

Florence, Arizona, Police Department Operations and Data Analysis Report

December 2011



POLICE OPERATIONS

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C E N T E R F O R P U B L I C S A F E T Y M A N A G E M E N T

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Table of Contents

I. Executive Summary	8
II. Introduction	12
III. Operations Analysis	15
A. Physical Plant and Resources	15
B. Administrative Structure	17
C. IT Infrastructure and Communications	23
D. Dispatch Operations	26
E. Training	27
F. Patrol Operations and Staffing	31
1. Scheduling	35
2. Supervision	49
3. Leadership	50
4. Patrol Operations	52
5. Warrant Arrest Processing	55
G. Investigations	56
1. Case Management	57
H. Crime Prevention	62
I. Volunteers	63
J. Labor/Management Relations	63
K. Strategic Planning and Performance Measurement	65
L. Professional Standards and Discipline	78
M. Alarm Abatement, User Fees	85
N. Additional Options for Maximizing Department Efficiency	86
1. Additional Duties/Responsibilities for Patrol Officers	87
O. Conclusions	88
IV. Data Analysis	90
A. Workload Analysis	91

B. Deployment	123
C. Response Times.....	134
1. All Calls.....	135
2. High-Priority Calls	140
3. Response Time by Zone	142
Appendix A. Officer Pay Table.	144

Tables

Table 1. Current Police Officer Assignment Distribution by Day and Hour ...	38
Table 2. Highest and Lowest Hourly Calls for Service – Officers, Time, and CFS Comparison	41
Table 3. ICMA Proposed 10-hour Shift Schedule	46
Table 4. Police Officer Assignment by Hour and Day – ICMA Plan.....	48
Table 5. Events per Day by, Initiator.....	95
Table 6. Events per Day, by Category	97
Table 7. Calls per Day, by Category	99
Table 8. Calls per Day, by Initiator and Months	101
Table 9. Calls per Day, by Category and Months.....	104
Table 10. Calls per Day, by Category and Zone	107
Table 11. Primary Unit’s Average Occupied Times, by Category and Initiator	110
Table 12. Number of Responding Units, by Initiator and Category.....	113
Table 13. Number of Responding Units, by Category, Other-initiated Calls	115
Table 14. Calls and Work Hours by Zone	117
Table 15. Calls and Work Hours per Day, by Category, February 2011	119
Table 16. Calls and Work Hours per Day, by Category, August 2010	121
Table 17. Average Response Time Components, by Category	138
Table 18. 90th Percentiles for Response-Time Components, by Category.	139
Table 19. Average Dispatch, Travel, and Response Times, by Priority	140
Table 20. Average Response Time Components, by Zone.....	143
Table 21. 90th Percentiles for Response-Time Components, by Zone	143
Table 22. Average Officer Earnings, 2010	144
Table 23. Median Officer Earnings, 2010.....	144

Figures

Figure 1. Percentage Events per Day, by Initiator	95
Figure 2. Percentage Events per Day, by Category.....	96
Figure 3. Percentage Calls per Day, by Category	98
Figure 4. Calls per Day, by Initiator and Months	101
Figure 5. Calls per Day, by Category and Months.....	103
Figure 6. Calls per Day, by Category and Zone.....	106
Figure 7. Average Occupied Times, by Category and Initiator.....	109
Figure 8. Number of Responding Units, by Initiator and Category	112
Figure 9. Number of Responding Units, by Category.....	114
Figure 10. Percentage Calls and Work Hours by Zone.....	117
Figure 11. Percentage Calls and Work Hours, by Category, February 2011	119
Figure 12. Percentage Calls and Work Hours, by Category, August 2010 .	121
Figure 13. Deployed Officers, Weekdays, August 2010	125
Figure 14. Deployed Officers, Weekends, August 2010	125
Figure 15. Deployed Officers, Weekdays, February 2011	126
Figure 16. Deployed Officers, Weekends, February 2011	126
Figure 17. Deployment and Other-Initiated Workload, Weekdays, August 2010.....	128
Figure 18. Deployment and Other-Initiated Workload, Weekends, August 2010.....	128
Figure 19. Deployment and Other-Initiated Workload, Weekdays, February 2011.....	129
Figure 20. Deployment and Other-Initiated Workload, Weekends, February 2011.....	129
Figure 21. Deployment and All Workload, Weekdays, August 2010	131
Figure 22. Deployment and All Workload, Weekends, August 2010	131
Figure 23. Deployment and All Workload, Weekdays, February 2011.....	132

Figure 24. Deployment and All Workload, Weekends, February 2011.....	132
Figure 25. Average Response Time, by Hour of Day, for August 2010 and February 2011	135
Figure 26. Average Response Times, August 2010	137
Figure 27. Average Response Times, February 2011	137
Figure 28. Average Response Times and Dispatch Delays for High-Priority Calls, by Hour	141
Figure 29. Average Response Times, by Zone	142

I. Executive Summary

ICMA was engaged to perform an analysis and evaluation of the Florence, Arizona, Police Department (hereinafter, "the department"), including its organizational structure, management processes, policies, staffing, and operations. Specifically, ICMA was asked to review the current operations, policies, and practices of the department; analyze those operations, policies, and practices in light of current standards and practices of police organizations of similar size; identify major areas where the operations, policies, and practices of the department appear to deviate from standard practice; and broadly recommend corrective actions that can be taken to correct any deficiencies.

ICMA was asked to critically examine the department's capabilities regarding strategic planning, internal and external communications, decision making, record keeping, and overall command structure.

ICMA was also charged with obtaining and analyzing performance information contained in the department's computer aided dispatch (CAD) system. The purpose of this analysis was to identify and compare staffing levels to workload over an extended period of time. The resulting data are instructive in terms of examining staffing levels going forward.

ICMA was provided full access to personnel, data, records, and facilities necessary to the preparation of this report. All material and recommendations contained in this report are based upon the documents provided to ICMA and statements made by department personnel during our multiple site visits.

ICMA's review entailed personal interviews with employees of each rank, and examination and analysis of the department's current rules and regulations, information systems, and other records and data. It should be noted that

ICMA was not engaged to evaluate department personnel. Police personnel were observed and interviewed only insofar as the information obtained could lead to an understanding of department operations.

ICMA staff wish to thank the town and police administrations of Florence for their assistance in completing this project. In particular, ICMA commends Town Manager Himanshu Patel and Chief Robert Inguilli for their enthusiasm and cooperation with ICMA staff regarding document requests, access to personnel, and the overall project.

The recommendations contained in this report are intended to increase the operational efficiency of the department. ICMA advises Florence and the department to seek counsel to determine the extent to which these recommendations contradict current legal requirements, regulations, or guidelines.

Based upon ICMA's observations and analysis of the department, we have identified a number of items and issues that can lead to greater operational efficiency and effectiveness. ICMA's primary findings and recommendations include the following:

- The department should abandon its current shift schedule and implement the ten-hour work schedule presented in this report.
- ICMA concurs with the department's current "minimum manning" policy of assigning two patrol units and one supervisor, to certain shifts, as necessary. This should be done infrequently, however. Patrol levels should not drop below that level.
- ICMA believes that the normal staffing level for this department should be three officers, plus one supervisor. This affords the department ample resources to perform proactive police operations. ICMA questions whether any shift would require scheduling beyond that level.

- The department must ensure that patrol supervisors spend a substantial amount of their time on patrol (that is, outside of the headquarters building).
- The department needs to develop and communicate clearly a coherent strategic plan. Each year, the department should develop performance goals, logically link them in terms of long- and short-term goals, then actively measure performance throughout the year to determine its ability to meet these goals. In those instances where goals are not met, the department must explain why and state when such goals are expected to be met. Examples of appropriate goals include: reducing the overall number of false or unnecessary alarms; reducing overall response times; increasing the felony clearance rate by detectives; increasing the overall quality and quantity of in-service training; etc.
- The department must begin immediately a formal program of preparing and issuing substantive annual reports.
- The department must create an effective process for delivering and communicating the contents of annual reports to the town council.
- The department is currently experiencing a significant breakdown in internal communications. These difficulties contribute in large part to a breakdown in the chain of command, discipline, and to poor morale. The duties and responsibilities of supervisory personnel must be reevaluated and revised.
- The department typically receives several hundred residential and commercial alarm calls each year. The vast majority of these are unnecessary or false alarms. In order to preserve resources and enhance overall productivity, the department should work with town officials to establish an alarm abatement program.
- The department is currently recording *Terry* stops (i.e., field interrogations, or “stop, question, and frisks”) that are conducted by

members of the department. Data obtained in connection with these stops should be analyzed and actively tracked. It is important for the department to know: 1) how many stops are being made; 2) by whom; 3) who is being stopped, 4) where; 5) when; and 6) for what reason(s).

- The department should continue to hold weekly command staff meetings for all supervisory staff. The scope and depth of these meetings should be enhanced.
- Both the quantity and quality of overall communications between the department and town officials need to be addressed immediately. The department should utilize a standard template to convey pertinent performance information to town officials. This includes budgetary and administrative information – such as sick time, comp time, and overtime expenditures – as well as any enforcement information or other performance measures that the chief and town officials agree to include.
- The department must identify those categories of calls for service that do not require an immediate police response and make a coordinated effort to inform the public about nonemergency matters that can be handled in person (at headquarters at a subsequent time) or via e-mail or U.S. mail.
- The department must develop a professional website.

II. Introduction

Policing entails a complex set of activities. Police officers are not simply crime fighters, whose responsibilities are to protect citizens' safety and property and to enhance the public's sense of security. The police have myriad other basic responsibilities on a daily basis, including preserving order in the community, ensuring the free flow of vehicular and pedestrian traffic, protecting and extending the rights of persons to speak and assemble freely, and providing assistance to those who cannot assist themselves.

The Florence Police Department provides a full range of police services.

According to the 2010 U.S. Census, the Town of Florence has a population of 25,536 and encompasses an area of approximately sixty-three square miles. Florence is unique in that it is home to a number of large correctional and detention facilities and the majority of the town's population is made up of inmates. The total number of incarcerated residents (i.e., institutional population) in 2010 was 17,700. The noncorrectional population within the community in 2010 stood at 7,836.

The Town of Florence also contains a Native American reservation, the Tohono O'odham Nation. The department has entered into an intergovernmental agreement (IGA) with the nation. Several of the department's officers are certified by the federal Bureau of Indian Affairs.

There are three public schools – two K-8 schools and one high school – in Florence.

Florence experiences a low rate of violent crime. Official FBI records (Uniform Crime Reports) reflect this:

2010 2009

Total violent crimes	39	28
Murder/manslaughter	0	0
Rape	1	1
Robbery	1	4
Aggravated assault	37	23
Property crime	247	266
Burglary	106	72
Larceny/theft	126	174
Motor vehicle theft	15	20
Arson	4	0

This relatively low rate of violent crime is explained, in part, by the fact that Florence contains several prisons, as well as the county jail facility.

Therefore, its noncorrectional population is relatively low. Also, numerous law enforcement personnel and vehicles travel freely throughout the town twenty-four hours a day. This undoubtedly has some impact upon overall crime rates.

The geographic boundaries of Florence have expanded considerably in recent years, with major housing developments such as the Anthem community.

The department is presently not accredited.

The department has experienced a high level of turnover in recent years.

Town records indicate the following overall turnover rate for the department:

2007	26%
2008	24%
2009	18%
2010	25%

While a detailed review and comparison of employee compensation was beyond the scope of this report, ICMA notes that the department's pay levels appear low in comparison to national averages. The department has not experienced merit pay increases for several years.

Significantly low pay rates can compromise the overall performance of a police organization. Such an organization can quickly gain a reputation as a place where young officers can gain valuable work experience, then move on to more lucrative opportunities elsewhere. Similarly, departments with significantly low pay scales can find themselves attracting more senior officers who have worked elsewhere but, for a variety of reasons, have left those agencies and do not have a wide array of employment options.

III. Operations Analysis

A. Physical Plant and Resources

The police department moved into its headquarters building in 2002. The building is a well-designed, clean facility that affords the department sufficient physical space to conduct its operations. Specifically, it contains sufficient room for administration, detectives, and training. The headquarters includes a detention facility with two cells, both of which are equipped with video cameras. Typically, prisoners are detained in these cells for only brief periods, due to the proximity of the county booking facility. External security cameras are used, but do not provide a view of the building's entire perimeter.

The headquarters building also contains a large area for the storage of property, as well as separate lockers to secure weapons and narcotics. The town is planning construction of a building that will be situated adjacent to police headquarters that will house the town's IT department as well as the department's evidence and property operations.

The building also has holding and booking rooms. The department does not have Live Scan capability for the taking of fingerprints. Police officers take arrests to Pinal County jail for processing. At the time of the initial ICMA visit, the interview/interrogation room was not equipped with video or sound recording devices.

The headquarters has a spacious conference room that is used for command staff meetings and in-service training sessions.

During each of ICMA's site visits, the service window located at the front desk was noted as being secured. It was also noted that this window is not made of bullet-resistant material.

A telephone is located in the lobby of headquarters so that citizens can immediately communicate with police dispatch.

