



# Lebanon Police Department

---

## Staffing and Personnel Assessment

**September 30, 2016**

**Prepared By:  
Chief Richard Mello**

### **Staffing Requirements – Sworn Police Officers**

For effective delivery of police services, it is important that adequate qualified police officers and staff be available. There are a variety of methods and “myths” used to determine appropriate police department staffing levels.

The most recent cited “standard” has been the ratio of 1.8 (2005) Full-Time police officers per one thousand residents in New England. The national average shows 2.4 per thousand. This mythical ratio has been traced back to a misunderstanding of the annually published Crime in America, Uniform Crime Report, authorized by the Federal Bureau of Investigation. This report lists the average number of sworn officers by population groupings. The national or regional average is what is often cited.

Police department staffing is often driven by non-evidence based factors. These can include the community’s ability to afford police services, positive and negative relationships with elected officials, the community’s need for police services, the community’s demand for police services and the extent of services offered or provided by the police department. Although these factors will continue to influence the staffing of police departments, a basic formula has been developed as a result of extensive empirical research that is useful in providing greater precision in determining staffing requirements. This formula is known as Zero-Based Manpower Planning and uses the nationally accepted Bartell Formula for Manpower Determinations.

Zero-Based Manpower Planning takes into consideration several key factors in determining the number of sworn officers needed (not including civilian personnel such as clerks, administrative assistants, etc.). These steps have been completed and will be outlined later in this document. The calculations also take into account specialty units such as Police K9 and the School Resource Officer. These positions handle calls as well as being assigned to specific duties outside of regular patrol. These numbers do NOT include time officers spend at court, personal time (lunch breaks, bereavement leave, bonus sick days, etc.), training (state mandated to maintain officer certification), nor do they include administrative time and duties. Administrative duties are part of a Sergeant or Corporal position and can account for up to an average of 1.5 hours of supervisory work in a day. This study also does not account for all long-term investigations and follow-ups conducted by detective personnel. Further, this study does not take into account the positions of Lieutenant, Captain, Deputy Chief or Chief, which have primarily administrative responsibilities. Rather, this is a study of the patrol segment of the Lebanon Police Department, currently consisting of 22 Officers. This report takes a best-practice, data-driven and evidence based approach to assessing ideal staffing needs.

Response time to emergency calls is a critical factor because it has a clear impact on the citizen’s perception of the police department and affects the ability of the police department to clear a crime. A response time of more than six (6) minutes to an emergency or an in-progress crime seriously curtails the officer’s ability to intervene or investigate the situation.

This information also helps determine the amount of time spent per call to estimate staffing requirements. The amount of time per call for the officer to respond to and handle the call is typically an average of 27 to 30 minutes per call (Lebanon showed an average of 25 minutes in 2015). To account for the additional time of completing all necessary paperwork pertaining to the incident, the average time is calculated as 45 minutes per call.

To estimate the amount of time the Lebanon Police Department spends on calls, the following calculations are used:

**Calls For Service:**

\* **Number of Calls** (*MV = Motor Vehicle Stops*)

	<u>With MV</u>	<u>Without MV</u>
Total number of calls	35055	26823
Average calls per month	2921.25	2235.25
Average calls per week	674.13	515.83
Average calls per day	96.04	73.49
Average calls per shift	32.01	24.5
Average calls per hour	4.0	3.06

\* All numbers are based on Lebanon Police Department from 1/1/2015 – 12/31/2015

**Time Consumed on Calls:**

The number of officers needed to handle the calls for service depends on two factors:

1. The amount of time spent on each call.
2. The queuing of call (when and what frequency calls are received). The time consumed on calls includes the travel time and time spent handling the calls plus paperwork required. The time spent by officers on each call for service is calculated at forty-five (45) minutes.

**Step 1: Calls for Service**

***Formula:***

Number of calls projected (x) time consumed per call (÷) number of weeks (=) the time required per week

***Calculation:***

26,823 calls (does not include motor vehicle)  $\times$  45 minutes (.75) = 20117.3 / 52 weeks = 386.87 hours per week

**Step 2: Patrol**

The amount of random patrol is a decision policy, which should be determined by the Chief of Police in cooperation and consultation with elected and appointed City officials. The amount of patrol is generally thought of in terms of P-factors. A P-factor of 1 is the amount of time required to drive each mile of road in the City one time. The City has 139 miles of roadway. Assuming a patrol speed of 30 miles per hour (average), the P-factor is calculated as follows:

***Formula:***

Number of road miles/MILES PER HOUR = P-factor

***Calculation:***

139 road miles/30 miles per hour = 4.63 hours  
 1 P-factor of 4.63 hours  $\times$  3 shifts per day = 13.89 hours per day  
 13.89 hours per day  $\times$  7 days = 97.23 hours per week

Therefore, 97.23 hours per week provide for one complete patrol of the City every shift.

