Proposal for
Comprehensive Analysis of Law Enforcement Patrol Staffing
Ocean City, MD
February 12, 2015

Captain Gregory Guiton
Support Services Division
Ocean City Police Department
6501 Coastal Highway
Ocean City, MD  21842

Dear Captain Guiton:

The Center for Public Safety Management, LLC, (CPSM) as the exclusive provider of public safety technical assistance for the International City/County Management Association, is pleased to submit this proposal for an analysis of law enforcement patrol staffing for Ocean City.

We understand that Ocean City is seeking assistance in developing a plan to transition from hiring temporary, seasonal police officers on an annual basis to a more traditional approach. While Ocean City experiences a significant increase in workload during the summer months, based upon our prior experience with the community, we also understand that significant workload exists throughout the entire year. The challenge for Ocean City will be to quantify the workload demand and then devise a staffing plan which will meet that demand, doing so in the most cost effective manner possible.

We envision this project to consist of three specific Phases.

**Phase I** would consist of the workload analysis using city’s CAD system data. This will provide the baseline for staffing needs. We describe The CPSM Patrol Workload & Deployment Analysis System® is described in detail on page 10 of this proposal.

**Phase II** would consist of a thorough analysis of the identified workload to determine which calls for services could be addressed through alternatives to assigning uniform patrol officers to handle specific calls. Civilianization, Differential Police Response (DPR) such as telephone reporting, internet reporting and load shedding will be explored. The goal would be to reduce as much as possible, the need to employ sworn officers to address workload. We understand that the Ocean City Police Department has already begun such an analysis and we will be building upon work already completed in this area. We envision this work being conducted both on and off site with significant interaction with the Department’s staff and city leadership to determine expectations of the community with regards to police response.

**Phase III** would consist of development of a proposed staffing chart that would assign sworn personnel consistent with actual workload after addressing the Phase II outcomes. This staffing chart will address recommended schedules as well as the potential for the use of experienced, part time sworn officers. Again this would be developed with interaction with you and other members of the city government including HR personnel.

Retired Chief James Gabbard and I will be the leads on this project having had experience with the Ocean City Police Department previously. We would take a very inclusive approach to the project, using team meetings and focus groups as we did in the dispatch analysis study we previously conducted.
We will be supported by our quantitative analysis team lead by Dr. Dov Chelst which has conducted many workload analysis of over 80 police departments of all sizes.

ICMA has provided direct services to local governments worldwide for almost 100 years, which has helped to improve the quality of life for millions of residents in the United States and abroad. I, along with my colleagues at CPSM, greatly appreciate this opportunity and would be pleased to address any comments you may have. You may contact me at 716.969.1360 or via email at lmatarese@cpsm.us.

Sincerely,

Leonard A. Matarese, ICMA-CM, IPMA-HR
Director, Research and Project Development
Center for Public Safety Management, LLC
International City/County Management Association (ICMA)

The International City/County Management Association (ICMA) is a 100 year old, non-profit professional association of local government administrators and managers, with approximately 9,000 members located in 32 countries.

Since its inception in 1914, ICMA has been dedicated to assisting local governments in providing services to its citizens in an efficient and effective manner. Our work spans all of the activities of local government – parks, libraries, recreation, public works, economic development, code enforcement, Brownfield’s, public safety, etc.

ICMA advances the knowledge of local government best practices across a wide range of platforms including publications, research, training, and technical assistance. Our work includes both domestic and international activities in partnership with local, state and federal governments as well as private foundations. For example, we are involved in a major library research project funded by the Bill and Linda Gates Foundation and we are providing community policing training in Panama working with the U.S. State Department. We have personnel in Afghanistan assisting with building wastewater treatment plants and have teams in Central America providing training in disaster relief working with SOUTHCOM.

The ICMA Center for Public Safety Management (ICMA/CPSM) was one of four Centers within the Information and Assistance Division of ICMA providing support to local governments in the areas of police, fire, EMS, Emergency Management and Homeland Security. In addition to providing technical assistance in these areas we also represent local governments at the federal level and are involved in numerous projects with the Department of Justice and the Department of Homeland Security. In each of these Centers, ICMA has selected to partner with nationally recognized individuals or companies to provide services that ICMA has previously provided directly. Doing so will provide a higher level of services, greater flexibility and reduced costs in meeting member’s needs as ICMA will be expanding the services that ICMA can offer to local government is expanding. For example, The Center for Productivity Management (CPM) is now working exclusively with SAS, one of the world’s leaders in data management and analysis. And the Center for Strategic Management (CSM) is now partnering with nationally recognized experts and academics in local government management and finance.