Patrol officers and their vehicles appear well equipped. At the time of the ICMA site visits the department had a total of thirty vehicles. Routine vehicle maintenance (oil change, transmission tune-ups, etc.) is overseen by a sergeant and is performed on a regular basis. ICMA was advised that the department has a formal policy for vehicle replacement.

Patrol officers are authorized to bring patrol vehicles to/from their residences. Such a policy is generally understood to be a “force multiplier,” due to the increased police visibility it provides.

The department does not have its own emergency response/SWAT team. Several of its members, though, are trained in this area and participate in interjurisdictional and countywide teams, which are available to the department when needed. Some officers are trained in the use of AR-15 rifles and shotguns.

The department does not have any vehicles equipped with electronic license plate readers (LPRs).

Patrol vehicles are equipped with computer terminals. One patrol vehicle is equipped with a video camera. Patrol vehicles do not carry automated external defibrillators (AEDs).

All police officers and supervisors carry TASERs on patrol.

Recommendations:

- The conference room should be equipped with a computer and a modern projection system.
- The interrogation room should be equipped with a video camera and recording equipment.

- The department should seek grant funding for the purchase of license plate readers.

B. Administrative Structure

At the time of the study, department staffing levels were as follows:

- 1 – Chief
- 1 – Lieutenant
- 4 – Sergeants
- 3 – Detectives (assigned to general investigations)
- approximately* 17 – Police Officers available for patrol (one is assigned to the Pinal County Drug Task Force and periodically performs patrol duties in uniform; another is assigned to the state Gang Immigration Intelligence Team Enforcement Mission [GIITEM])

Staffing levels were down while the present study was being conducted. For example, one officer was on military leave and one was assigned to the Treasury Office. One position was frozen in the budget and one was frozen until after the study was completed. 22 police officers are budgeted for 2011 – 2012.

There are no collective bargaining agreements in place. There is, however, an officers' association (the Law Enforcement Association of Florence) that is not recognized officially by the town as a labor organization.

The department does not have a formally designated:

- Domestic violence officer (though a detective and police officer have received specialized training in this area)
- Youth officer (though a school resource officer (SRO) has been designated in the past)
- Traffic officer (though two members of the department are assigned to commercial vehicle enforcement/inspections and a sergeant and two police officers are assigned periodically to address specific traffic conditions)
- Crime prevention officer (an officer is trained in this area, but not officially designated).

The department employs civilians to perform the dispatch, records, property and evidence, and crime scene functions. The department also has a civilian officer supervisor and a part-time civilian employee trained and designated as crime analysis officer.

A sergeant is assigned to oversee the evidence and property functions.

Two officers are trained and assigned as K-9 patrol officers.

Historically, the department has used bicycle or regular foot patrols in connection with special events.

The department utilizes a properly formatted and indexed manual of rules and regulations that appears consistent with those of similar police agencies. Unfortunately, this manual, the *Rules, Orders and Regulations*, has not been reviewed and revised on an annual basis. It is not clear when this manual was last reviewed and revised. Failure to review and periodically revise all rules, regulations, orders, and directives is a significant liability risk for the department and for the town.

Over the years, members of the department have issued a number of memos aimed at directing and controlling personnel and police operations.

These memos were not issued from a centralized source, were not properly indexed, and, at times, appeared to conflict with the department's rules and regulations. Recently, the department has also issued a number of policy directives. The purpose of these directives is to reconcile actual practice with both the department's rules and regulations and the town's policies and procedures. They are also useful for establishing new policies when necessary. For example, one directive relates to the issue of patrol officers "dispatching" one another by telephone or text message, rather than utilizing the department's official communications system. Each directive issued by the department has a control number, a title, and subject. There are approximately eight such policy directives in place, with another four in development. The office supervisor is charged with coordinating the development of directives.

The department is exploring the possibility of purchasing or subscribing to the services of a commercial vendor (Lexipol) for development and maintenance of departmental rules and regulations.

While ICMA did not perform a comprehensive comparison of current directives with the department's *Rules, Orders and Regulations*, it is very likely that the directives contain cumulative and/or conflicting information. The issuance of directives does not relieve the department of its responsibility for maintaining a comprehensive, current, and clear manual to guide all police operations.

Also, the duties and responsibilities for each rank described in the department's manual do not conform with actual practice.

The department currently employs five reserve officers. These officers are certified and function as full-duty officers when assigned to patrol. They are not authorized to work more than forty hours per week. A sergeant is assigned to oversee both reserves and volunteers.

The department performs the dispatch function for both police and fire.

The department has entered into mutual aid agreements with neighboring law enforcement agencies and correctional institutions.

At the time of ICMA's initial site visit, it was noted that one sergeant was assigned as detective supervisor, K-9 supervisor, and evidence and property supervisor (in addition to other, less demanding administrative duties). This sergeant is also assigned routinely to work shifts as patrol supervisor. On many occasions, therefore, this individual is performing both the role of detective supervisor and patrol supervisor *at the same time*. This undoubtedly results in the sergeant being unable to give full attention to either his patrol or investigative supervision responsibilities.

The sergeant has not worked previously or been trained as a detective. This leads to a situation in which the sergeant is given administrative responsibility for the detective unit without actual operational authority.

ICMA views this as an administratively awkward and ineffective use of personnel. More importantly, failure to properly supervise either patrol or investigative operations on a daily basis represents a significant liability risk to the town, the department, and its personnel.

ICMA relayed its concerns to department personnel during the site visits. Since that time, the position of detective supervisor has been reassigned to another sergeant. ICMA notes that supervision of detectives is a significant undertaking that should not be performed by an individual concurrently performing patrol supervision.

From an operational standpoint the position of lieutenant, as currently described, is underutilized. The department must critically reexamine and enhance the duties and responsibilities associated with this rank. This would: 1) strengthen the internal chain of command; 2) lessen the

administrative burden currently being placed upon sergeants; and 3) serve to hold the lieutenant personally accountable for his performance.

Recommendations:

- The department should immediately review its *Rules, Orders and Regulations* and revise as necessary. Special attention should be given to the duties and responsibilities associated with each rank, especially the positions of lieutenant and sergeant.
- The *Rules, Orders and Regulations* should also include detailed descriptions of the duties and responsibilities of the civilian office supervisor, crime analyst, etc.
- Department rules and regulations must be reconciled with both department directives and town policies and procedures. All rules and regulations must be reviewed annually and revised as necessary. Ideally, the department would only issue “temporary” directives until such time as they can be incorporated into an updated volume of the *Rules, Orders and Regulations*. Directives should be used to quickly transmit urgent or vital information. Once a directive has been properly incorporated into the department’s rules and regulations, it should be cancelled.
- The department must continue to ensure that at least one supervisor is assigned each shift and that he/she spends a substantial amount of time actually performing patrol. Failure to do so negatively affects morale and represents a significant liability risk to the town and the department. Ideally, a sergeant would be assigned as shift supervisor and would alternate between patrol supervision in the field and administrative duties at police headquarters. Supervisors must perform street patrol supervision each shift. They must not spend an entire shift inside headquarters.

- The department should transfer a number of administrative and supervisory duties to the lieutenant and hold him directly accountable for work performed. Among other things, the lieutenant should have primary responsibility for supervision of the detective unit.
- The department should designate a member of the service to serve as community affairs officer. This individual should be accountable for developing, implementing, and coordinating all community policing activities. This individual would also coordinate the new community outreach program designed to inform the public about the department's new reporting policies and procedures, and the proposed alarm abatement program. (See *Recommendations* following the "Strategic Planning and Performance Measurement" section.) Special emphasis should be placed upon building relationships and establishing programs (such as a community watch group) with the Anthem community.
- The department should designate, train, and support one member of the service to serve as domestic violence officer. In addition to the receipt and investigation of domestic violence reports, this individual would be responsible for maintaining and tracking data regarding calls for service and identifying patterns (i.e., call backs) and problematic locations. This officer would work directly with the department's civilian crime analyst.
- The department should designate, train, and support a traffic officer. This individual would be responsible for reviewing and tracking accident reports and summons activity. Mapping software should be used for this purpose. This officer would work directly with the department's civilian crime analyst.
- ICMA questions whether the department requires paid civilian personnel to perform the CSI function. ICMA recommends that the

department closely record and analyze the work actually being performed by both CSI techs and the detective division. It should then carefully consider the costs and benefits of having civilian technicians perform duties traditionally performed by detectives. Perhaps the work of the CSI technicians is redundant and would be more effectively performed by detectives. Alternatively, perhaps CSI technicians can perform additional duties (such as DNA collection) to “free up” detectives for more traditional investigative duties. Conversely, CSI techs might actually represent a significant cost savings that can eventually lead to the reduction in the size of the detective unit. Quantitative data is required, however, for an effective cost benefit analysis. A more thorough discussion of this issue is presented in the “Investigations” section of this report.

C. IT Infrastructure and Communications

ICMA did not perform a comprehensive IT inventory, as it was beyond the scope of this study. Nevertheless, ICMA was able to determine that the department utilizes a comprehensive, records-based software system. The system, which integrates CAD (computer aided dispatch) and RMS (records management system) is provided by Spillman Technologies and is used by several police departments in the county. The Spillman system can track administrative functions such as training records, and apparently includes additional functions that are not used by the department.

The department’s current website is of limited use to the public, and it is not consistent with best practices in American policing. It does not contain a description of the department’s organizational chart or a message from the chief. It does not contain useful information, such as contact information,

commonly used forms for citizens to download and complete prior to contacting the police, etc.

The department does not have a designated chief information officer (CIO); it relies upon the town's IT staff. Thus, there is no coordinated or comprehensive means of internally assessing the department's current and future IT needs.

Members of the department have department-issued cell phones.

Department personnel utilize a town e-mail system, a telephone voice mail system is also available, and all members of the department have assigned e-mail and voice mail accounts. The department does not currently have a policy directing patrol officers to check their voice mails each shift.

The department does not routinely conduct formal roll calls at the commencement of shifts.

The department conducts monthly department-wide (i.e., "town hall") meetings.

ICMA has noted a number of significant communication problems that are directly related to the department's current scheduling model and command structure. Those observations are discussed fully in a subsequent section of this report (Leadership).

ICMA has also noted significant interpersonal communication problems within senior management and these problems have further complicated overall department operations.

Recommendations:

- The department should identify the additional functions of its RMS system (from Spillman Technologies) that could improve the department's overall record keeping and analytical capabilities. To the extent that the RMS is found to be deficient, the department should identify such deficiencies and search for either a supplemental or alternative system.
- The department should establish an internal *technology taskforce*, which would serve as a standing committee to perform the analysis described above. This body should be comprised of supervisors, line officers, and civilian members of the department, should meet regularly, and should: 1) identify the department's current technology needs; 2) identify any deficiencies in the department's current communications (CAD) and records management systems; 3) revise and update the department's website (which should be designated as a priority); 4) identify technology training needs and recommend additional training; and 5) make specific recommendations for improvement, where necessary. This task force would report directly to the chief.
- The department should designate one ranking officer to serve as chief information officer (CIO). This individual would be responsible for creating, maintaining, and retrieving data from the police department's various databases, files, and records. The CIO would serve as chair of the technology task force.
- The department should designate one member of the service to revise and substantially enhance the department's website. At a minimum, the website should include timely and accurate information regarding the department's current operations, its various divisions with contact information, downloads of common forms, etc.

- In light of the fact that the department does not presently have a formal community policing program, all members of the department must be encouraged to actively use and regularly check their voice mail and e-mail accounts.

D. Dispatch Operations

Dispatch operations are housed at police headquarters. The dispatch section has two dispatch positions that service both the police and fire departments. Ambulances are dispatched by Rural Metro Fire Dispatch.

The department employs nine civilian dispatchers plus one supervisor.

The equipment used by the dispatch division appears to be modern and sufficient for current operations.

Calls for service are appropriately prioritized.

Dispatch has a total of four telephone (land) lines, plus a dedicated telephone to communicate with the county.

Police officers and sergeants have computer terminals in their patrol cars.

The 911 system has been upgraded recently, in part to address a number of communication “dead zones” within the patrol zones. ICMA was informed that until quite recently, officers could use their computer terminals to view calls for service directed to and handled by the sheriff’s department. Patrol units from the sheriff’s department could similarly view calls handled by the Florence Police Department. This is no longer the case. It is unclear whether this is only a temporary situation. In any event, this situation should be corrected immediately so that officers from each agency can directly view one another’s calls for service. In that way, they can be afforded an additional layer of safety during patrol operations.

E. Training

A lieutenant is designated as the department's training officer. He is responsible for coordinating, scheduling, and recording all training. Most training opportunities, however, are identified by the officers themselves. The chief must authorize any "off-site" training. As mandated by state guidelines, all uniformed members of the department receive at least eight hours of training each year, as well as additional firearms training (day shoot, night shoot, target identification, etc.). All uniformed members of the service have received active shooter training. Firearms instruction is performed by department personnel.

Officers take additional, specialized courses at the state police academy. They also participate in e-learning programs, completing them when their schedules permit.

ICMA notes that the maintenance of accurate and complete training records is an essential part of police operations. Beyond the obvious record-keeping function, this information can be used as a key performance metric for gauging the performance of the entire organization.