In addition to patrol, the amount of time spent on traffic enforcement is also included. Traffic citations and warnings generally require less of an officer's time than calls for service. Time spent, on the average, for traffic citations and warnings is estimated at 15 minutes. This function of patrol is calculated as follows based on 8,220 traffic stops per year.

***Formula:***

Number of traffic stops (x) 15 minutes each (.25 hour) = hours required

***Calculation:***

8,022 Traffic Stops  $\times$  15 minutes each (.25 hour) = 2,005.5 hours per year  
 2,005.5 hours per year / 52 weeks = 38.57 hours per week

**Step 3: Investigations**

Investigation includes time spent on the initial investigation as well as follow-up investigation resulting from calls for service. It does not include special investigations such as task forces or special tactical operations. Investigation time is estimated by

assuming 5 hours for each Index offense\* and 2 hours for each Non-Index offense.\*\*  
 The time required for investigation is calculated as follows:

**Formula:**

Number of Index Offenses  $\times$  5 hours Investigative Time = Index Investigative hours per year

Number of Non-Index Offenses  $\times$  2 hours Investigative Time = Non-Index Investigative hours per year

**Calculations:**

387 Index Offenses  $\times$  5 hours = 1,935 hours per year

2,529 Non-Index Offenses  $\times$  2 hours = 5,058 hours per year

1,935 Index Offense hours + 5,058 Non-Index Offense hours = 6,993 total hours per year

6,993 total hours per year / 52 weeks = 134.5 hours per week

*\*Index Offenses are determined by the National Incident Based Reporting System (NIBRS) which is a Uniform Crime Reporting System used throughout the United States via the FBI. Index crimes are the more "serious" crimes including Arson, Assault, Burglary, Drug Offenses, Homicide, Motor Vehicle Theft, Sex Offenses, Weapons Violations, etc.*

*\*\* Non-Index Offenses are determined by NIBRS (see above "Index Offenses") and are less serious crimes such as Bad Checks, Disorderly Conduct, DWI, Non-Violent Family Offenses, Liquor Law Violations, Trespass of Property, etc.*

**Step 4: SUMMARY of Steps 1 through 3**

The total time accounted for in Steps 1 through 3 above is summarized in the following:

**Summary of Steps 1 through 3:**

	<b>With 3 Shifts</b>
Calls For Service	386.87 hours per week
Patrol or P-factor	97.23 hours per week
Traffic Enforcement	38.57 hours per week
Investigations	134.5 hours per week
<b>Total:</b>	<b>657.17 hours per week</b>

The minimum hourly service requirement is 657.17 hours per week, which refers only to basic minimum police services. There is very little flexibility built into the formula in the area of patrol particularly in view of the traffic problems experienced by the City of Lebanon.



**Patrol Staffing Summary – Bartell Formula**

The number of police officers required can then be calculated by using the following process:

657.17 total hours required (/) 40 hours per week = **16.43** positions  
16.43 positions (x) 1.56 AAF = **26 officers required** (*In the patrol division*)

This means that **26 full-time** officers assigned to patrol functions is an optimum number of officers to handle the demands for service for the City of Lebanon. **Currently the Lebanon Police patrol compliment consists of 22 sworn employees.** It is not possible to pull 4 employees from other divisions to address this shortage. This shortage could only be addressed through adding positions to the agency.

## **Prosecution and Civilian Staffing**

The Bartell Formula does not account, or allow, for analysis of civilian staffing requirements. In the case of Prosecution, the Lebanon Police Department utilizes a full-time Attorney to handle all prosecution. This program began in 2015 when a full-time, Bar certified attorney was hired. This hire was made possible through attrition where a retiring Lieutenant was not replaced in favor of hiring a civilian attorney. The result has been a much more efficient, productive and professional presence in the Lebanon District Court.

However, the transition from a Police Prosecutor to a Bar certified Attorney/Prosecutor has revealed a significant shortage in staffing. Appendix A depicts a comparison of 10 police departments of similar size in the State of New Hampshire, including Lebanon. As can be seen in Figure A, of those 10 departments, Lebanon produces the highest volume of cases at the District Court level yet has the same, or less, staffing as those departments who in many instances only handle a fraction of the cases. Claremont and Derry have 1 ½ and 2 Prosecutors respectively, despite having less volume than Lebanon, and many of the other departments have more staffing in their legal division overall. The Lebanon Police Department's legal division consists of one attorney. There is technically no legal assistant although the department utilizes one of the department's Records Division secretaries and the Administrative Assistant to the Chief of Police to shoulder the workload. This approach is not efficient or sustainable in the long term as the primary duties of both the Records Secretary and Administrative Assistant have, and will continue to, suffer.

