the lack of qualified applicants presented the most difficult factor in filling vacancies.

Honolulu closely follows this nationwide trend. The city administration recognizes the ongoing need for patrol officers by placing Metropolitan Police Recruit (MPR) positions on continuous recruitment. The city Department of Human Resources (DHR) administers the civil service exam for MPRs every two months locally, in addition to one to two tests on the mainland. In 2006, city DHR conducted a total of eight exams with a total of 5,926 applicants. However, only 1,809 applicants—30

percent actually took the exam. Of those who took the exam, only 854 applicants—47 percent passed. DHR sends this list of applicants to HPD’s Human Resources Division, which assigns a team of detectives to start the selection process for Metropolitan Police Recruits.

After being admitted to the police academy, approximately 20 percent drop out after the first month, and a total of 30 percent do not make it through the entire program. Thus, as illustrated by Exhibit 2.9, the 2006 initial applicant pool of 5,926 applicants was whittled down to 74 recruits that graduated, 1 percent of those who originally applied.

Exhibit 2.9
Process from Applicant to Police Officer, 2006



Note: MPR = Metropolitan Police Recruit

Source: City Department of Human Resources and Honolulu Police Department Training Division, 2006 figures

Based on a nationwide survey of 533 large agencies serving jurisdictions with residents of 50,000 or more, the screening and training process takes approximately 10 to 11 months. Specifically, the survey found that these agencies averaged 11.51 weeks for screening, 17.65 weeks for training, and 13.37 weeks for field training. We found that HPD’s

combined screening and training process takes twice as long: nearly one year for screening, 6 months (24 weeks) for training at the police academy, and 4 months (16 weeks) in field training, for a total of nearly 2 years. While HPD's lengthier process has demonstrated its value by achieving accreditation in 2006, the length of this process leaves candidates vulnerable to other offers of employment before the process is completed.

A survey of more than 850 peace officer basic training academy recruits collected from 14 California peace officer academies revealed that the two issues applicants had more difficulty with were: time—the selection process took too long to complete; and communication—lack of contact throughout the process. However, the survey found that the effects of time could be mitigated by increased contact with applicants. That is, even though the selection process sometimes extends over many weeks or months, agencies that remain in contact with applicants during the process reassure the applicants that the agencies are interested in employing them. Thus, while HPD's processes may not be readily shortened without compromising its quality, the department may diminish its effects by finding ways to periodically contact promising applicants to maintain their interest.

HPD's police academy is the only source for new police officers and is geared primarily toward novices

HPD's severely limited source for new officers further hampers its ability to fill needed positions. All police officers, regardless of experience, are required to attend Ke Kula Maka'i, HPD's police academy, to undergo six months of academy training, then another four months of field training, in addition to a nearly year-long screening and background checking process. In contrast, other police departments actively court experienced officers from other departments, often as aggressively as they target new recruits, thus widening the field for prospective applicants. Ke Kula Maka'i holds three recruit classes per year, graduating an average of 70 recruits over the last four calendar years. Adding another recruit class could theoretically add another 42 to 48 graduates to the districts. However, this would still be 125 to 131 officers short of the 173 needed to cover those lost to attrition, vacancies that need to be filled, and officers placed on special assignment.

Many mainland cities actively court experienced police officers from other jurisdictions to mid-career level positions, due to statewide certification programs that allow officers to transfer between cities within the state, as well as other states with which their home states have agreements to accept such transfers. This practice, known as lateral

transfers, provides an additional source of officers aside from new recruits. Like new recruits, lateral transfers are being courted by police departments offering signing bonuses, educational subsidies and mortgage assistance. HPD has seen its own ranks thinned by such practices, losing a total of 113 officers who have departed to other law enforcement agencies since 1998. While HPD has begun its own recruitment campaigns in mainland cities, its recruit team remains small compared to other cities of similar size, and the academy's curriculum for new officers remains focused on new recruits, with no modifications for more experienced police officers.