The department does not have a formal annual or multiyear training plan. ICMA views this as a deficiency that must be corrected.

Historically, officers have also received several hours of in-service training each year. "Guest speakers" have been invited to attend (town-hall style) officers' meetings. Past topics have included legal updates, such as a review of the law of search and seizure and Miranda issues, delivered by a representative of the prosecutor's office. The department does not have a formal policy regarding maintenance of lesson plans and instructional materials used in connection with prior lessons.

Failure to have a robust in-service training program represents a significant threat to morale, limits internal communications, and represents a significant liability risk to the department, its personnel, and the town.

Several members of the department are trained as field training officers. The department has a formal field training protocol that appears to be comprehensive and consistent (in terms of method and content) with those of other similar-sized agencies. FTOs prepare daily evaluations of probationary officers, who rotate from one FTO to another. The exact length of training depends upon whether the probationary officer is a new hire or a "lateral" (i.e., someone with prior law enforcement experience). When necessary, probationary officers have had their field training periods extended. A sergeant is assigned to supervise/coordinate the field training program and to perform background checks on personnel.

ICMA was advised that personnel can attend additional "outside" training (Arizona POST or proprietary) when scheduling and budgets permit. Several members of the department voiced dissatisfaction with the current practice of selecting officers for such off-site training, suggesting that selection was arbitrary. Officers are frequently scheduled for training "at the last minute," as the department is informed of additional openings or cancelations at Arizona POST programs.

Upon promotion to the rank of sergeant, officers attend a first-line, basic management course. The department does not conduct its own ("in-house") executive training program.

It appears that the lieutenant did not receive further executive development or advanced management training upon promotion.

No members of the department have attended the FBI National Academy in more than a decade.

The department has engaged in joint training with the fire department.

The department does not utilize a formal “turn out” or roll call process. ICMA views this as a missed opportunity for on-going informal training and information transfer.

Recommendations:

- The department must develop and document a more formalized process for selecting, planning, developing, and delivering in-service training. It should establish a formal annual *Department Training Plan/Report* that identifies in-service and executive development training goals and objectives. The department should utilize this report for tracking and reporting the relative level of accomplishment of these goals. This annual report should describe all training needs, challenges, and accomplishments (in terms of topics, training hours performed, and total number of personnel trained). It must also include a mechanism for incorporating feedback from field personnel, trainers, supervisors, and perhaps the public.
- The department should provide periodic executive development (i.e., supervisors’ training) to its supervisors. This could be provided either “in-house” or externally (e.g., via Arizona POST or commercial vendors). Potential topics should include review of the proper way to complete performance evaluations of subordinates.
- The training officer should be charged with periodic review of department records concerning vehicle pursuits, department vehicle accidents, use of force and weapon discharges, arrest reports, etc., to determine whether any training or equipment issues need to be addressed. This review should be documented.
- The sergeant assigned to supervise the department’s field training program should continue to be chiefly responsible for regularly

reviewing and revising (as necessary) the department's field training program and procedures. All such reviews and changes should be documented.

- The department must schedule time at the beginning of each shift for patrol officers to log onto their e-mail accounts, review the prior shift's activity (notable incidents or persistent problems and conditions), review recent job-wide communications and directives, and briefly meet with their supervisors. This period (perhaps only ten minutes) can be invaluable in terms of reminding officers of rules and regulations and conveying personal direction and organizational expectations. In light of the department's limited use of in-service training for general topics, this is a valuable training opportunity.
- The department should expand its in-service training program. ICMA recognizes the considerable expense associated with police training. Nevertheless, such training cannot be viewed as a "luxury;" it is an essential part of police work and it is an investment. At minimum, the department should host biannual "legal updates" for all members of the department, as well as periodically review procedures related to the proper handling of emotionally disturbed persons, stop and frisks, vehicle pursuits, integrity management, and similar situations. The topics for training should be selected in advance via the annual *Department Training Plan/Report*. The training officer should solicit potential topics from civilian and uniformed members of the department. All lessons delivered should utilize a lesson plan with distinct learning goals and objectives. All lesson plans and instructional materials should be maintained permanently.
- Department-sponsored firearms training should include regular written examinations regarding the lawful use of physical and deadly physical force.

- Special attention should be given to the training needs of reserve officers and volunteers. Consideration should also be given to a joint training session of police personnel and dispatchers concerning proper radio usage, call dispositions, vehicle pursuit policies, etc.
- The department should encourage its supervisory personnel to apply to, and enroll in, the FBI National Academy.

F. Patrol Operations and Staffing

Florence is divided into five patrol zones or posts. As per past practice, each patrol shift typically consists of three police officers, each assigned to one of the three patrol posts, plus one supervisor. Therefore, on a typical shift, there are a minimum of four uniformed members of the service assigned.

The department experienced great difficulty in attempting to respond to ICMA's request for documentation concerning past actual staffing levels. As described in the data analysis section of this report, both department personnel and ICMA were unable to identify comprehensive records (such as time logs or roll calls) to indicate not simply which officers were scheduled, but which ones *actually worked* particular shifts. ICMA views this as a significant operational limitation that must be corrected.

The department has not promulgated an official "minimum manning" requirement. The department has, nevertheless, developed a de facto minimum manning practice that has been communicated to all personnel. Currently, minimum manning entails two patrol officers and one sergeant.

There is a "rotation tow" policy for the handling of recovered and abandoned vehicles.

The CAD system is rarely in backlog. In other words, it is unusual for the system to be holding more calls for service than available units. However, the department does not track the number of times the CAD system experiences call backlog.

ICMA has rarely encountered a schedule like the department's current ten-hour schedule. Department personnel were unable to advise us as to how many total appearances (i.e., days worked) it provided for officers each year. This schedule provides no continuity of shifts, thus supervisors do not work regularly with the same group of officers. This severely limits internal communication and overall supervision. It could also have a negative effect upon discipline.

Officers are authorized to "swap" shifts. Schedules change every six months. Officers pick their shifts based upon seniority.

Patrol officers respond to medical calls, but do not provide patient transport or medical support. Supervisory personnel were unable to advise ICMA as to the total number of department employees who are trained emergency medical technicians (EMTs).

Police officers are not divided into specific squads. ICMA was informed that this complicates the process of preparing performance evaluations for subordinates. We agree that the failure to have designated squads restricts mentoring, teamwork, and the identification and response to personal and operational problems.

ICMA reviewed aggregate and individual arrest data. ICMA requested a breakdown of the total number of arrests made by patrol officers, versus those made by the detective division. That information was not readily available. This is an important performance measure that should be tracked on a regular basis.

The department does not currently have a “community policing” program. This is rather ironic, as the department prides itself in dispatching a patrol car to virtually all calls for service. ICMA was informed that a formal community policing program is no longer possible in light of the department’s current budgetary situation.

According to the information and data supplied to ICMA, it is clear that only a small percentage of police patrol time is expended in dealing with serious crime. The vast majority of patrol time is expended in nondirected and/or self-directed patrol activities. In other words, the majority of patrol time is *not* expended in connection with responding to calls for service. (For a more detailed examination of actual workload, please see the data analysis section). When not responding to particular calls for service, patrol officers are directed to perform traffic enforcement, residence checks, and similar proactive patrol duties, as necessary.

Patrol vehicles are not equipped with automated external defibrillators (AEDs).

Officers may be paid for additional “security jobs.” That is, officers may perform security work, traffic enforcement, and the like for private entities or individuals who have entered into a service agreement with the town. Officers are considered to be “on duty” when providing these services. This may or may not result in overtime of the officer.

Officers of the Town of Florence are only allowed to wear their uniform when on duty providing services to the town or working pursuant to a service agreement entered into by the town. Officers are not allowed to wear uniform nor use department equipment when working in a secondary employment situation.

ICMA agrees with the town's policies and practices in this regard and generally views off-duty employment performed in uniform as a significant liability risk for the town and the department.

Officers can also file a "secondary employment" request to work part-time for another agency. Department personnel must receive permission to engage in such work, and they may not work more than twenty hours over their normal forty hour weekly schedule.

Certified police officers from other agencies may perform off-duty security services in Florence.

Recommendations:

- ICMA believes that the scheduling of three police officers and one sergeant (as patrol supervisor) is sufficient to address patrol obligations and proactive enforcement duties in Florence during most shifts. Overall staffing levels for the department (i.e., patrol, administrative, support) should be based upon this standard.
- ICMA concurs with the department's current "minimum manning" policy of assigning two patrol units and one supervisor, to certain shifts, as necessary. Patrol levels should not drop below that level.
- The department must continue to record the performance of "house watch" or residence checks via the CAD system. That is, the location, time of commencement, time of completion, and results should all be recorded.
- The department should identify those categories of calls for service that *do not require an immediate police response* and then make a coordinated effort to inform the public about nonemergency matters that can be handled in-person (at headquarters at a subsequent time)

or via e-mail or U.S. mail. The department should build the capacity to regularly take certain nonemergency complaints via e-mail or U.S. mail, such as: lost property; petty thefts of property (e.g., bicycle); criminal mischief/minor property damage, etc. The precise list of such situations should be compiled by the department. Members of the public should have the ability to choose the method of reporting they are most comfortable with. The public needs to be fully informed about nonemergency reporting procedures. The department should take proactive steps to educate the public about these alternative reporting methods and include such instructions on its website. The lieutenant should be designated as the officer primarily responsible for the design and implementation of a citizen outreach program that would inform all members of the community about alternative reporting options. The results of this initiative should be reported via the department's annual reports.

- The department should fill the position of "community affairs officer" immediately and commence a formal "community policing" program. The community affairs officer should work with community leaders to develop specific community policing goals and strategies and coordinate necessary training. The officer should report regularly to the chief and to the town board and should be charged with supervision and evaluation of all community policing efforts, such as bicycle patrols.

1. Scheduling

Patrol is generally considered to be the "backbone" of any police department and the area of police operations that has the most frequent contact with the public. Calls for service (CFS) through 911, directed patrol, and general

enforcement activities are the heart of traditional policing. The Florence Police Department is similar to most police departments in the U.S., dedicating the bulk of its resources to patrol and providing this vital service to the community.

According to the department's organizational chart (dated 7/1/2011), the patrol division is led by a lieutenant and staffed with four sergeants and approximately seventeen police officers who were available for patrol assignment.

The division is responsible for 24-hour, seven-day coverage of patrol and is divided into an array of shifts and supervisory responsibilities. In general, officers work 10-hour shifts and are assigned to one of six possible start times with fixed days off. The six possible shifts are as follows: 0500x1500 (early days), 0800x1800 (days), 1200x2000 (early swing), 1500x0100 (swing), 1800x0400 (K-9), and 2000x0600 (night). Sergeants are assigned to one of two shifts: 0500x1500 (days) and 1800x0400 (nights). Sergeants have steady days off and provide seven-day coverage of patrol for 20 hours each day. The lieutenant works an 8-hour administrative shift of 1000x1800, Monday through Friday.

Examination of the patrol schedule detailed above indicates a less-than-optimal deployment strategy. Immediate steps need to be taken to change it. This schedule is disjointed and violates numerous basic principles of organization. It is contributing to dysfunction from both an operational and administrative perspective. In many ways, the current alignment of patrol assets is indicative of other problems present in the department, which translate into deficiencies in organizational communications, leadership, supervision, and overall performance.

Tables 1, 2, 3, and 4 present in graphic form the problems and potential solutions associated with the current shift schedule in place in the

department. In blunt terms, the schedule is chaotic. A quick inspection of the work schedule leaves one confused. It is difficult indeed, to ascertain the patrol duty coverage from day to day and hour to hour. A supervisor cannot “pick up” the schedule and determine what officer is working on any given day and tour without a great deal of difficulty (this will be discussed further under “Supervision”). A further inspection and scrutiny of this work schedule reveals problems with respect to patrol coverage and deployment that undoubtedly result in subpar performance.

Table 1. Current Police Officer Assignment Distribution by Day and Hour

Hour	M	T	W	Th	F	Sa	Su
0	3	2	5	3	4	4	3
1	3	2	4	2	3	3	3
2	3	2	4	2	3	3	3
3	3	2	4	2	3	3	3
4	2	1	2	1	2	2	2
5	4	5	4	3	3	3	3
6	2	4	2	2	1	1	1
7	2	4	2	2	1	1	1
8	3	4	2	2	1	2	2
9	3	4	2	2	1	2	2
10	3	4	2	2	1	2	2
11	3	4	2	2	1	2	2
12	4	5	3	3	3	3	3
13	4	5	3	3	3	3	3
14	4	5	3	3	3	3	3
15	2	1	2	2	3	3	2
16	2	1	2	2	3	3	2
17	2	1	2	2	3	3	2
18	2	2	4	3	4	3	2
19	2	2	4	3	4	3	2
20	4	3	6	4	6	5	4
21	4	3	6	4	6	5	4
22	3	2	5	3	4	4	3
23	3	2	5	3	4	4	3

Table 1 provides a breakdown, by hour of the day and day of the week, of the number of police officers assigned to work. These data were taken from the report "Work Schedule – April 30, 2011 to September 3, 2011" and do not include days off taken by officers for vacation, sick leave, training, etc. The far left column of the table lists the twenty-four hours of the day from the "0" hour, midnight to 0:59am, to the "23rd" hour, 11pm until 11:59pm. The top row lists the seven days of the week from Monday to Sunday, and the entries in each row/column correspond to the number of officers

scheduled to work at each particular hour on any given day. Inspection of the table reveals several important conclusions about the inefficiency in the current work schedule.