Currently, our prosecuting attorney handles the following responsibilities:

- All adult prosecution in Circuit Court
- All communication with adult defendants or their counsel
- All communication with all witnesses/victims
- All communication with the general public regarding prosecution matters

Currently, one of our Records Secretaries handles the following responsibilities that would normally be done by a legal assistant:

- All Discovery matters (Providing copies of case files and documents to defense attorneys and defendants)
- All witness lists and subpoenas
- All data & record entry
- All filing and docketing responsibilities
- Records assistant responsibilities

In addition to utilizing a Records Secretary for legal responsibilities, the department also tasks our Training Officer and Operations Bureau Commander with some legal division responsibilities. This is due to the overwhelming amount of work and limited staff within prosecution. Therefore, the Training Officer and Operations Lieutenant perform the following prosecutorial duties:

- All Administrative License Suspension hearings (ALS)
- All juvenile court prosecution matters
- All communication with juveniles or their counsel

At my request, Prosecuting Attorney Ben Leduc prepared a summary of the duties and responsibilities that are currently **not** being done or completed due to the lack of adequate staffing. These include:

- The Adult Diversion Program has been significantly cut back due to time constraints. The Diversion program serves a mutually beneficial purpose for the courts, the LPD, the State, the City of Lebanon, its residents, and the defendants who are eligible. This is a restorative program which has community and public support.
- Typically, the prosecutor receives 45-90 voicemails per week. As a result, the prosecutor has effectually discontinued his voicemail and now directs callers to his e-mail. As a result, e-mail has increased and there is typically a 2-4 week delay before being able to respond to e-mails. This deficiency is extremely troubling. Victims/witnesses are often not able to connect with the prosecutor until immediately before their case goes to trial, if at all, resulting in poorer case results and a dissatisfying experience that those individuals have with the City of Lebanon government and its agencies. Additionally, for those who are not witnesses or victims, those citizens are left with an equally dissatisfying experience believing they are being intentionally ignored or put aside by the City's officials.
- The division has been significantly deficient, if not wholly deficient, in its ability to comply with the Victim's Bill of Rights. This is significant from both a legal and a customer service point of view. The division has sought out assistance from the Grafton County Attorney's Office for immediate assistance since this is a serious legal issue that the City of Lebanon cannot afford to ignore. Discussions with the GCAO are ongoing, but no plans have yet been implemented. The police department, in conjunction with the Grafton County Attorney's Office, applied for and was granted an Americorp Volunteer to serve as a Victim/Witness Advocate. That would have helped with victim/witness management for the term of the award, however the person selected as the volunteer backed out at the last minute effectively ending the program.
- The division consistently sends out discovery months past the court ordered deadlines. These deadlines are court rules. Failing to comply with them can result in whole cases being dismissed by the court and/or financial sanctions.
- The division consistently sends out witness subpoenas shortly before trial dates. This often leads to witnesses being unable to attend trials, and those trials being either dismissed, or resolving in a plea that strays from justice. In the alternative, the division is faced with prosecuting citizens who are unavailable for contempt of court, even though the only reason they may be unavailable is due to the late notice. Not surprisingly, the division does not prosecute these witnesses.

- When complex motions or issues arise in cases, the prosecutor is forced to reassess and attempt to resolve cases at a lower resolution rather than spend the additional time necessary to litigate those issues. This deficiency results in a lack of justice being achieved in some cases so that the majority of cases can continue to churn through the system.

The department previously had a Secretary that was assigned to the Detective Bureau that helped shoulder the workload in prosecution. Also, the department previously contracted an attorney for prosecution duties in addition to the Lieutenant that was assigned as the full-time prosecutor. The Secretary's position assigned to the Detective Bureau was cut several years ago and has not been brought back.

The Training Officer and Operations Support Lieutenant are the two police positions that are currently being utilized to help bridge the gap in prosecution. This is not an efficient or effective use of sworn police positions. Prior to my appointment in December of 2015, department training had been identified as a major department deficiency. A Training Officer was appointed, by removing a position in the Detective Bureau, to help address this deficiency. While this helped "right the ship" in regards to training in 2016, it has created major deficiencies in the Detective Bureau.