Current training facilities cannot generate enough new officers

While training is limited to new recruits, the training facility itself is limited in the number of students that can graduate in time to fill gaps in staffing. Three recruit classes begin every calendar year on the second working day of January, May and September. According to HPD's Training Division, past classes have been over enrolled by as many as 75 recruits. However, the current facility can only add one more class with a maximum of 60 recruits at a cost of nearly \$400,000 for additional staff and supplies. At an estimated drop-out rate of 20 percent to 30 percent, this additional class could potentially graduate between 42 to 48 more officers—125 to 131 less than the 173 needed to cover the shortfall due to vacancies and special assignments.

The Recruit Training Curriculum consists of approximately 1,046 hours of instruction consisting primarily of academics, practical exercises and examinations. One sergeant is assigned to supervise each recruit class and their recruit class staff (assistant supervisors). A recruit class sergeant may select their assistant supervisors based on a set ratio of one assistant supervisor for every 20 recruits assigned to the class.

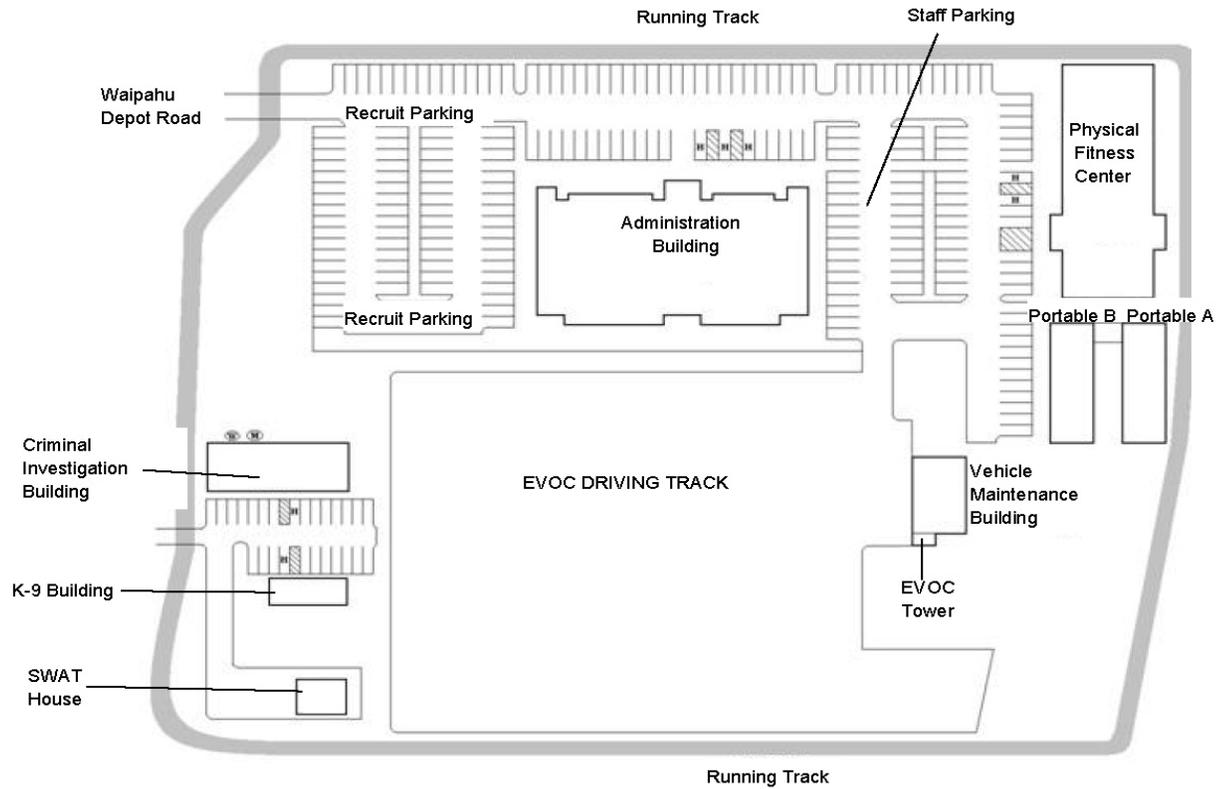
The training facility sits on a 17-acre lot, with the Administration Building built in 1988. Modular buildings known as Portable A and Portable B were added in 2002 and 2004, respectively, to increase classroom space and house firearm and driving simulation machines. The physical fitness center contains two basketball courts, locker rooms and a weight room. On the perimeter of the property is a 0.6-mile jogging track. The following exhibits show the entrance to the police academy, known as Ke Kula Maka 'i, and a map showing the layout of the training facility.