As seen in the table, over the course of the 168 hours in each week, the number of officers assigned ranges from six officers per hour to one officer per hour. There are six officers assigned during four hours of the week (2.3 percent), five officers during nine hours (5.5 percent), four officers during thirty hours (17.9 percent), three officers during fifty-six hours (33.3 percent), two officers during fifty-four hours (32.1 percent), and one officer during fifteen hours (8.9 percent). The median number of officers assigned per hour is 3, the average (mean) number of officers assigned per hour is 2.85, and the most common observation is 3 officers (mode).

Three officers on duty appears to be the appropriate amount of patrol coverage for Florence, and is represented by the mean, median, and mode statistics presented above. While calls for service demand indicates the need for fewer than three officers, the geographic size of the community warrants a higher staffing, and the baseline level of three officers seems appropriate. It also appears, however, that the baseline of three officers is only achieved in 59 percent of the hours per week. According to Table 1, 59 percent of the hours per week have three or more officers, and 41 percent of the time two or fewer officers are on duty.

It must be noted that in 15 percent of the hours only one officer was assigned. Although a supervisor is generally scheduled to work during most of the time, having a schedule where only one officer is assigned is not appropriate.

It is important to see if the varying concentration and dispersion of officers during the hours of the week corresponds to CFS demand. Ideally, officer assignments should be made to reflect CFS volume where more officers are

scheduled to work at times of high CFS demand and fewer officers assigned when demand abates.

Table 2 shows the highest and lowest hours of the week in terms of the number of CFS received during these times, and the corresponding number of officers assigned. The data presented regarding CFS are based on the total number of CFS received by the department between July 1, 2010 and June 30, 2011. Thus, the busiest hour/day is Friday between 2 p.m. and 3 p.m. (14th hour), with 130 CFS received during this hour/day over the course of the year. The tenth busiest hour/day was 10 a.m. to 11 a.m. (10th hour) on Tuesday, in which 114 CFS were received over the course of the year.

As can be seen in the top section of the table, the ten highest hour/days have an average volume of 119.7 CFS. During the ten busiest hours an average of 3.4 officers were assigned to patrol, with as many as six officers working and as few as two officers working.

Similarly, the bottom part of Table 2 indicates the times and days when CFS volume was at its lowest. The slowest hour/day is between 1 a.m. and 2 a.m. on Tuesday, and the 10th slowest day/time is Wednesday between 4 a.m. and 5 a.m. The slowest CFS hour/days have an average volume of 20.9 CFS per hour. During the ten slowest hours an average of 2.6 officers are assigned to patrol, with as many as four officers working and as few as two officers working.

Table 2. Highest and Lowest Hourly Calls for Service – Officers, Time, and CFS Comparison

Hour	Day	Officers	CFS
Highest			
14	F	3	130
22	F	4	125
21	F	6	123
10	W	2	122
10	F	2	119
8	Th	2	118
9	M	3	116
12	M	4	115
21	Th	4	115
10	T	4	114
Total		34	1,197
Ave.		3.4	119.7
Lowest			
1	W	4	23
5	Sa	3	23
3	M	3	22
2	F	3	22
3	Th	2	21
4	F	2	21
4	M	2	20
4	W	2	20
2	M	3	19
1	T	2	18
Total		26	209
Ave.		2.6	20.9

An efficient deployment of patrol resources would have more officers assigned during busy times and fewer officers assigned when it is slow. The multiple shift configuration used by the department should permit this efficient deployment, but the actual results are that only marginally more officers are assigned during times of peak demand than during times of relative inactivity. Having only 3.4 officers assigned during the busiest times and 2.6 assigned during inactive times only approximates optimal coverage.

The department has the potential for much greater deployment of resources. With six different start times it should be expected that greater coverage is achieved during peak CFS demand. According to the statistics, deployment is only slightly greater than average during peak CFS demand than it is during times of relative inactivity. Similarly, patrol coverage is only slightly lower than average during times of low demand. A simple modification of the work schedule in the department has the potential for increasing these averages and deploying patrol resources in a more efficient manner.

Table 3 is a model 10-hour shift schedule created by ICMA. This model uses the same assumptions of the department model, but makes several adjustments to improve supervision and personnel coverage.

The ICMA model proposes four start times (not six), with one sergeant assigned to each shift. The four start times are 0600, 1000, 1600, and 2000. Each shift is comprised of between three and five officers. Keep in mind that these start times are not arbitrary. They have been determined by the demand revealed by examining the crime and CFS data. Furthermore, they are not rigid and can be changed easily as the conditions change. The basic concept behind the ICMA model is the use of only four shifts to correspond with the four sergeants, and beginning and ending those shifts to take advantage of naturally overlapping shifts during the times and days when that overlap is most beneficial to the community. Additionally, the four sets of 10-hour shifts work in pairs, with two shifts sharing start/end times, thus creating two 20-hour coverage groups that can be “dialed” forward or backwards to maximize coverage.

The ICMA model also has shifts that are designated as either “strong” and “weak” to indicate relative importance in the model. The “strong” shifts are those that have single coverage during the day and, therefore, must remain “strong.” In other words, these shifts benefit from a stronger concentration

of officers in order to cover the times when that shift is not supported by the overlap from another shift. The “weak” shifts, on the other hand, always enjoy the support of another shift, and are never deployed without another shift also scheduled to work. Staffing on these shifts may be reduced since support is always available from the “strong” shift.

In the ICMA model the strong shifts are 0600x1600 and 2000x0600; these shifts receive extra officers. When consideration is given to changing shift start and end times, the “strong” shifts must always start/end at a common time. In the ICMA model that start/end time is 0600. By adhering to this common start/end time, the start/end time of the “weak” shift can be adjusted to staff as many as 20 hours of overlapping coverage during each day.

Additionally, and consistent with the current staffing plan in the department, in the ICMA model officers are assigned steady days off. Again, these assigned days off were selected by ICMA to address times/days of greatest demand, but can be modified as conditions dictate. The basic principle of four consecutive work days and three consecutive days off each week was maintained. The days off for each officer in each squad are listed under the tour times in Table 3.

The top part of the table presents the tours and days off for the squad sergeants. Consistent with current practices, sergeants would be assigned steady shifts and days off, working four days on and three days off. According to the ICMA model, the Shift 1 sergeant would work 1000x2000 hours and be assigned Sunday, Monday, and Tuesday off. The Shift 2 sergeant would work 2000x0600 and have Sunday, Monday, and Tuesday off. The Shift 3 sergeant would work 0600x1600 and have Thursday, Friday, and Saturday off. And the Shift 4 sergeant would work 1600x0200 and have Thursday, Friday, and Saturday off. This work schedule for sergeants is quite

similar to the current schedule except with different start/end times. This is an important distinction, because the ICMA model contemplates all sergeants and officers starting at similar times.

The remainder of Table 3 indicates the work schedule for the officers assigned to the four squads in the shift rotation. Officers would be assigned to one of four squads supervised by a sergeant and start and end at the same time as that sergeant. The department does not enjoy the luxury of having an overabundance of supervisors, which translates into the inability of having seven-day supervisory coverage on each shift. With only four sergeants it is impossible to provide seven-day coverage in this model. While it is not recommended that such coverage be sought after, it is recommended that sergeants change their days off simultaneously` at frequent and regular intervals, so they can actually supervise all of the officers assigned to their squads (see additional recommendations under "Supervision").

As can be seen in Table 3, the model schedule provides consistent days off and consistent coverage. For example, Shift 1, a weak shift, would have three officers assigned to work 1000x2000. One officer would have Friday, Saturday, Sunday off; one officer would have Monday, Tuesday, Wednesday off; and one officer would have Tuesday, Wednesday, Thursday off. This alignment would correspond to the following number of officers on duty, by day, for Shift 1: Monday (2), Tuesday (1), Wednesday (1), Thursday (2), Friday (2), Saturday (2), and Sunday (2).

Similarly, Shift 2, a strong shift, would have five officers assigned to work 2000x0600. One officer would be off Monday, Tuesday, Wednesday; one officer would be off Thursday, Friday, Saturday; one officer would be off Saturday, Sunday, Monday; one officer would be off Wednesday, Thursday, Friday; and one officer would be off Sunday, Monday, Tuesday. This

alignment would correspond to the following coverage, by day, for Shift 2: Monday (2), Tuesday (3), Wednesday (3), Thursday (3), Friday (3), Saturday (3), and Sunday (3). Note that Shifts 3 and 4 share similar alignments. It must also be noted that this shift plan, while attempting to address the times and days of greatest demand, is easily modified and can be changed to respond to changing crime and CFS demands, as well as demands from the officers.

Table 3. ICMA Proposed 10-hour Shift Schedule

Sgt.	M	T	W	Th	F	Sa	Su
1 1000x2000			1	1	1	1	
2 2000x0600			1	1	1	1	
3 0600x1600	1	1	1				1
4 1600x0200	1	1	1				1
W 1000x2000							
1 fss	1	1	1	1			
2 mtw				1	1	1	1
3 twh	1				1	1	1
No. officers	2	1	1	2	2	2	2
S 2000x0600							
1 mtw				1	1	1	1
2 hfs	1	1	1				1
3 ssm		1	1	1	1		
4 whf	1	1				1	1
5 smt			1	1	1	1	
No. officers	2	3	3	3	3	3	3
S 0600x1600							
1 mtw				1	1	1	1
2 hfs	1	1	1				1
3 ssm		1	1	1	1		
4 whf	1	1				1	1
5 smt			1	1	1	1	
No. officers	2	3	3	3	3	3	3+
W 1600x0200							
1 fss	1	1	1	1			
2 twh	1				1	1	1
3 ssm		1	1	1	1		
No. officers	2	2	2	2	2	2	1

The product of this shift schedule can be seen in Table 4. Here again, the 168 hours of the week are represented and the figures in the columns and rows indicate the number of police officers on duty during those times under the ICMA plan with a complement of sixteen officers. According to this plan, for example, at the “zero” hour on Mondays (midnight to 00:59 am) there would be three officers assigned. This coverage would drop to two officers at

the "2" hour on Mondays (2:00am to 2:59am), and then increase again to four officers at the "10" hour (10:00am to 10:59am).

Embedded into this chart are the top ten and bottom ten hours in terms of calls for service. The lowest ten hours are indicated by the green numbers, and the highest ten hours are indicated by the red numbers. Visual inspection of the ICMA model shows that, in general, there are more officers assigned when call volume increases, and fewer officers assigned when call volume is the lowest. Structuring the staffing schedule under this model provides a much more efficient use of resources. It puts officers on duty when they are needed the most.

The work schedule presented in Table 4 also improves consistency. The hours of the week are staffed with a relatively consistent level of manpower. The FPD can, without difficulty, look quickly at this schedule and determine the number of officers that are scheduled to work. And this level is generally consistent from day to day and from shift to shift. With predictable and stable levels of manpower, supervisors can deploy officers more efficiently and more reliably, and not be concerned with the dizzying array of officers starting and ending their shifts. The uniformity creates consistency, the consistency creates predictability, and this leads to control and the dependable use of personnel resources. The natural outgrowth of this structure is better supervision, more effective use of resources, lowered uncertainty, and better service to the public.

Table 4. Police Officer Assignment by Hour and Day – ICMA Plan

Hour	Day and Coverage						
	M	T	W	Th	F	Sa	Su
0	3	5	5	5	5	4	5
1	3	5	5	5	5	4	5
2	2	3	3	3	3	3	3
3	2	3	3	3	3	3	3
4	2	3	3	3	3	3	3
5	2	3	3	3	3	3	3
6	2	3	3	3	3	3	3
7	2	3	3	3	3	3	3
8	2	3	3	3	3	3	3
9	2	3	3	3	3	3	3
10	4	4	4	5	5	5	5
11	4	4	4	5	5	5	5
12	4	4	4	5	5	5	5
13	4	4	4	5	5	5	5
14	4	4	4	5	5	5	5
15	4	4	4	5	5	5	5
16	3	3	3	4	4	3	4
17	3	3	3	4	4	3	4
18	3	3	3	4	4	3	4
19	3	3	3	4	4	3	4
20	3	5	5	5	5	4	5
21	3	5	5	5	5	4	5
22	3	5	5	5	5	4	5
23	3	5	5	5	5	4	5

2. Supervision

The current model of supervision within the department needs modification. As noted above, sergeants work either 0500x1500 or 1800x0400 schedules, have opposite days off, and overlap on one day each week. The officers, on the other hand, have six potential start times and their days off are numerous. In addition to the deployment problems mentioned above, the chaotic work schedule leads to problems with regard to supervision. On a day-to-day basis, officers on patrol report to and take direction from numerous supervisors, depending on shift and days off. This multilayered supervisory approach is leading to a breakdown in communications, supervision, and performance, and must be addressed immediately.