Center for Public Safety Management, LLC” (CPSM) is now the exclusive provider of public safety technical assistance for ICMA and provides training and research for the Association’s members and represents ICMA in its dealings with the federal government and other public safety professional associations such as CALEA. The Center for Public Safety Management, LLC maintains the same team of individuals performing the same level of service that it has for the past seven years for ICMA.

CPSM’s local government technical assistance experience includes workload and deployment analysis, using our unique methodology and subject matter experts to examine department organizational structure and culture, identify workload and staffing needs as well as industry best practices. We have conducted over 180 such studies in 36 states and 145 communities ranging in size from 8,000 population Boone, IA to 800,000 population Indianapolis, IN.
For this project CPSM will assemble a premier team of experts from a variety of disciplines and from across the United States. The goal is to develop recommendations that will enable it to produce the outcomes necessary to provide critical emergency services consistent with the community’s financial capabilities. The team will consist of a project team leader, two Operations Leaders and several senior public safety Subject Matter Experts selected from our team specifically to meet the needs of the municipality.

The management organizational chart for the project includes the following Key Team Members:

- **Project Manager**
  - Leonard Matarese, MPA

- **Data Team Leader**
  - Dov Chelst, Ph.D.

- **Police Team Leader**
  - James Gabbard
Project Manager
Director of Research and Project Development, ICMA Center for Public Safety,

Leonard A. Matarese, MPA, ICMA-CM, IPMA-CP

- Background

Mr. Matarese is a specialist in public sector administration with particular expertise in public safety issues. He has 44 years’ experience as a law enforcement officer, police chief, public safety director, city manager and major city Human Resources Commissioner. He was one of the original advisory board members and trainer for the first NIJ/ICMA Community Oriented Policing Project which has subsequently trained thousands of municipal practitioners on the techniques of the community policing philosophy over the past 18 years. He has managed several hundred studies of emergency services agencies with particular attention to matching staffing issues with calls for service workload.

Recognized as an innovator by his law enforcement colleagues he served as the Chairman of the SE Quadrant, Florida, Blue Lighting Strike Force, a 71 agency, U.S. Customs Service anti-terrorist and narcotics task force and also as president of the Miami-Dade County Police Chief’s Association – one of America’s largest regional police associations. He represents ICMA on national projects involving the United States Department of Homeland Security, The Department of Justice, Office of Community Policing and the Department of Justice, Office Bureau of Justice Assistance. He has also served as a project reviewer for the National Institute of Justice and is the subject matter expert on several ICMA / USAID police projects in Central America. As a public safety director he has managed fire / EMS systems including ALS transport. He was an early proponent of public access and police response with AEDs.

Mr. Matarese has presented before most major public administration organizations annual conferences on numerous occasions and was a keynote speaker at the 2011 annual PERF conference. He was a plenary speaker at the 2011 TAMSEC Homeland security conference in Linköping, Sweden and at the 2010 UN Habitat PPUD Conference in Barcelona, Spain.

He has a Master’s degree in Public Administration and a Bachelor’s degree in Political Science. He is a member of two national honor societies and has served as an adjunct faculty member for several universities. He holds the ICMA Credentialled Manager designation, as well as Certified Professional designation from the International Public Management Association- Human Resources. He also has extensive experience in labor management issues, particularly in police and fire departments. Mr. Matarese is a life member of the International Association of Chiefs of Police.
Data Assessment Team

Dov Chelst, Ph.D., Director of Quantitative Analysis

- Background
  Dr. Chelst is an expert in analyzing public safety department’s workload and deployment. He manages the analysis of all public safety data for the Center. He is involved in all phases of The Center’s studies from initial data collection, on-site review, large-scale dataset processing, statistical analysis, and designing data reports. To date, he has managed over 140 data analysis projects for city and county agencies ranging in population size from 8,000 to 800,000.