Exhibit 2.10
Ke Kula Maka'i Entrance



Source: Honolulu Police Department Training Division

Exhibit 2.11
Layout of Ke Kula Maka'i Training Facility



Note: EVOC = Emergency Vehicle Operations Course
SWAT = Special Weapons and Tactics

Source: Honolulu Police Department Training Division

Specific features are as follows:

- Designated recruit parking, 80 parking stalls, plus 92 parking stalls for any overage and for general use of the academy.
- Two of four lecture rooms are used primarily for recruit classes and each lecture room is equipped to accommodate 60 recruits.
- For recruit classes with more than 60 recruits, Portable Classroom A is used on a temporary basis until program attrition reduces the amount of recruits to 60 or less.

- Portable Classroom B houses firearms and driving simulators, both of which are used in the program. Two firearms simulators are contained in separate rooms and three driving simulators are contained between the two firearms simulator rooms. The remaining classroom area is used for lectures and is equipped to accommodate 20 recruits.
- Four rooms in the Criminal Investigations Building are used for investigative scenario-based training. These rooms are designed to simulate different environments that a recruit will be exposed to in the field, and consists of a kitchen, bar, bedroom, and convenience store.
- The rest of the building is used for staff offices, storage, and a classroom that is equipped to accommodate 40 recruits. The Specialized Weapons and Tactics (SWAT) Building, which is under the control of the Specialized Services Division, is used to perform use of force scenario-based training and building searches.
- Control and arrest tactics are taught in a dojo classroom. Classes that have 70 or more recruits are dissected into two groups in order to safely perform dynamic practical exercises that require more room for movement. In the event the exercises do not require padded mats and more room is needed, the exercises are performed on either the driving track or in the gym.
- A majority of the Emergency Vehicle Operations Course (EVOC) training is performed at the training academy on its driving track, as shown in the following exhibit. However, the size of the track is too small to safely sustain the high rates of speed associated with pursuit driving. High speed pursuit training is performed on a vacated airfield located at the Kalaeloa State Airport in Kapolei, through a Memorandum of Agreement. In addition, HPD uses 20 firing points at Koko Head Shooting Complex.

Exhibit 2.12 Emergency Vehicle Operations Course



Source: Honolulu Police Department Training Division

According to HPD's Training Division, the current facility can hold only one more class per year, limited to 60 recruits. With a modified schedule of classes, there would be an overlap of two to four weeks where three recruit classes would be in session simultaneously. Adding one more recruit class would cost a total of \$390,536 consisting of the following:

- Additional staff (1 MP sergeant, 3 MPO IIs) salaries, current expenses and equipment, \$364,704; and
- Consumable items (ammunition, unleaded gasoline, office supplies), \$25,832.

With a drop-out trend level of 20 percent to 30 percent, 60 recruits would result in 42 to 48 more graduates, still short of the 173 needed to cover the number of officers needed.

HPD has no modified training program for more experienced officers

HPD has lost a number of officers over the years to other police departments willing to hire experienced officers at mid-career levels, yet HPD has no program of its own to accept similarly experienced officers who may want to relocate from other cities, but are not willing to start over as new recruits. While HPD has increased its recruiting efforts by going to the mainland, the department's pool of applicants continues to be limited to those who are willing to start as recruits, regardless of their previous experience. One notable example was a former New York police officer who had 20 years of experience before starting over at HPD. Very few career police officers would make such a sacrifice.