The department, in order to overcome the supervisory coverage problem, assigns officers to an "administrative" sergeant. The administrative sergeant is responsible for evaluations, training compliance, etc. of specific officers in the department. The problem here is that an officer's "administrative" sergeant may only work for a limited time on the same time and day as the officer, and in some cases not at all. The result is that sergeants are required to supervise, evaluate, and mentor subordinate officers that they may rarely see during the course of their assignments. The annual personal performance appraisal is therefore severely undermined.

The end result is that officers receive direction and supervision "by committee" and rarely, if ever, receive continuous supervision from one specific individual. Unity of command, therefore, is broken under this arrangement. Unity of command is a principle wherein each officer in a police department reports to only one supervisor. This eliminates the potential for individuals to receive conflicting orders from a variety of supervisors. Unity of command increases accountability, prevents

freelancing, improves the flow of information, helps with the coordination of operational efforts, and enhances operational safety.

This concept of unity of command is fundamental to the chain of command structure in a police department and one that ensures discipline and efficiency. The policy of assigning “administrative sergeants” combined with the numerous work schedules with various start/end times and days off violates the unity of command principle and unnecessarily detracts from the overall performance of the organization. Additionally, the chaotic nature of the work schedule and the attendant consequences are causing considerable dissatisfaction among the officers and sergeants. They recognize the problems the schedule is creating and are generally in favor of altering it to make supervision and communications more consistent. Essentially, the sergeants and officers are requesting “unity of command” to make their work lives more efficient, more effective, and more consistent.

3. Leadership

In addition to the deployment and supervision issues noted above, the chaotic work schedule is contributing to an overall breakdown in leadership. Leadership has been described as the process of social influence in which one person can enlist the aid and support of others in the accomplishment of a common task. All organizations, industries, and professions recognize the numerous benefits of effective leadership, and sound leadership can result in enhanced performance, improved morale, better work conditions, and better service delivery. The supervision “by committee” currently in place for officers in this department also contributes to less-than-optimal leadership.

Leadership rests on relationships and the ability to advise, coach, mentor, motivate, discipline, and communicate goals and objectives. With the scatter-shot method of supervision present in the department, the ability of sergeants to lead their officers (whether administrative sergeants or

otherwise) is compromised. Additionally, two of the sergeants are scheduled to work 1800x0400 hours. Unless the lieutenant and chief stay late or come into work very early, they never see these sergeants they are supposed to supervise and lead. This makes it very difficult to instill effective leadership in the organization and directly contributes to a breakdown in supervision and performance.

For all the reasons noted above, organizational communication is compromised. In another example of dysfunctional communications within the department, the FPD relies on the "by committee" approach for communicating orders, directives, and policies. This can result in inconsistent communication, and at other times it results in communication that conflicts with the intended message. The present climate in the department is contributing to a lack of communication between the chief and the lieutenant. This lack of communication is creating a divisive and almost hostile work environment for the entire organization. We believe that the "by committee" approach of communication driven by the chaotic work schedule contributes to this situation, it is undermining the organization, and it is resulting in subpar performance.

For example, if a message needs to be communicated to an officer working at a time when a particular problem/crime/condition is occurring, it is common for the message to be transmitted directly to the officer. This might be the most direct way of transmitting the information, but it circumvents the chain of command, leaves intermediary supervisors "out of the loop," and creates dysfunction. Furthermore, the message might contradict other messages given by the "administrative sergeant" or the sergeant working that particular shift, or the lieutenant, or the chief. Depending on where and why the message originated, it could possibly contradict important policies, rules, and regulations created by the executive command of the department.

Communication must also work in both directions. In this example, the return communication from the officer might “go-around” the direct supervisor or any other number of supervisors in the department. Here again, people are “out of the loop.” Perhaps more detrimental to the viability of the organization, those left out of the communication loop may perceive themselves not to be trusted with the communication. This contributes to an impression that their position within the organization is not valued.

The chaotic schedule contributes to this dysfunctional communications process. The solution is clear. Sergeants need to be assigned to the same shifts as the officers they supervise, and communication needs to flow through the chain of command from top-to-bottom and from bottom-to-top. Officers should report to one sergeant and one sergeant only.

Recommendation:

- The department should abandon its current work schedule, adopt the ICMA proposed 10-hour work schedule, streamline supervision and communication, and instill greater leadership potential in the organization.

4. Patrol Operations

According to our data analysis, it is clear that the department consistently has an abundant supply of police officers during all hours of the day. In other words, demand for service from the public is far lower than the supply of officers available to meet that demand. It is not recommended, however, that patrol resources be eliminated to reflect actual demand for services. The community of Florence is geographically large. With more than 55 square miles of coverage area, a minimum number of officers is required to keep response times low, and more importantly, provide for appropriate

levels of officer safety. As discussed above, a total of three officers on patrol seems appropriate. This level of deployment should be sufficient to meet community demands for service and maintain an appropriate level of patrol coverage.

This deployment figure is not meant to imply an absolute minimum that can never be breached, but a general guide to staffing. Once an acceptable performance measurement framework is developed by the department, and once timely and accurate performance data become available, it is possible that the department might choose to assign only two patrol officers plus a supervisor during certain shifts.

Since the demand for police services is far less than the amount of officers scheduled to work, there are substantial opportunities for the department to direct this surplus officer coverage in innovative and creative ways. This will improve the quality of life in Florence and make the department more effective at providing high-quality police service.

Again, the fulcrum for improved efficiency rests with a new patrol work schedule. Observations of officers on patrol support the conclusions indicated above that there is a surplus of patrol resources. Additionally, these resources are not being used to their full potential, and greater supervision, communication, and leadership can invigorate patrol operations, generate higher performance, and improve the delivery of police service in Florence.

Patrol operations in the department are almost entirely reactive. Officers on patrol wait for CFS, get dispatched, handle the CFS, and resume patrol. Little in the way of *proactive* patrol was observed. Proactive patrol, or the self-initiated approach to addressing community problems through coordinated supervision, is essential to modern-day policing, but is largely absent in Florence.

Greater effectiveness can be achieved through a modification of work schedules and the creation of squad sergeants, combined with an enhanced analysis of crime, traffic, and community problems. It is recommended that the department begin to embrace systematic problem-solving directed at crime, traffic, disorder, and community problems, with accountability for addressing these problems at the squad sergeant level. Each sergeant should be responsible for identifying crime, traffic, disorder, and community problems on a frequent and regular basis, and use the officers under their supervision to address these conditions aggressively. The sergeants, familiar with the conditions occurring during their shifts, should identify the most pressing problems on their shift and develop and implement plans to eliminate them. The sergeants should leverage the surplus patrol resources present during their shifts to attack problems and improve the quality of life in Florence.

For example, Squad 1 is comprised of one sergeant and three police officers and is scheduled to work 1000x2000 hours. At frequent and regular intervals, monthly for example, the sergeant in charge of this squad should address crime, traffic, disorder, and/or community conditions that occur during the squad's tour. Based on the available data, this squad might select to focus on one or more problems. It must be noted that the specific activities chosen must be based on identifiable trends, and be selected through input of the chief, the community, and any other sources of information appropriate. The specific conditions may also remain the same from month to month or change as conditions dictate. The bottom line would be that conditions/problems get identified each month and sergeants would be responsible for coordinating the surplus resources during their shifts to address these problems. Continuing with this hypothetical example, the sergeant on Shift 1 might select the following:

- Crime – Domestic violence

- Disorder – Youths impeding traffic and causing mischief during dismissal at Florence High School
- Traffic – Speeding on Rte 287
- Community – Attend community meetings in the Anthem and Florence Gardens neighborhoods.

Then, officers in the squad would be expected to direct their discretionary time addressing these problems, and the sergeant would hold them accountable for these efforts provide guidance and supervision. The chief would ultimately hold the sergeants responsible for the overall execution of the shift plans. A coordinated approach would engage supervisors and officers in systematic problem solving aimed at community problems. It would require close cooperation between all levels of the FPD as well as the community. And it would strengthen communications, chain of command, and leadership within the organization. Without a modification of the patrol work schedule, however, implementation of this approach would be difficult, if not impossible.

Recommendation:

- The department should undertake systematic problem solving directed at crime, traffic, disorder, and community problems, with accountability at the squad sergeant level.

5. Warrant Arrest Processing

ICMA was advised that department personnel are frequently assigned to respond to area correctional facilities to process “warrant arrests.” While comprehensive statistics were not available, it appears that such arrests occur several times each week.

In such situations, a prisoner who is scheduled for release from an area correctional facility is wanted in connection with a crime committed in

another jurisdiction. As an accommodation to that other jurisdiction, the department will dispatch an officer to take the released prisoner into custody in order to “book” him/her in connection with that other charge. This alleviates the need for officers from that other jurisdiction to be dispatched to Florence for the purpose of initiating proceedings leading to the arrest. In many instances, patrol sergeants have been used for this purpose in order to maintain patrol staffing levels.

The department was unable to readily identify exactly how many of these arrests had been made in recent years, or how many man hours had been expended in connection with these arrests.

Recommendation:

- The department should actively track and report how many such warrant arrests are made. It is important to analyze such data to determine what level of arrests is baseline “normal” for a particular period of time, and to assess what impact, if any, these arrests routinely have upon the department’s patrol staffing levels. In the event that a particular jurisdiction appears to routinely rely upon such services, some arrangements could be made to compensate Florence for the time and resources expended.

G. Investigations

The criminal investigation function is vested with the responsibilities ordinarily associated with nonuniformed investigation and patrol activity. The investigators conduct follow-up on information gathered by the uniformed patrol force. The investigators should also be the primary point of contact for cases involving other jurisdictions, working closely with investigators from county, state, and federal agencies.

Criminal investigations in the department are performed by three detectives, supervised by one sergeant. The sergeant responsible for criminal investigations also “doubles” as a patrol supervisor.

Three detectives are assigned to general investigations. One police officer is assigned to the Pinal County Drug Task Force, and one is assigned to the state Gang Immigration Intelligence Team Enforcement Mission (GIITEM).

The department does not subscribe to any specific method of assigning cases for investigation. In general, cases are assigned in a rotation from detective to detective. Cases are reviewed each day by the sergeant and then assigned based on the next detective in the rotation. Assigning cases to a single person as the principal investigator is typical practice within the department.

While detectives are not assigned cases based upon specialization, they do have an informal policy of “reassigning” cases amongst themselves based upon preferred specialty. For example, one detective is interested and proficient in financial crime investigations and, although these cases get assigned according to the rotation, the detectives will agree to reassign financial crime cases to the detective most interested in these cases.

The investigations unit was not able to provide ICMA with clearance rates achieved by department detectives during 2010.

1. Case Management

Conversations with department personnel indicate that they recognize the problems associated with the present method of case management.

Investigative supervisors must do a much better job of tracking cases and employ a standardized system of assigning cases to detectives. The rotating nature of assigning cases should be replaced with a systematic process

utilizing “solvability” factors and taking into consideration the caseload and preferred specialization of the detective.

The records management program used by the department is an excellent electronic platform with which to manage cases effectively. The program has built in “solvability” factors, as well as case-tracking features that should be used by the detective supervisor. Cases should be assigned for further investigation only when there is a potential benefit of investigative resources. When investigation of a case cannot be carried out due to lack of relevant information, it should be closed as inactive and NOT assigned. In the event that additional information or evidence is obtained about an incident, a case can always be reopened, assigned, and investigated.

Inspection of the detectives’ routine administrative case responsibilities reveals the use of numerous “logs” to track various activities. The use of paper/bound logs for this purpose is extremely inefficient, wastes time and resources, and detracts from professional investigations. The “logs” seem to be a surrogate for actual or physical supervision. As the sergeant responsible for investigations is pulled in numerous directions because of other patrol and administrative responsibilities, the less time he has to actually supervise personnel and activities in this critical area of the department. The “logs,” therefore, have become a replacement mechanism for effective supervision and case management. The purpose and use of each log should be reexamined with an eye towards elimination.

Performance data for the detective unit, as a whole, is not regularly compiled, analyzed, and forwarded to the chief. As a result, it is quite difficult to determine both: 1) how much investigative work is being performed; and 2) how many detectives are required by the department.

Inspection of the records management system reveals that case investigations are open and readily visible by anyone who has a password to

this system. The ability to review and possibly change the records of an investigation by persons not assigned to investigate MUST be terminated. A locking or additional password protection must be instituted on the records system in order to shield open investigations from unauthorized personnel. The potential for unauthorized persons to access active case records is a serious breach of confidentiality and must be addressed immediately.

Recommendations:

- Utilize the Spillman system's case management features to streamline case assignments and case management.
- Terminate the practice of assigning all cases on a strict rotating basis. Cases should be assigned based upon their potential to be solved; specialization, training, and expertise of the investigator; and existing caseload.
- Protect/lock active investigation files and records to prevent unauthorized persons from reading/reviewing active investigations.
- Eliminate paper/bound "logs" used to track detective activities.

With better case management, a smaller and leaner cadre of investigators is possible.