As an emergency measure, the department's Training Officer has been tasked with additional prosecution duties, above and beyond what has previously been described, in an attempt to lessen the workload on the department's prosecuting attorney. This approach is not feasible in the long term as the Training Officer's responsibilities will begin to suffer and eventually the gains the agency has made in 2016 will be lost. However, the department's prosecutor, a salaried position, has resorted to working additional hours early mornings and on weekends in an attempt to meet the demands of the department's prosecutorial responsibilities.

## Summary

The Lebanon Police Department is committed to providing efficient and effective policing services to the City of Lebanon, its residents and community members. As mentioned in the opening paragraph, police department staffing is derived from a number of factors. Some of these factors are based upon expectations and affordability, while other factors are data driven.

The City of Lebanon is unique in determining the need for police department staffing. The total residential population of the City does not reconcile with the department's overall budget and staffing. Due to Lebanon's geographical location, home to Dartmouth Hitchcock Medical Center along with other major employers, and the services that the City provides to residents of the Upper Valley, the daytime population of the City can exceed 30,000<sup>1</sup>. The impact of this unique dynamic is noticeable and requires that the City's departments be prepared to provide emergency services to a much larger population.

For years, the Lebanon Police Department, has utilized a "rob Peter to pay Paul" approach to staffing and providing services. When deficiencies in one area or division were identified, resources from another area or division were reallocated. This is not an uncommon approach in municipal management but is not sustainable in the long term. The City of Lebanon has experienced significant increases in crime and the police department has seen a significant increase in calls for service over the last twenty years, which has been expected given the overall growth of the City from a services and business standpoint. However, during that same time period of growth, the department's staff has not increased sufficiently to match that trend. In fact, the department has one less Secretary, one less detective supervisor and the same number of sworn police officers as it did in 2004. At one point in the last 15 years, the department had 35 full-time sworn police officers, but the compliment has since been reduced to 33. Further, in 2015 the department went forward and hired a full-time prosecuting attorney. This position was not an addition to the organization; rather the position took the place of a full-time Lieutenant's position that was cut through attrition. Prior to hiring a full-time attorney, the department filled the prosecution role with a full-time police lieutenant and an Attorney that was a paid contractor. The net-effect of this change was losing a full-time prosecutor.

Calls for service for the police department has increased 43% since 1990 and 31% since 2005. Since 2007, arrests have increased nearly 9% and offense reports have increased 8%. Drug arrests, and the overall impact of drug activity on the City and police services, have seen steady increases over the last five years and indications are that this trend will continue. The increase in activity, including calls for service, is not unsurprising given the growth within the City. Since January of 2007 through 2015, the city has added approximately 612 residential units (combined single family and multi-family). Using the city average of 2.23 persons per unit, this equates to 1,364 additional persons. In addition, we have added approximately 1,047,171 square feet of commercial/industrial/medical space to the city with more approvals

---

<sup>1</sup> <http://www.lebnh.net/home/about-lebanon>

pending. This includes new construction and additions. Further, there are several major projects scheduled for the near future, including Iron Horse, River Park, and Altaria which will substantially add to commercial and residential uses. Despite these areas of growth, the police department has not grown to mitigate the impact to the increase in demand for services. Rather, as mentioned previously, our overall compliment of officers has been reduced during this same period of time.

## **Recommendations**

Currently, the department is staffed by 33 sworn police officers. The ideal number of sworn police officers needed to institute best practices throughout the organization and to provide the expected level of professional police services, is 37 full-time sworn police officers. My recommendation as Chief of Police to address this shortage is as follows:

1. Develop a plan to add four full-time police positions to the agency over the next two to three years. This will allow for sufficient personnel to be assigned within the patrol division to handle the historical increases in calls for service and police service expectations. Also, this will allow the department to come up to full staff within the Detective Bureau, which includes replacing the detective corporal position that was cut in 2015. Historically, personnel are reallocated from the Detective Bureau anytime there are shortages within the patrol division, and this has occurred with regularity. For example, as of September of 2016, the Detective Bureau is short one supervisor and two detectives. As mentioned previously, the supervisor position was cut in 2015 and the department is short on personnel from its current compliment. Until we can come back up to full staff, personnel normally assigned to detectives must fill gaps in the Patrol Bureau.