Lateral transfers are more common on the mainland, where there are certification bodies such as California's Peace Officer Standards and Training (POST), which sets minimum selection and training standards for California law enforcement. This allows officers to seamlessly transition from one county to the next within the state. Each state may have an agreement with another state to accept POST-certified officers as lateral transfers.

The desirability of lateral transfers can be demonstrated in the number of police departments and other law enforcement agencies that offer the same incentives to lateral transfers as new recruits. Examples include the following:

- City of Prescott, Arizona, offers a \$1,500 new officer bonus for all new officers, both those from its police academy and lateral transfers.
- West Covina, California's chief of police has proposed a \$12,500 bonus to be paid to lateral police officers hired after January 1, 2007, citing significant savings from a shorter training period (12-16 weeks compared to 41-45 weeks for a recruit), consisting mainly of policies and practices of the West Covina Police Department. The proposal cited other California cities offering the following bonuses to lateral officers:

- o Arcadia, \$10,000 bonus
- o Anaheim, \$7,500 bonus after one year probation
- o Burbank, \$5,000 lateral bonus
- Texas law enforcement agencies in Dallas, Austin and Houston recently experienced a bidding war to hire veteran officers, with Houston upping its bonus to \$7,000. Dallas countered the Houston bonus by increasing its incentive to \$10,000.
- The San Diego, California, County Sheriff's Department has offered a \$500 bounty to county employees who find applicants who subsequently become deputies. It also provides a signing bonus of \$5,000 to lateral hires.
- The Oregon Army National Guard is offering bonuses of up to \$20,000 for military police positions.
- Starting last year, Maui Police Department has offered a \$2,500 incentive after recruits finish their first month of class, and up to \$2,500 reimbursement for moving expenses.
- Los Angeles, California, Mayor Antonio Villaraigosa in January 2007 announced a proposal to pay new hires a \$5,000 signing bonus, half payable after completing academy training and half at the end of an 18-month probation period. Lateral officers, hires from other agencies, would earn a \$10,000 signing bonus, pending approval by the city council.

HPD's main concern with lateral transfers is preserving the quality of its training, which received CALEA accreditation in March 2006. While there are no specific policies prohibiting lateral transfers, in practice anyone coming here from another jurisdiction, particularly the mainland, would still require training in local laws. Although all states have basic laws against common crimes, laws still differ by state. For example, according to the HPD Training Division, laws involving search and seizure or use of force tend to be less intrusive in Hawai'i than in some mainland states, where officers have broader authority to perform actions such as opening the trunk of someone's car, for example.

HPD Training Division officials said that an insufficiently trained officer would be more of a liability for the department. This is confirmed by the experience of other police departments, who relaxed their standards to fill positions, only to have negative consequences in the form of liability law suits. To date, HPD officials state that they are in the brainstorming phase, considering a modified training program that could determine whether officers transferring laterally meet HPD's minimum standards.

Conclusion

The Honolulu Police Department has traditionally focused on making the best use of resources on hand, and generally has a culture that is reluctant to acknowledge that anything is beyond its capacity to solve or address. While this attitude may be commendable, in real terms this has resulted in a department that has focused on juggling already strained resources to serve immediate needs and devoted less attention to documenting those areas that could better communicate their significant staffing needs to stakeholders over the long term.