The department utilizes civilian CSI technicians. During the course of the ICMA study, one experienced CSI technician left the department. Numerous members of the department have noted anecdotally the overall high quality and quantity of work performed by these individuals. ICMA recognizes that civilian CSI staff might serve as an effective and economical adjunct or alternative to traditional detective services. However, the department does not currently possess quantitative data to support such an opinion. The department should immediately undertake a study to determine the costs and benefits associated with the use of CSI techs.

Based upon the caseload, the investigative function, with three detectives and one supervisor, appears to be overstaffed. Two full-time detectives appear to be sufficient to handle the workload of the department. One full-time, dedicated supervisor should be assigned to investigations to manage investigations. The assigned supervisor must also be available to “catch” cases as the need arises, and perform internal and hiring investigations at the direction of the chief.

The practice of assigning one sergeant to supervise both the detectives and patrol should cease immediately. Instead of having one sergeant responsible for investigations and patrol on the day shift, the following recommendations are offered.

Recommendations:

- Reassign the sergeant responsible for supervising investigations to patrol supervision only.
- Reassign the lieutenant from the current position in the chain-of-command to a new position in charge of investigations. The lieutenant would act as investigative commander; supervise and manage investigations; assist and take case responsibility for criminal investigations when necessary due to volume or seriousness; perform background/hiring, internal affairs, and officer misconduct investigations. Additional duties and work schedule for the lieutenant should be determined by the chief.

Currently, detectives assigned to criminal investigations in the department work one of two schedules: two detectives work 0800x1800 and have Sunday, Monday, and Tuesday off; one detective works 1200x2200, and has Thursday, Friday, and Saturday off. The department should be complimented for “stretching” schedules in such a fashion to maximize investigative coverage during the week. A key factor in solving criminal

cases is the presence of detectives at the scene of incidents as soon as practical. With three detectives, it is not possible to provide 24-hour, seven-day coverage, but it appears that the department structures the detectives' schedules to make the most of their work time. During the times when detectives are not scheduled to work, however, the department has created a policy that limits its ability to recall these detectives in the event of a serious crime. Recently, the "take-home" car privileges accorded all other members of the department have been removed from the detectives. This decision is shortsighted and unnecessarily compromises this unit's effectiveness.

Recommendations:

- Continue to "stretch" schedules to provide investigative coverage during the week as much as possible.
- Reinstitute the "take-home" car policy for detectives that exists for all members of the agency.

The department currently assigns one officer to the Pinal County Drug Task Force. The drug task force officer is entirely funded by HIDTA funds. In 2010, this position obtained \$18,000 in forfeiture funds and is involved at present in drug investigations that should contribute additional and more substantial forfeiture funds to the department.

Our inspection of the department's activity in this area indicates that drug use and sales, while present in the community, are not a problematic issue for the town. Consequently, arrests and drug seizures occurring in Florence are not being made through participation on this task force. Nonetheless, the flow of drugs through Pinal County, the potential that greater drug activity could appear in Florence, and the monetary gains realized by this position make the assignment of one detective and participation in this task force a worthwhile effort.

Similarly, the department assigns one officer to GIITEM, with 75 percent of the position funded by the state. Again, gangs and gang-related crime do not appear to be a current problem in Florence, and gang enforcement from this assignment is, for the most part, not directly occurring in Florence. However, participation on this team provides Florence with intelligence and information about gang activity across the state. This is a valuable assignment for Florence in that the department receives critical information about gangs and gang activities and can be proactive in addressing the gang problem both in and around the community.

Recommendation:

- No recommendations are offered for these special investigative units, and participation and assignment of these officers should continue as currently deployed.

H. Crime Prevention

While personnel have received training in the field of crime prevention, no member of the department is designated as crime prevention officer. Currently, there are no specific crime prevention activities conducted by the department. This is a deficiency in operations. With a reduced workforce, the department is struggling to maintain service levels. Apparently, the idea of directing resources toward a crime prevention function is not being entertained at this time.

Given the nature of the Florence community, crime prevention could be a valuable approach to both community safety and community relations. However, it is not recommended that a full-time position be dedicated to this function. Consideration should be given to investing responsibility for these duties with squad sergeants as they embark on problem-solving initiatives. Specifically, this function is an off-shoot of the strategic planning process

and could be undertaken by the individual responsible for that process. So, for example, where the plan calls for community involvement (traffic education programs, personal safety presentations, etc.) the squad sergeants become responsible for delivering that information.

Recommendation:

- Explore crime prevention programs and integrate these programs into an overall strategic planning approach to crime reduction, accident reduction, and quality of life plans in Florence.

I. Volunteers

The department's volunteer program is quite impressive. No specific recommendations are offered with regard to this unit; we commend them on a job well done. Records indicate that seventy-five volunteers performed almost 9,000 hours of service for the department in the past year.

Volunteers have numerous duties and responsibilities, including administrative and clerical tasks, citizens on patrol, community emergency response teams, security at various locations in Florence, fleet maintenance, and crime prevention. It is recommended that, as the problem-solving initiatives of the squad sergeants take shape, volunteers be considered in each component of the plans. The dedication and commitment of this group, particularly of the commander, warrant special recognition and greater involvement in department strategies and initiatives.

J. Labor/Management Relations

Employees in the department now have the opportunity to join the Law Enforcement Association of Florence. This organization can be an important conduit between the department's administration and the rank-and-file employees.

The current system of communication in the department, as noted above, is dysfunctional. Furthermore, the current method for officers to voice opinions, comments, and recommendations about department operations occurs at regularly scheduled, open meetings. These periodic meetings are designed to be an open forum for officers to weigh in on department operations and policies and recommend changes and improvements.

We uncovered much anecdotal evidence that leads us to believe these meetings are not effective in accomplishing this goal and officers often perceive that their ideas “fall on deaf ears.” Numerous instances were described to us in which ideas and recommendations were offered, but they were disregarded without explanation, discussion, or serious inquiry. The cumulative effect of this process is reduced morale and an unwillingness to come forward with new ideas. “Why bother?” was the chorus heard from officers in all ranks to describe the sentiment with respect to communication and employee input on police operations and policy. It appears that the current method of holding an open meeting with officers in the department is ineffective at best and most likely counterproductive.

The newly formed police officers’ association presents itself as a better and potentially more effective means of addressing employee concerns. Instead of having individual officers raise recommendations at an open meeting, the employee association can become the “point person” for officers’ issues. Concerns can be raised, researched and/or investigated, and responded to in a formal and timely manner. Meetings in which the association speaks for officers will allow matters to be discussed in a more structured way, and will serve as a mechanism for the rank-and-file employees to raise issues with the chief and the command staff and which are not being addressed currently. Such a forum would give employees an opportunity to raise issues and get responses directly from the chief and permit an open dialogue

between both parties. It is also recommended that this meeting be informal, but include a working agenda and minutes.

This process would accomplish many important goals: it will improve communication between the chief and the department, it will allow employees to raise important issues in an informal environment, and it will foster a better working relationship between the department and its employees. The outcomes might still be the same, but the employees have more standing in the issue and a greater belief that they are being heard and taken seriously. The “Why bother?” mentality that has permeated the department needs to be corrected.

Recommendation:

- Schedule an informal monthly meeting between the chief and the president of the police officers’ association to discuss matters of mutual interest and importance, and create a formal system to explore recommendations brought forth by officers in the department.

K. Strategic Planning and Performance Measurement

All police departments need to set, clearly define, and broadly communicate organizational goals. Similarly, all departments must clearly define “success” and be able to demonstrate results to stakeholders in terms of enhanced organizational performance. According to the department’s *Rules, Orders and Regulations*, the chief has an express duty to “evaluate programs (2.2.19)” and “develop plans to meet department needs (2.2.21).” As such, he needs to utilize an appropriate framework for measuring and communicating organizational performance.

The department does not utilize an annual reporting system. It is therefore difficult to discern a clear strategic plan for the organization.

Monthly activity reports are submitted to the town manager's office. The chief and other town department heads do meet with the town manager, but the police chief does not have any separately scheduled meeting to discuss delivery of his department's reports. The reports contain summary information regarding reported crimes and calls for service. These reports do not contain a narrative summary from the chief, completed and on-going goals for the year, recapitulations of sick leave and overtime expenditures, etc.

With regard to calls for service, only aggregate numbers are provided. In other words, the total for each type of call is presented. The reports give no indication of the number or type of calls arising within each patrol sector. ICMA made note of this during the initial site visit. Since that time, the department's crime analyst has begun compiling and analyzing such data on a sector-by-sector basis.

There is no discussion or analysis in these reports about *why* certain increases or decreases in calls are occurring or what steps the department plans to take to address these conditions. For example, the August 2011 report indicates that the total (year-to-date) number of medical calls responded to by the department rose from 90 in 2010 to 382 in 2011. This significant increase leads to such questions as, "Why?"; "What's going on?" Have dispatch or response procedures or recording practices been changed, or do these numbers reflect an actual increase in demand for police service? The report provides no analysis.

The report also indicates a drop in DUI arrests from thirty-seven in 2010 to seven. Again, no explanation for this drop is provided.

These reports are not accompanied by meaningful dialogue regarding current and projected performance levels.

The overall rate of overtime expenditures for the department continues to be a significant concern for town officials. Department officials indicate that the majority of overtime costs are incurred maintaining adequate patrol staffing levels. While overtime reduction appears to be an important goal that is understood by both department and town officials, the department presently has neither an accurate means of predicting future overtime costs nor a clear overtime reduction plan.

Department goals are not communicated in a meaningful way to either department personnel or town officials. The department's mission statement includes certain general goals "for mission accomplishment." These are simply broad statements, however, such as "lessened response times." They are not statements based on available data and which set forth a strategic course or plan for response time reduction (such as "a 10 percent reduction in average response times to "high" priority calls during 2012"). Clear strategic goals must be developed annually. The department must then use timely and accurate data to regularly track and report on the relative degree of progress made toward stated goals.

The department needs a way to demonstrate (especially quantitatively) its relative level of organizational "success" in achieving stated goals. For example, its mission statement states that the organization seeks to "foster a sense of security and safety in our neighborhoods." (Department Memorandum, January 27, 2003). The obvious questions are then "*How do you propose to do that?*"; "*Exactly what steps will you take?*"; "*How successful has the department been in achieving this goal?*"; "*How do you know?*"; and "*Do you have any data to support your conclusions?*" A comprehensive annual reporting system is needed so the department can define organizational "success" and establish strategic goals that clearly focus and document organizational efforts.

The department does utilize command staff meetings of all supervisory personnel. These meetings appear to be both substantive and collaborative. They are scheduled weekly.

However, these meetings do not follow a standard agenda or template and are not primarily data driven.

The chief prepares the agenda for these meetings, which are held in the department's main conference room. Sergeants or the lieutenant may propose agenda topics if they choose. These meetings do not regularly address departmental overtime expenditures, investigative updates, training updates, and the like. Rather, they address issues that the participants identify as relevant. Minutes are apparently not kept. Recapitulations or summaries of these meetings are not communicated formally throughout the department. Supervisors are charged with verbally communicating salient points to their subordinates.

The dispatch supervisor also attends these meetings.

Command staff meetings address administrative and personnel matters (such as work schedules and health insurance issues). Command staff members were observed using joint problem solving techniques. ICMA observed an exchange during one meeting where the group identified and explained the reasons for an operational problem (lost personal property left for the owner at the front window/dispatch position).

The meetings do not regularly address performance data such as crime data, overtime, and arrest and summons activity.

ICMA observed an extended discussion about work schedules during one command staff meeting. One supervisor noted, "I seem to think that we're more busy early (in the day)." While the particular supervisor should be commended for openness and initiative, this type of anecdotal observation is

insufficient, in and of itself, to form the basis for future scheduling decisions. The department must develop its ability to assemble, analyze, and use performance data, such as actual calls for service and actual staffing levels, to inform management decisions.

To inform and guide its management decisions, the department needs to formulate and follow a clear multiyear strategic plan that utilizes timely and accurate data. The strategic plan should be outlined in the annual reports and linked to performance goals and objectives. The department must also establish a process/system for collecting, analyzing, reviewing, and reporting performance data.

The chief meets frequently with various community and professional groups. He should be commended for his relationships with many constituent and professional groups.

Patrol officers maintain memo books, but performance information contained therein is not readily retrievable and usable. Officers do not prepare daily, weekly, or monthly activity sheets or activity logs, either electronically or in hard copy. The RMS is used primarily to capture data regarding arrest and summons activity for all members of the service.

A sergeant is assigned as supervisor of detectives and reports to the lieutenant. This sergeant does not have regularly scheduled meetings with the chief to discuss his unit's performance.

The detective division does not routinely develop annual goals.

Detectives do not maintain memo books, nor do they prepare daily, weekly, or monthly activity sheets or logs. The detective division does not utilize an electronic system (such as the RMS) for recording and monitoring all productivity within the division. A standardized template is not used for conveying data to the chief. Paper files are maintained on specific cases. The

unit does not regularly report the type and total number of closed and open cases, average case load, clearance rates, and the like. ICMA views this as a significant operational deficiency.

The department utilizes an incident review committee, comprised of the lieutenant, a sergeant, and a police officer (rotating position). ICMA encourages the department to develop a number of committees such as this to encourage participation and foster accountability.