Dr. Chelst has a Ph.D. Mathematics from Rutgers University and a B.A. Magna Cum Laude in Mathematics and Physics from Yeshiva University. He has taught mathematics, physics and statistics, at the university level for 9 years. He has conducted research in complex analysis, mathematical physics, and wireless communication networks and has presented his academic research at local, national and international conferences, and participated in workshops across the country.

Senior Public Safety Subject Matter Expert

David Martin, Ph.D., Senior Researcher in the Center for Urban Studies, Wayne State University

- Background
  Dr. David Martin is Director of the Center for Urban Studies’ Urban Safety Unit. He specializes in criminal justice research and program evaluation. He has had a close working relationship with the Detroit Police Department since 1993 and is currently working with Wayne State’s police department on Midtown COMPSTAT, a collaborative policing and crime prevention initiative. He has developed real-time crime mapping and analysis tools to track crime, arrests and offender recidivism in Detroit and other communities. Dr. Martin has also conducted evaluations of innovative policing projects, including evaluations of Detroit Empowerment Zone Community Policing Initiative and federally-supported Weed and Seed Initiatives in the City of Detroit, City of Inkster and City of Highland Park, Michigan. He has also conducted several recidivism studies that examine the impact of offender rehabilitation programs in Wayne County.

Senior Public Safety Subject Matter Expert

Gang Wang, Ph.D., Public Safety Services Data Analyst

- Background
  Gang Wang received the dual bachelor degrees in industrial design and management science, and the M.S. in information system from Chongqing University in China and the Ph.D. degree in industrial engineering from Wayne State University. He has five years’ experience in enterprise information system and eight years’ experience in data analysis and applied mathematical modeling. He has rich experience in areas of automotive, travel and public safety with particular emphasis in fire / EMS analysis. He has published a book chapter and several journal articles.
Operations Assessment Team – Police Unit

Senior Associate

Chief James Gabbard, B.A (Ret.), City of Vero Beach, Florida – Retired Chief of Police, Retired City Manager, Former Commander, West Palm Beach Police, Former President of Florida Police Chiefs Association.

- **Background**
  James M. Gabbard is the retired City Manager of Vero Beach, Florida, appointed in 2005. Prior to his appointment as City Manager he completed 37 years of law enforcement service in a series of increasingly responsible positions. Mr. Gabbard formerly served as the Police Chief of the Vero Beach Police Department. During his tenure as chief he served as interim city manager on several occasions. Prior to his service with Vero Beach he was a member of the West Palm Beach Police Department, serving in all divisions of the Department and in many assignments including Detective Lieutenant of Homicide. Upon his promotion to Captain he was placed in command of organized crime and organized drug crime investigations. He retired from West Palm Beach in 1986 to accept the chief’s position in Vero Beach.

  Mr. Gabbard has received numerous professional recognitions and was elected President of the Florida Police Chiefs Association, one of the largest organizations of senior police managers in the United States. He was cited for bravery by Governor Jeb Bush before a joint session of the Florida Legislature for his actions during several hurricanes which struck Vero Beach. Upon his recent retirement from Vero Beach he was recognized by the Governor and Attorney General of Florida for his numerous contributions to law enforcement in the state.

Senior Associate

Inspector James E. McCabe, (Ret.) Ph.D., M. Phil., M.A., B.A., Assistant Professor of Criminal Justice, Sacred Heart University, Retired NYPD Inspector

- **Background**
  Dr. McCabe retired as an Inspector with the New York City Police Department after 20 years of service. As Inspector his assignments included Commanding Officer of the NYPD Office of Labor Relations and Commanding Officer of the Training Bureau. As a Deputy Inspector he was the Commanding Officer of the Police Academy with direct supervision of over 750 staff officers and 2,000 recruits. As Executive Officer, Police Commissioner’s Office. His field experience includes, Commanding Officer, 110th Precinct, Executive Officer, 113th Precinct, assignment to the Operations Division/Office of Emergency Management and uniform patrol as an officer and Sergeant in Manhattan. He has published extensively and presented to numerous conference including Academy of Criminal Justice Sciences:

  He holds a Ph.D. and M. Phil, in Criminal Justice, from CUNY Graduate Center, an M.A. in Criminal Justice, from John Jay College, an M.A. in Labor and Policy Studies, SUNY Empire State College, and B.A. in Psychology, CUNY Queens College, June, 1989. He is a graduate of the Executive Management Program, Harvard University’s John F. Kennedy School of Government, and the FBI National Academy.
Senior Associate

Professor Paul E. O’Connell, Ph.D., J.D., Chair of Criminal Justice Department, Iona College, New Rochelle, New York, former NYPD Training Officer.