We found that HPD's data collection and reporting systems fail to provide an accurate assessment of patrol officer workload, hampering efforts to justify staffing needs. Workload assessment reports, designed to allow district commanders to evaluate their staffing levels, are seen as administrative requirements rather than as a management tool. In these reports, not all district commanders consistently reported whether their current staffing levels were sufficient to serve their districts' needs. This made it difficult for higher level administrators to prioritize department-wide staffing, and promotes the perception of inequitable staffing between districts in the mostly urban Central Patrol Bureau and those in the mostly rural Regional Patrol Bureau. We also found that the workload is underreported due to shortcomings of its CAD system-generated unit availability reports. Although these reports show how many units are *unavailable* or out on calls for service, they only show the number of primary units, excluding the number of units that may have been needed to assist. Thus, the actual workload of patrol officers remains underreported. While HPD's officers are to be commended for making themselves available to respond to calls from the public as much as possible, the traditional reluctance to take the time to document their activities short circuits the mechanism that would allow decision-makers to provide the resources needed to deliver optimum staffing levels.

We found that authorized patrol officer position counts appear to be within industry standards, but full staffing remains difficult due to ongoing

challenges in filling position vacancies and the continued use of special assignments. Using data from HPD, we calculated an optimum level of staffing based on standards for uninterrupted government services. We found HPD's 955 authorized positions for patrol district metropolitan police officers to be sufficient, but the actual number of officers on the street is lower, due to position vacancies. This is a common problem among police officers nationwide, due to increased competition for qualified individuals among law enforcement agencies, including the military and homeland security organizations. Thus, HPD's challenges with respect to filling patrol officer vacancies are not unusual. However, the department's practice of giving patrol officers special assignments has further reduced the numbers of officers available for patrol. Although HPD has significantly reduced its reliance on special assignments over the past five years, continued reliance on special assignments could signal a need for more staff in specific areas.

We found that current recruitment practices and training facilities are insufficient to meet projected patrol officer staffing needs. Over the past five years, we found that on an annual basis, HPD's patrol staff was short by an average of 173 officers annually when taking into account position vacancies and special assignments. Significant resources for recruitment are needed due to the highly selective nature of finding police officer recruits. Nationally, fewer than 5 percent of applicants for law enforcement positions are found to be qualified. HPD follows this trend. In 2006, 3 percent of applicants were found to be qualified, with 1 percent eventually graduating from the police academy. HPD's two-person recruit team, comprising one permanent position and one on special assignment, is insufficient to meet the department's patrol staffing needs and is far smaller than those from other cities. For example, the Phoenix Police Department has a five-member recruit team representing various ethnicities and former military personnel, Las Vegas' Metropolitan Police Department has a staff of eight recruiters and a Los Angeles Police Department has a staff of 27 assigned to recruiting.

Regardless of the additional resources placed into recruitment, HPD will continue to fall short of its staffing needs due to the limitations of its current training facility. At three recruit classes per year, the police academy is operating at close to its full capacity. The current facility can only accommodate one more recruit class per year, generating an estimated 42 to 48 additional officers per year at a cost of about \$400,000. This would still be less than the 173 district MPOs needed to fill all the gaps in staffing. In addition, HPD does not currently have a modified training program to accommodate experienced officers from

other cities who may want to relocate but are not willing to start over as new police recruits. Without addressing these limitations, achieving full patrol officer staffing will continue to pose a formidable challenge.

Recommendations

The Honolulu Police Department should:

- a. improve workload reporting and analysis and better justify staffing needs by:
 - (1) reinforcing the importance of workload assessment reports by continually educating and informing district commanders of the impact that their analyses have on determining department-wide staffing priorities;
 - (2) continuously educating all police officers on the importance of documenting their activities to facilitate requests for sufficient staffing; and
 - (3) amending the current system of reporting to capture all patrol officer activities and more accurately depict workload;
- b. reinforce efforts to work toward full staffing of existing positions by:
 - (1) increasing the department's ability to fill vacancies by devoting appropriate resources to recruitment;
 - (2) incorporating longstanding special assignments into total personnel counts to show a more accurate portrayal of staffing needs; and
 - (3) assessing the need for additional Human Resource Division resources to facilitate recruitment and processing new officers;
- c. improve recruitment and training capabilities by:
 - (1) assessing the need for additional resources to supplement recruitment efforts by the Human Resources Division;

- (2) increasing contact with applicants throughout the lengthy background review process to keep them apprised of their progress and sustain their interest;
- (3) assessing the physical limitations of the current training facility and evaluating options for increasing the department's capacity to train incoming recruits; and
- (4) supplementing the entry of new officers into the department by considering additional sources for new officers, such as modifying training programs to accommodate experienced police officers from other jurisdictions without requiring the same classes as new recruits.