Recommendations:

- All police departments must have the capacity to define organizational “success” and to provide accountability for work performed. The department’s mission statement should be reviewed and revised, if necessary. It must be distinct to the Florence Police Department and must be ‘operationalized.’ That is, the mission statement must be composed of usable statements that indicate what the department intends to do in terms of organizational performance.
- The department should develop specific strategic goals that flow directly from the mission statement. This then forms the basis of a coherent strategic plan. Each year, the department should develop specific performance targets to measure its ability to meet these goals. Annual reports should describe these specific goals and track the department’s success in achieving them. Departmental goals and objectives can then be revised as necessary. It is imperative that the department develop a comprehensive system for documenting and evaluating organizational performance (in terms of stated goals, performance benchmarks, etc.), as well as an effective mechanism for communicating a strategic vision to members of the department, to town officials, and stakeholders within the community.

- The department must provide a more detailed *annual report*. This report should include summary data concerning the type and quantity of training hours performed, overtime and sick time expended, felony cases cleared, department vehicle accidents, and the like. This information should be presented in a standardized format. More importantly, the report should identify organizational goals *and the department's relative level of success in meeting them*. This reporting should provide a meaningful description of work being performed and would assist in the preparation of personal performance appraisals and the enforcement of professional standards.
- The department should hold regularly scheduled meetings for all supervisory staff to discuss the performance and operations of the department and its personnel. These *command staff meetings* should be scheduled monthly and should include a detailed discussion of crime and performance data (such as arrest and summons activity, sick time and overtime expenditures, the number of medical calls responded to, response times, individual case review, etc.) for the purpose of collaboration, accountability, and the development of effective strategies. These meetings should be chaired by the chief and follow a standardized agenda. Command staff meetings should take place in a conference room. Review of patrol operations, detective division investigations and case updates, traffic enforcement operations, and training updates should always be included on the agenda and be presented in the same order at every meeting. Minutes should be recorded and maintained for appropriate follow-up at subsequent meetings. These command staff meetings should also include a post-meeting recap in the form of a memorandum that is distributed throughout the department. This ensures accountability and follow-up and helps to convey goals and strategies.

- Command staff meetings need to focus particularly upon monthly overtime expenditures. The department needs to: a) analyze when and why overtime costs are incurred; and b) develop a specific overtime management/reduction plan. Results of these analyses should be shared with town officials.
- In order to optimize the discussions and analysis that take place at these meetings, the department needs an effective system for recording and tracking performance information. It is recommended that all such information be combined into a [single] usable performance measurement system or template. If all such data (or accurate and timely recapitulations) are readily accessible from *one central database or data dashboard*, the information is more likely to be consulted/retrieved and used to actively manage daily operations. In essence, this dashboard can serve as an activity report or performance assessment for the entire agency, and can be consulted daily by police supervisors. A central source of key performance data is critical. Multiple sources and locations of information hinder the department's ability to engage in proactive management.
- A data dashboard system can record and track any or all of the following performance indicators:
 1. The total number of training hours performed, type and total number of personnel trained;
 2. The type and number of use of force reports prepared, personnel involved, time and place of occurrence, and general description of circumstances;
 3. The geographic location (i.e., zone) and time of all arrests;
 4. The geographic location and time of citations issued;
 5. The type and number of civilian and internal complaints (and dispositions);

6. The type, number, location, and time of civilian vehicle accidents;
 7. The type, number, location, and time of department vehicle accidents, both “at fault” and “no fault” accidents;
 8. The type, number, location, and nature of all firearm discharges;
 9. The results of systematic and random audits and inspections of all police operations (i.e., calls for service response and dispositions, property receipt and safeguarding, etc.); and
 10. The type, location, and number of any *Terry* stops performed, as well as a description of all individuals involved and a description of all actions taken.
- An effective performance dashboard should also include traditional administration and budgetary measures, such as monthly and annual totals for sick time, comp time, and overtime.
 - The specific performance measures to be tracked and reported at command staff meetings is entirely up to the department. All police agencies have unique missions, challenges, and demands. Outside performance benchmarks or measures should not be imposed upon the department - they should be derived from within. It is recommended that all members of the department (and perhaps the community) be consulted to develop a comprehensive set of organizational performance indicators that accurately describe the type and quantity of work being performed. Certain tasks, such as ‘residence checks’ or traffic duty, are likely performed frequently enough that they should appear as regular (i.e., monthly) entries.
 - It is imperative that baseline levels be established for all performance categories. This entails measuring a category over a period of months, calculating percentage increases and decreases, computing year-to-date totals, and averaging monthly totals in order to determine seasonal variation and to obtain overall performance levels for the

agency. There is likely to be much seasonal variation in the work of the Florence Police Department. Such analysis can also include sector and individual officer performance review. For example, discrete patterns can emerge from analyzing when and where department-involved vehicle accidents occur. This performance information is invaluable in terms of determining optimum staffing levels.

- The department should be vigilant in identifying new performance indicators. The department should review its current indicators and solicit input from all levels of the agency. “Key” performance indicators should be identified, with an understanding that they can always be expanded or modified at a later date. These indicators should always form the basis of discussions at command staff meetings.
- Any substantive changes to the current performance management framework must be communicated to, understood by, and acted upon by all members of the department.
- ICMA recognizes that nonsupervisory personnel generally should not participate in management meetings. Nevertheless, monthly command staff meetings should include and involve rank-and-file personnel (police officers) whenever possible to obtain their perspectives concerning current patrol operations, community relations, and organizational challenges and opportunities. Authentic and spontaneous dialogue should be encouraged at these meetings.
- Both the dispatch supervisor and office supervisor should continue to actively participate in these meetings. A standardized agenda should be followed so that each can be afforded an opportunity to raise or respond to particular agenda items.
- The department’s crime analyst should attend and actively take part in command staff meetings. All meetings should include a formal overview and discussion of reported crime, summons, and arrest

activity. Mapping and graphs should be used to display data. The crime analyst should work closely with the detective supervisor to present this information and respond to comments and inquiries from supervisory staff. The analyst could also report upon the results of directed patrol operations and information gleaned from analysts at other agencies (e.g., via the East Valley Crime Intelligence Meetings, department of parole, etc.).

- Command staff meetings should utilize simple data visualization tools, such as graphs, maps, and histograms.
- It is recommended that the department utilize a standard template to convey pertinent performance information to town officials. This would include primarily budgetary and administrative information, such as sick time, comp time, and overtime expenditures, as well as any other measures that the chief and town officials agree to include.
- ICMA recognizes that both the town and the department *have* this information. But mere access is not sufficient. This information must be shared, analyzed, and *used* as the basis of substantive discussions about performance.
- The exact list of performance indicators should be determined by the chief and town officials. The important thing is that: 1) regular (i.e., monthly) meetings take place; 2) that timely and accurate performance information be conveyed on a regular basis to town officials; and 3) that performance discussions follow a uniform/standardized template or format.
- The town manager must make it a priority to meet individually with the chief to discuss the department's monthly performance.
- The department must develop weekly or *monthly activity sheets* for patrol officers and detectives.

- All police officers and detectives must prepare these activity sheets to summarize their personal patrol and investigative activities. It is important for personnel to self-report personal activity, as it enhances an overall sense of supervision and personal accountability. This also serves as a redundant system of checks and balances for important performance measures. Supervisors should monitor on a continuous basis the personal performance of all members of the department.
- The department should develop a comprehensive *community outreach program*. The department's community affairs officer should coordinate this effort, and it should include periodic (perhaps bi-annual) citizen surveys that solicit community input on a variety of issues. Ideally, these surveys would be sponsored by the department, yet be conducted and analyzed by individuals outside the department. Citizen surveys can serve as an external measure of performance, providing useful feedback so the department can better understand what citizens see as their needs, expectations, and priorities. Surveys also perform a quality control function by asking citizens to describe their past experiences during encounters with the police. Results of citizen surveys can be reported via the department's annual reports. The department website could be used to record and summarize citizen response.
- The detective division should utilize a standardized performance measurement system, one specifically designed for investigatory units. In addition to preparing a monthly activity sheet (which indicates dates and hours worked each month), the division should be required to develop, maintain, and regularly provide performance data indicating the quantity and quality of work performed by the division. This should be done via a standardized form/template (i.e., *Monthly*

Detective Activity Report) that would include (but not be limited to) the following performance indicators:

- Total number and type of active cases;
 - Number/type of new cases received/initiated each month;
 - Number/type of cases closed each month;
 - Number/type of arrests made;
 - Number/type of summonses issued;
 - Number/type of warrants applied for;
 - Number/type of warrants executed;
 - Type/amount of stolen property reported; and
 - Type/amount of stolen property recovered.
- The specific performance indicators for the detective division should be developed by the chief and the detectives themselves.
 - The duties, responsibilities, and performance of the designated youth officer, domestic violence officer, traffic officer, and crime prevention officer should be documented and reviewed. These officers should be directed to prepare annual goals specific to that role and should regularly report all related activities.
 - Goals and objectives for the department's annual reports should be set jointly by the chief and the town administrator.
 - The department should 'operationalize' each objective contained in its annual reports. When implementing a new program or initiative, rather than stating "pending" or "completed," reports should utilize a scale that can include such categories as "initiated," "partially completed," "substantially completed," etc.
 - When a performance target is set by the department management plan, it should be tracked weekly or daily as a performance indicator. By continually selecting, tracking, and revising such indicators, the

department can deliver on its stated commitment to foster a culture of accountability.

- The department should consider redefining the role of its personnel as “public safety” officers. To that end, it is recommended that all patrol officers be encouraged to become EMTs (see additional discussion in Section N, Additional Options for Maximizing Department Efficiency).

L. Professional Standards and Discipline

All members of the department must perform their duties efficiently, professionally, and ethically. The department must have an internal system for the proactive enforcement of performance standards to ensure that they are followed at all times.

Unfortunately, the department lacks an effective and efficient system of internal discipline.

The department conforms to town regulations and procedures regarding employee discipline. As such, it utilizes a generic complaint form and discipline system developed by the town. However, the department does not have its own distinct internal discipline system or process for addressing minor rules violations. Similarly, it does not maintain its own disciplinary records, relying instead solely upon those of the town. ICMA views this as a significant operational limitation.

Town forms are used to record all complaints; relatively minor issues frequently involve town officials. Often, members of the department take personnel issues directly to the town’s human resource office. Frequently, these are minor issues that many other police agencies would address internally. ICMA has rarely encountered such a high number of “write-ups” and “grievances” directed to town officials for a department of this size.

This is an extremely unproductive system that not only consumes a great deal of time and resources, but also harms morale and significantly undermines the department's overall chain of command.

The department does not have a formally designated integrity control or professional standards officer.

The department's General Order IV-01 indicates that supervisors are directed to receive and record complaints received from civilians. Complaints involving "discourtesy or other lesser violations of departmental rules, regulations, policies, procedures, general orders, or administrative memorandums shall be assigned to and investigated by the patrol supervisor." The chief is authorized to designate an investigator for all other complaints. Civilian complaints of every type are "coordinated" by the lieutenant (sec. C 2).

Performance evaluations are prepared for all personnel each year.

ICMA reviewed the performance evaluation forms used by the department and found them to be adequate and consistent with those used by similar-sized police departments. Evaluations provide the opportunity for development of professional development plans for each employee. It is unclear whether the department actually develops and tracks such individual plans.

The department does not appear to have a clear policy regarding personnel who receive "unacceptable" ratings in performance categories. This can develop into an organization-wide discipline problem if such personnel are not closely monitored and mentored so that deficiencies can be corrected. This problem is exacerbated by the fact that sergeants are not responsible for specific squads and specific officers.

In recent years, the department has experienced significant problems with its evidence and property functions. Consequently, several procedural reforms were undertaken. Property and evidence audits/inventories are now performed once each year. At that time, property or evidence is destroyed, if necessary. The department's evidence and property functions and procedures now appear to conform with standards promulgated by the International Association for Property and Evidence, and with best practices in American policing. The property and evidence functions now appear to be properly monitored and supervised.

Sergeants are directed to continually review official reports and data entries prepared by their subordinates for accuracy and completeness. Records clerks will "flag" reports and refer them back to police officers when they note deficiencies such as improper clearance codes, lack of narratives, etc. Both the office supervisor and the lieutenant are also charged with tracking and correcting such problems. The department does not, however, maintain comprehensive records regarding the type and number of such referrals.

The department does not utilize a formal system of periodic audits and inspections, except in the areas of property and evidence.

Despite the fact that the records management system captures and records data electronically, hard copies of most reports (such as accident reports, crime reports, and property invoices) are manually filed and stored by incident number. Currently, the department is not authorized for electronic storage alone.

Recommendations

- The department needs to develop immediately and follow *its own* internal discipline process for addressing minor rules infractions. Obviously, the exact procedures must conform with town regulations

and applicable law. There is a significant need for an internal (i.e., distinct) departmental discipline process to: 1) initially record and respond to *all* complaints arising within the department; and 2) to investigate and address relatively *minor* infractions of department rules and procedures. A well-designed internal discipline system should adequately address minor rule infractions, clarify policy, correct behavior, and reduce the number of issues currently being forwarded directly to the town's human resource office. The department should immediately undertake a survey and study of internal discipline systems of other police organizations in the region. One or more of these can serve as a model for a new department system.