- **Background**
  
  Dr. O’Connell is a leading expert on the application of Compstat model Police Management principles to public administration organizations. He has been a full time member of the Criminal Justice faculty at Iona College in New Rochelle since 1994. He received his Ph.D. from CUNY where his doctoral thesis was the history and development of the Compstat model of Police Management. Dr. O’Connell began his professional career in criminal justice in 1981, serving the New York City Police Department first as a police officer, and then as a Police Academy instructor, in-service trainer and curriculum developer. After receiving an MPA in 1984 and J.D. in 1989, he worked as a trial attorney with the firm of Cummings & Lockwood in Stamford, CT. Presently, he is the chair of Iona College’s Criminal Justice department, where he also conducts funded research, publishes scholarly papers and lectures widely on the topics of police performance measurement, integrity management and law enforcement training systems.

  Dr. O’Connell has provided consulting services to a variety of government agencies, including assessment of existing policing policies and practices and development of proactive management strategies. Over the years, he has collaborated with the Center for Technology in Government (Albany, NY), Giuliani Partners (New York, NY) and the Center for Society, Law and Justice (University of New Orleans). Dr. O’Connell recently was awarded a Fulbright Grant working with the Turkish National Police.

Associate

Chief Daniel Alexander, B.A., MPA, Chief of Police, Boca Raton, Florida, former Chief of Police, Cape Coral Police Department.

- **Background**
  
  Dan Alexander was sworn in as Boca Raton’s police chief in 2006. Prior to this role, he was chief of the Cape Coral Police Department for four years. Chief Alexander served for approximately three years (1999 to 2002) as an assistant police chief and captain in Boca Raton, three years as a Lieutenant with the Indian Creek Village Public Safety Department and seven years as a deputy sheriff in Alachua County.

  Chief Alexander was a Commission on Accreditation for Law Enforcement Agencies (CALEA) Assessor from 2002 to 2010 and served as a team leader for six years. He was president of the Southwest Florida Police Chiefs Association in 2006. He currently serves as president of the Palm Beach County Association of Chiefs of Police, secretary of the Palm Beach County Law Enforcement eXchange (LEX), vice chair of the Palm Beach County Law Enforcement Planning Council, and he serves on the Palm Beach County Criminal Justice Commission.

  Chief Alexander earned a Master of Arts degree in Public Administration from the University of Florida in 1995, where he received his Bachelor of Arts degree in criminal justice in 1989. He is a graduate of the FBI National Academy.
The CPSM team developed a standardized approach to conducting analyses of police departments by combining the experience sets of dozens of subject matter experts. We begin projects with a request for data, documents and worksheets.

Next, we extract raw data on calls for service from an agency’s computer aided dispatch system. The data are sorted and analyzed to identify performance indicators (i.e., response times, workload by time, multiple unit dispatching, etc.) for comparison to industry benchmarks. Performance indicators are valuable measures of agency efficiency and effectiveness. The findings are shown in tabular as well as graphic form and follow a standard format for presentation of the analyzed data. While the format will be similar from community to community, the data reported are unique to the specific agency.

I. Patrol Operations

Police agencies routinely speak about “recommended officers per 1,000 population” or a “National Standard” for staffing or comparisons to other municipalities. There are no such standards, nor are there “recommended numbers of “officer per thousand”. The International Association of Chiefs of Police (IACP) states; “Ready-made, universally applicable patrol staffing standards do not exist. Ratios, such as officers-per-thousand population, are totally inappropriate as a basis for staffing decisions.”

Staffing decisions, particularly in patrol, must be made based upon actual workload and very few police agencies have the capability of conducting that analysis. Once an analysis of the actual workload is made, then a determination can be made as to the amount of discretionary patrol time that should exist, consistent with the local government’s ability to fund.

CPSM’s team of doctoral level experts in Operations Research in Public Safety have created in The CPSM Patrol Workload & Deployment Analysis System© the ability to produce detailed information on workload even in those agencies without sophisticated management information systems. Using the raw data extracted from the police department’s CAD system our team converts calls for service into police services workload and then effectively graphs workload reflecting seasonally, weekday / weekend and time of day variables. Using this information the police department can contrast actual workload with deployment and identify the amount of discretionary patrol time available (as well as time commitments to other police activities.