The department's prosecution ability is experiencing an ongoing crisis. Much of this is the result of increases in arrests and cases requiring prosecution at the Circuit Court level, along with an overall cut in prosecution personnel in 2015. However, there are increasing demands and unfunded mandates being thrust upon law enforcement agencies by the court system. These unfunded mandates include programs such as mediation, Felonies First and the significant reduction in time, imposed by the courts, between date of arrest and required court appearances. These factors burden department personnel and increase workload without providing personnel or funding to the agency. Ideally, given the previously listed data that demonstrates the demand, the Prosecution Division would be staffed by two prosecuting attorneys and one full-time legal assistant. However, this likely would not be financially feasible in the short term. With these factors in consideration, I make the following recommendations:

1. In 2017, add a second Prosecutor to the department either full-time or 32 hours per week. Alternatively, the department could add a 32 hours per week part-time police prosecutor to assist the department's full-time prosecutor.

**Or;**

2. In 2017, add a full-time paralegal that can assist the department's full-time prosecutor with a number of tasks and responsibilities, thus freeing time for the prosecutor to perform other duties not currently being completed. This option would have a lesser impact in freeing time for the prosecutor as a legal assistant cannot represent the department in court.

Option #1 is the preferred method to resolve the staffing shortage within Prosecution. Adding a second Prosecuting Attorney or a Police Prosecutor, whether full-time or 32 hours per week, will allow the Division to satisfy the tasks, duties, responsibilities and mandates that have been previously outlined in this document. Further, having a second person who can represent the department in court will provide for coverage in the event the primary Prosecuting Attorney is absent due to scheduled time off or unforeseen occurrence. Currently, when the Prosecuting Attorney is absent, the department must pull a police officer from his or her primary duties to provide coverage in court.

Obviously, additional funding is required to implement these recommendations and the agency understands there are limitations and obstacles to this approach. Ideally, these personnel increases would have been phased in over a longer period of time based upon the ongoing and increasing demand for services, but circumstances did not allow for that to happen. The department is quickly approaching critical mass in some of the identified deficient areas and action is required if the agency is to continue providing a similar level of service for the foreseeable future.

Respectfully Submitted,



Richard R. Mello  
Chief of Police

**Appendix A**

	Lebanon	Allenstown	Claremont	Derry	Littleton	Merrimack	Milford	Newport	Plymouth	UVPA <sup>2</sup>
ARs <sup>3</sup>	<b>988</b>	<b>300</b>	<b>488</b>	<b>809<sup>4</sup></b>	<b>271</b>	<b>614</b>	<b>216</b>	<b>285</b>	<b>490<sup>5</sup></b>	<b>432</b>
Full Court Days	2 per week	2-3 per month <sup>6</sup>	2 per week	4 per week	1-2 per month	1-2 per week	5 (half) per month <sup>7</sup>	2 per month	2-3 per month	2 per week
Arraignment Days	1 per week	2-3 per month	1 per week	1 per week	1 per month	2 per month	N/A <sup>8</sup>	1 per month	1 per month	1 per week
Prosecutors	1 Attorney	1 Attorney	1 Attorney <sup>9</sup>	2 Attorneys <sup>10</sup>	1 Attorney	1 Attorney	1 Attorney	1 Police Prosecutor	1 Police Prosecutor	1 Police Prosecutor
Assistants	1 <sup>1</sup>	1 <sup>11</sup>	1 <sup>12</sup>	1 <sup>13</sup>	0	1	1	1 <sup>14</sup>	1	1

<sup>1</sup> There is no assistant assigned to Prosecution. Rather, a Records Secretary serves as the assistant in addition to Records Division duties.

<sup>2</sup> Upper Valley Prosecutorial Association: Hanover, Lyme, Orford, Grafton, Enfield, and Canaan PDs.

<sup>3</sup> AR numbers are as of August 17-19, 2016.

<sup>4</sup> Derry PD advised that their AR tally does not include hand summonses.

<sup>5</sup> Plymouth PD was unable to give an exact number. They gave an educated guess of upper 400s.

<sup>6</sup> Allenstown PD advised these days are typically half days.

<sup>7</sup> Milford PD advised some afternoons have specially assigned trials.

<sup>8</sup> Milford PD advised that arraignments are held on any given court day.

<sup>9</sup> Claremont PD advised that the Attorney is also a sworn Lieutenant. Additionally, the assistant is a Police Prosecutor who prosecutes matters when needed.

<sup>10</sup> Derry PD advised they had a ½ time Police Prosecutor position that has not been filled since employee retired.

<sup>11</sup> Allenstown PD advised the assistant shares duties with administration.

<sup>12</sup> Claremont PD advised the assistant is part time.

<sup>13</sup> Derry PD advised they are seeking to fill a part time assistant position.

<sup>14</sup> Newport PD advised the assistant shares duties with Chief of Police.