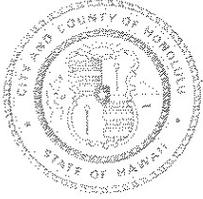
Response of Affected Agency

Comments on Agency Response

We delivered draft copies of this report to the Honolulu Police Department on August 8, 2007. A copy of the transmittal letter is included as Attachment 1. The Chief of Police submitted a written response dated August 20, 2007, which is included as Attachment 2.

In the response, the chief thanked the city auditor for the audit, noting that it will be beneficial in addressing some of the Honolulu Police Department's immediate concerns as well as the long-term needs of the department and community. The chief also stated that the department is in general acceptance of the conclusions and recommendations of the city auditor.

Finally, we made non-substantive amendments to the audit draft for purposes of clarity and style.



OFFICE OF THE CITY AUDITOR
CITY AND COUNTY OF HONOLULU
1000 ULUOHIA STREET, SUITE 120, KAPOLEI, HAWAII 96707 / PHONE: (808) 692-5134 / FAX: (808) 692-5135

LESLIE I. TANAKA, CPA
CITY AUDITOR

August 8, 2007

COPY

Chief Boisse P. Correa
Honolulu Police Department
801 South Beretania Street
Honolulu, Hawai'i 96813

Dear Chief Correa:

Enclosed for your review are two copies (numbers 12 and 13) of our confidential draft audit report, *Audit of the Honolulu Police Department Patrol Officer Staffing Practices*. If you choose to submit a written response to our draft report, your comments will generally be included in the final report. However, we ask that you submit your response to us no later than 12:00 noon on Thursday, August 23, 2007.

For your information, the mayor, managing director, and each councilmember have also been provided copies of this **confidential** draft report.

Finally, since this report is still in draft form and changes may be made to it, access to this draft report should be restricted to those assisting you in preparing your response. Public release of the final report will be made by my office after the report is published in its final form.

Sincerely,

A handwritten signature in cursive script, appearing to read "Leslie I. Tanaka".

Leslie I. Tanaka, CPA
City Auditor

Enclosures

POLICE DEPARTMENT
CITY AND COUNTY OF HONOLULU

801 SOUTH BERETANIA STREET · HONOLULU, HAWAII 96813
TELEPHONE: (808) 529-3111 · INTERNET: www.honolulu-pd.org

MUJI HANNEMANN
MAYOR



BOISSE P. CORREA
CHIEF

PAUL D. PUTZULU
MICHAEL B. TUCKER
DEPUTY CHIEFS

OUR REFERENCE MT-PU

August 20, 2007

'07 AUG 23 A7:53

C & C OF HONOLULU
CITY AUDITOR

TO: LESLIE TANAKA, CITY AUDITOR
OFFICE OF THE CITY AUDITOR

FROM: BOISSE P. CORREA, CHIEF OF POLICE
HONOLULU POLICE DEPARTMENT

SUBJECT: AUDIT OF THE HONOLULU POLICE DEPARTMENT
PATROL OFFICER STAFFING PRACTICES

We would like to thank the Office of the City Auditor for its recent audit of the Honolulu Police Department's patrol staffing practices. The audit will be beneficial in addressing some of the department's immediate concerns as well as the long-term needs of our department and community.

The Honolulu Police Department is in general acceptance of the conclusions and recommendations of the City Auditor.

Handwritten signature of Boisse P. Correa in cursive script.

BOISSE P. CORREA
Chief of Police

This page intentionally left blank.