Police service workload differentiates from calls for service in that calls for service are a number reflecting the incidents recorded. Workload is a time measurement recording the actual amount of police time required to handle calls for service from inception to completion. Various types of police service calls require differing amounts of time (and thus affect staffing requirements). As such, call volume (number of calls) as a percentage of total number of calls could be significantly different than workload in a specific area as a percentage of total workload. The graph below demonstrates this difference in units.

CPSM has found that the most effective way to manage operations, including policing, is to make decisions based upon the interpretation and analysis of data and information. To achieve this, a data analysis of police department workload, staffing and deployment will be conducted. By objectively looking at the availability of deployed hours and comparing those to the hours necessary to conduct operations, staffing expansion and/or reductions can be determined and projected. Additionally the time necessary to conduct proactive police activities (such as team-led enforcement, directed patrol, community policing and selected traffic enforcement) will be reviewed to provide the
city with a meaningful methodology to determine appropriate costing allocation models.

**Workload vs. deployment analysis sample**

This is one of the ways we show the amount of available, non-committed patrol time compared to workload. As you can see we break out the various activities, convert them to time and then compare to available manpower. The deployment is based upon actual hours worked.

So in this example, at noon there are approximately 9 hours of work (including citizen initiated & officer initiated calls for services, including traffic) and administrative activities (meals, vehicle, reports, etc.). There are approximately 15 man hours of available resources meaning that at that hour, on average, of the 15 officers on duty 9 are busy on activities.

The area shown in green and brown is uncommitted time. This is the area where staffing decisions impact – it becomes a policy issue as to how much uncommitted time a city wants, and is willing to pay for.

**FIGURE 7: Deployment and Main Workload, Weekdays, Summer**

**FIGURE 8: Workload Percentage by Hour, Weekdays, Summer**
Workload vs. Deployment – Weekdays, Summer

Avg. Workload: 6.5 officers per hour
Avg. % Deployed (SI): 57 percent
Peak SI: 89 percent
Peak SI Time: 6:15 a.m.

The CPSM study will result in the calculation of service demands placed on the department, workload levels, service times for calls for service, and response times. This information is developed by first extracting data from the departments CAD system. The extracted information is then processed and workload is calculated. This workload is then compared to deployment levels. The product of this analysis is the variance between service demands and available personnel, and appropriate recommendations made for staffing levels and an optimal deployment schedule to meet these service demands. This permits exploration of the following questions:

- What are the service demands made by the public as measured through the CAD system?
- What is the workload?
- Based on this workload is the alignment of Districts and Divisions appropriate?
- Based on the workload is the shift schedule aligned appropriately and what alternatives to the current shift plan are most efficient?
- How many police officers and supervisors are need to staff the patrol function in order to meet the workload demands placed on the agency?
- How long does it take to respond to calls for service (both response time and total time) and what ways are there to reduce these times?
- How many officers are assigned to each call and what are the ways to minimize these assignments?
- What categories of call, and in what frequency, does the agency handle and what measures can be adopted to minimize unnecessary responses?
- How much time is spent on administrative duties?
- How much time is spent on directed patrol activities and specialized enforcement?

The study will determine the gaps in patrol coverage and recommendations for modifying temporal and spatial deployment. With the appropriate “best fit” of patrol coverage identified, a determination can be made about the exact number of officers required to meet service demands, and in what shift/district/division combinations to maximize resources.
The quotation of fees and compensation shall remain firm for a period of 90 days from this proposal submission.

CPSM will conduct the analysis of the police department for $58,750 exclusive of travel which will be billed separately and at cost. The project would be billed in four installments: 40% within 14 days of signing the contract; 20% upon completion of each of the three phases.

**NOTE:** If the chief administrative officer of the jurisdiction is a member of ICMA the fee, exclusive of travel, will be reduced by 10% reducing the fee to $52,875.

**Deliverables**

Draft reports will be provided for department review in electronic format.

In order to be ecologically friendly, CPSM will deliver the final report in computer readable material either by email or CD or both. The final reports will incorporate the operational as well as data analysis. Should the municipality desire additional copies of the report, CPSM will produce and deliver whatever number of copies the client request and will invoice the client at cost.

Should the local government desire additional support or in-person presentation of findings upon completion of the study, CPSM will assign staff for such meetings at a cost of $2,000 per day/per person along with reimbursement of travel expenses.
Part of ICMA’s mission is to assist local governments in achieving excellence through information and assistance. Following this mission, Center for Public Safety Management, LLC acts as a trusted advisor, assisting local governments in an objective manner. In particular, CPSM’s experience in dealing with public safety issues combined with its background in performance measurement, achievement of efficiencies, and genuine community engagement, makes CPSM a unique and beneficial partner in dealing with issues such as those being presented in this proposal. We look forward to working with you further.
Past & Current Engagements

Auburn, AL Comprehensive Analysis of Fire Services
Auburn, AL Comprehensive Analysis of Police Services
Dothan, AL Comprehensive Analysis of Police Services
Casa Grande, AZ Comprehensive Analysis of Police Services
Florence, AZ Comprehensive Analysis of Police Services
Lake Havasu, AZ Comprehensive Analysis of Police Services
Lake Havasu, AZ Comprehensive Analysis of Fire Services
Youngtown, AZ Comprehensive Analysis of Police Services
Prescott, AZ Comprehensive Analysis of Fire Services
Prescott, AZ Comprehensive Analysis of Police Services
Pinal County, AZ Comprehensive Analysis of Sheriff’s Office
Queen Creek, AZ Comprehensive Analysis of Fire Services
Alameda, CA Comprehensive Analysis of Police Services
Burbank, CA Analysis of Investigations Workload / Staffing
Palo Alto, CA Comprehensive Analysis of Fire Services
San Jose, CA SWOT Analysis of Police and Fire Services
San Mateo County, CA Dispatch Operations Review
Santa Ana, CA Comprehensive Analysis of Police Services
Santa Monica, CA Police Chief Selection
Stockton, CA Comprehensive Analysis of Police & Fire Services
Yuba City, CA Comprehensive Analysis of Fire Services
Yuba City, CA Comprehensive Analysis of Police Services
Carlsbad, CA Comprehensive Analysis of Police Services
Federal Heights, CO Comprehensive analysis of Police & Fire Services
Littleton, CO Comprehensive Analysis of Fire Services
Steamboat Springs, CO Comprehensive Analysis of Fire Services
Cheshire, CT Police Management Review
Alachua, FL Expert Witness Law Enforcement Issues
Citrus County, FL Comprehensive Analysis of Fire Services
Delray Beach, FL Comprehensive Analysis of Police Services
Delray Beach, FL Comprehensive Analysis of Fire Services
Dunedin, FL Police Consolidation Review
Hollywood, FL Police Internal Affairs Review
Jupiter, FL Police and Fire
Jupiter Island, FL Public Safety Consolidation
Kenneth, FL Comprehensive Analysis of Police Services
Pasco County, FL Comprehensive analysis of Fire Services
Pompano Beach, FL Comprehensive Analysis of Police Services
Venice, FL Comprehensive Analysis of Fire Services
North Port, FL Comprehensive Analysis of Police Services
Indian River Shores, FL Public Safety Study
Camden County, GA Comprehensive Analysis of Fire Services
Johns Creek, GA Analysis of Fire Services
Boone, IA Public Safety Consolidation
Hayden, ID Comprehensive Analysis of Police Services
Jerome, ID Analysis of Police Services
Glenview, IL Comprehensive Analysis of Police & Fire Services
Glenview, IL Comprehensive Analysis of Police Services
Glenview, IL Dispatch Operations Review
Highland, IL Comprehensive Analysis of Fire Services
Highland Park, IL Comprehensive Analysis of Fire Consolidation
Highwood, IL Comprehensive Analysis of Fire Consolidation
Lake Bluff, IL Analysis of Fire Consolidation
Lake Forest, IL Analysis of Fire Consolidation
Western Springs, IL Comprehensive Analysis of Police Services
Lake Zurich, IL Comprehensive Analysis of fire services
Indianapolis, IN Comprehensive Analysis of Police Services
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Wauwatosa WI Comprehensive Analysis of Fire Services
Jackson Hole WY Police Consolidation Review
Teton County WY Police Consolidation Review