- The department should designate a supervisor to serve as professional standards officer (PSO). This supervisor would report directly to the chief and would perform a variety of integrity control, audit, and inspections duties. Specifically, the PSO would be responsible for receiving, reviewing, and investigating internal and external complaints against members of the service.
- The PSO would review and revise the department's *Rules, Orders and Regulations* on an annual basis.
- The PSO should engage in a series of audits and inspections of equipment, department records, etc. For example, the PSO should determine on a random basis whether officers are checking their voice mail and e-mail accounts each tour.
- The PSO should track and report the number and type of referrals made by records clerks and/or supervisors for incomplete or inaccurate record entries.
- The PSO should develop and monitor a formalized employee suggestion program, whereby all uniformed and civilian members of

the department would be able to offer suggestions for the purpose of increasing operational efficiency.

- All duties and responsibilities of this officer should be clearly articulated in the department's *Rules, Orders and Regulations*.
- The PSO must prepare annual and semiannual reports that convey meaningful data. At a minimum, these reports should actively track incidents and issues that may be related to police misconduct, such as: the type and relative number of use of force reports, civilian and internal complaints (and dispositions), department vehicle accidents, weapons discharges and use, arrest and summons activity (particularly charges relating to disorderly conduct and resisting/obstructing arrest), line of duty injuries, etc. that originate within the department. Rather than simply presenting aggregate numbers of such things as use of force reports or complaints, the reports should include a breakdown of type, place of occurrence/origin, etc. These reports should utilize a standard template and be used as a primary means of establishing baselines and tracking progress towards stated organizational goals. The PSO should report these figures at monthly command staff meetings.
- The PSO should actively track all department vehicle accidents (not just "officer-at-fault" incidents), if only for retraining purposes.
- The department should develop and use a standard form for the receipt and investigation of internal and external complaints against members of the service.
- All members of the service should be directed and trained to receive and properly record civilian complaints against members of the service.
- The department should consider a process for periodically performing citizen satisfaction surveys.

- Use of force reports should be recorded by means of a standardized official form. The PSO should formalize the process for reviewing use of force reports. This process should be cross checked and audited on a periodic basis.
- The department should develop, follow, and document a program of systematic and random audits and inspections of critical operations (calls for service response and dispositions, property receipt and safeguarding, line of duty and sick leave, etc.). One ranking officer (the PSO) should be designated to plan, conduct, and regularly report the results of such audits and inspections. This individual would also perform regular checks or audits for proper case/call dispositions.
- The PSO should develop a formal system for monitoring sick time, and electronically detecting and responding to sick leave abuse.
- The department should clarify its guidelines regarding the nature, scope, and amount of “outside” or “off-duty” employment performed by members of the department. The PSO should closely monitor this information to ensure that outside employment does not violate department guidelines, expose the town and department to undue risk, nor interfere with an officer’s primary duties. Patrol supervisors should at all times be made aware of the number and location of all off-duty officers performing such duties in uniform within the town.
- Work schedules, sick time, overtime, etc. must be recorded via a paperless system. The town and department should not be experiencing such difficulty attempting to determine exactly who worked and when. The town and department should explore electronic technologies such as personal swipe cards linked to attendance and payroll records. Employees must be made personally accountable for ensuring that their attendance is recorded properly.

- The personal performance evaluations that are now being used must include a process for providing and documenting useful performance feedback to those being evaluated. Individual performance targets/goals must be linked logically to unit and department goals.
- Personal development plans should be developed and tracked for employees of all ranks.
- It is also imperative that all supervisors who are charged with preparing performance evaluations of their subordinates receive ongoing training in an evaluator's responsibilities and proper evaluation procedures. From both a supervisory and morale standpoint, all members of the department must understand that performance evaluations are an important and necessary part of police operations.
- The department must establish clear guidelines for addressing officers who receive an "unsatisfactory" performance rating. This would include, among other things, additional monitoring and mentoring and would require an express "action plan" and time line for the correction of any noted deficiencies.

While the department does sponsor a "life saving award," in the main it does not have a formal system for recognizing and rewarding exemplary police work. Most similarly-sized police departments have such a system. Failure to have such a system sends a negative message in terms of overall morale. It also results in a missed opportunity, in terms of setting and communicating clear personal performance expectations.

- The department should develop an official recognition program. This should include a clear articulation of various performance levels and associated recognition (such as medals for meritorious conduct and/or official letters of recognition). Rewards such as additional personal leave days or "points" towards promotion could be considered. The

department should develop and adopt a system of recognition that includes, at the very least, official letters of recognition and formal commendations. Awards ceremonies could be held annually or biannually and could involve community and business groups. If necessary, the event could also be cosponsored by the police department of an adjoining jurisdiction. The recognition program should be overseen by the PSO.

M. Alarm Abatement, User Fees

ICMA's data analysis indicates that the department expends a great deal of resources and time responding to false alarms, particularly at locations with chronic false alarm problems. The department responds to hundreds of alarms each year, the vast majority of which are "false" or unnecessary. The town does have an unnecessary alarm ordinance; it should be reviewed and revised. The town does charge a nominal fee to property owners for numerous repeated calls.

- The department should institute a *chronic alarm abatement program*. The purpose of the program would be to reduce significantly the number of such calls arising within Florence. This program can be coordinated by the department's community affairs officer and would involve an education and outreach program to inform the public of the costs, in terms of lost productivity, of repeated "false" alarms at commercial and residential locations. The community affairs officer can identify those locations with a problem (for example, more than three calls in a two-year period), oversee the imposition and collection of fees for unnecessary calls, and track the overall rate of such calls for service. The officer would also report regularly on the program's results. A specific alarm-reduction goal should be established at the outset of the year, and the department should track its relative level of

progress toward this goal. This would serve as a general deterrence, would increase overall police productivity, and would contribute to the town's resource stream.

- The department should consider increasing the fees for the taking of fingerprints and/or the performance of background checks. This could prove to be a significant source of income and could serve to offset other operational costs of the department.

N. Additional Options for Maximizing Department Efficiency

A critical question is whether the department, as currently structured, is "right-sized" for the community. No department can staff to "worst case scenario" levels, simply because whatever "worst case scenario" one can imagine, one can always invent something even worse. The goal should be to staff at levels to meet workload that can be expected on a routine basis and then develop alternative strategies to handle the rare event. With the numerous law enforcement agencies working in and near the community (Sheriff's office, neighboring jurisdictions), this should be relatively easy to accomplish.

ICMA believes that the performance management framework contained in this report will afford the town and police administrators the ability to recognize baseline workload levels and to assign personnel accordingly. In the event that a need is identified for additional personnel at the rank of police officer to perform patrol duties, a decision can be made to either reassign personnel from other ranks to the patrol function, or to hire additional police officers. As the selection and training period for police officers is quite lengthy, hiring decisions should be made well in advance of actual need.

1. Additional Duties/Responsibilities for Patrol Officers

ICMA views the delivery of public safety services as a “system.” As such, the department should consider broadening the scope of duties and responsibilities of its patrol personnel.

- The department should consider adequately training and equipping its patrol personnel with automated external defibrillators (AEDs).
- Rather than being limited to traditional police and enforcement activities, all patrol personnel should be trained to serve as EMTs, perhaps with advanced cardiac certification. As first-responders, police are often the very first to arrive on the scene of a life-threatening, but noncriminal, emergency. Expansion of officers’ duties and responsibilities while on patrol can provide a valuable service to the town and help to justify current staffing levels. This would be particularly advisable within the high-density Anthem residential community.
- The department should consider adequately training and equipping its patrol personnel to utilize modern fire interruption technologies (i.e., fire “knock down” tools) to combat structure fires. Many police departments that have experimented with these devices have had considerable success. In the hands of trained first-responders like the police, these fire interruption tools can “knock down” fire and temperatures in seconds, making a subsequent interior fire attack and/or personal rescue far safer. Well-trained police officers could supplement traditional firefighting services, thereby making firefighting operations safer. It would also provide enhanced protection for homeowners, and possibly result in enhanced life-saving capabilities. Such a move would also assist a fire department that might be struggling to attract sufficient volunteers.

- Initially, the department can train officers who volunteer to perform these additional duties when called upon. These officers would receive financial compensation for their enhanced training and broader scope of responsibilities. Going forward, the town can then consider whether to use attrition and new hires to eventually reach a fully cross-trained force. Studies show that “public safety” departments can provide the same level of service as separate police and fire departments at a lower cost or higher levels of service for the same cost.

O. Conclusions

The Florence Police Department is staffed by competent professionals who apparently wish to deliver a high level of police services. Unfortunately, the department currently suffers from a number of organizational and administrative problems that severely limit its capacity to closely monitor operations and thus maximize organizational efficiency and effectiveness. Specifically, the department and the Florence community need to consider jointly whether present staffing levels are appropriate in terms of adequately providing for community and officer safety without habitually “overstaffing” any particular shift or rank.

ICMA firmly believes that all of the foregoing deficiencies can be corrected.

If the department acts upon the recommendations presented above, ICMA is confident that the department will quickly develop an ability to set organizational expectations by means of clearly-stated annual goals, and to regularly measure and report its progress towards those goals. The department and town officials can then use the information regularly generated from performance measurements and reports to identify level(s) of work performed relative to shift staffing levels. Similarly, redefining the roles of chief and lieutenant should reveal additional operational efficiencies.

In addition to “rightsizing” the department, it is necessary to enhance its connection with the community. This should take the form of a structured community outreach program that incorporates community crime prevention activities, education about the department’s new reporting procedures, and perhaps an enhanced “public safety” role for its officers.

Finally, it is clear that these important decisions can only be based upon “real data.” The performance framework suggested in this report will provide such information.

IV. Data Analysis

This is the data analysis report on police patrol operations for Florence, Arizona, and which was conducted by the ICMA Center for Public Safety Management. This analysis focuses on three main areas: workload, deployment, and response times. These three areas are related almost exclusively to patrol operations, which constitute a significant portion of the police department's personnel and financial commitment.

All information in this report was developed directly from data recorded by the department's dispatch center and obtained directly or from Pinal County's Spillman software system administrator.

The majority of the first section of the report, concluding with Table 14, uses the call and activity data for the entire year. For the detailed workload analysis and the response time analysis, we use two four-week sample periods. The first period is the month of August 2010 (August 1 to August 28), or summer, and the second is February 2011 (February 1 to February 28), or winter.

A. Workload Analysis

As with similar cases around the country, we encountered a number of issues when analyzing the dispatch data. We made assumptions and decisions to address these issues. We describe the issues, assumptions, and decisions below.

- A small percentage (2 percent, or approximately 250) of events involving patrol units showed less than thirty seconds of time spent on scene. We call this zero time on scene.
- The computer software generates a large number of event codes. This led to 132 different event descriptions, which we reduced to nineteen categories for our tables and ten categories for our figures.
- Call data was obtained from different systems that were not always consistent. We merged the unit level data with the call data from two systems.
- There were some issues with the timestamps for the events as well:
 - About 60 percent of all patrol units dispatched on a call were missing a dispatch or assignment time. We used the en route time, when available, as the dispatch time for other-initiated calls and the arrival time for police-initiated calls.
 - About 11 percent of patrol units dispatched on calls were missing arrival times. These events were still included in our workload analysis, but were not used when estimating average response times.
 - There were a number of dispatched units (758) with missing clear times. For units with missing clear times, the clear times associated to the call were filled in. About 24 calls were missing all clear times, and were removed from consideration.
- We identified standard activities performed by the patrol force and which were not captured as a standard dispatch incident, such as

breaking for lunch and refueling. We treated each relevant activity individually and added it to our overall data set. Unlike standard incidents, each activity was associated with only one unit and was always self-initiated. There were 3,389 such activities added to the analysis, and they were all classified as out-of-service activities.

Our study team has often worked with many of these problems with event data in other jurisdictions. To identify events that were canceled en route, we assumed zero time on scene to account for a significant portion of them. As stated, any event with an on-scene time of less than thirty seconds was labeled zero time on scene. We used the data's source field to identify patrol-initiated activities. Any event whose source was listed as "ON-VIEW" or "RADIO," was considered self-initiated.

When we analyze a set of dispatch records, we go through a series of steps that we detail as follows.

- We first process the data to improve its accuracy. For example, we remove duplicate entries for the same unit when recorded for a single event. In addition, we remove records that do not indicate an actual activity. We also remove data that are incomplete. This includes situations where there is not enough time information to evaluate the record.
- At this point, we have a series of records that we call "events." We identify these events in three ways.
 - We distinguish between patrol and nonpatrol units.
 - We assign a category to each event based upon its description.
 - We indicate whether the call is "zero time on scene," "police-initiated," or "other-initiated."

- Finally, we remove all records that do not involve a patrol unit to get a total number of patrol-related **events**.
- We focus on a smaller group of events designed to represent actual **calls** for service by removing the following:
 - All events with no officer time spent on scene,
 - All events documenting a directed patrol activity, and
 - All events documenting an out-of-service activity.

In this way, we first identify a total number of records, and then limit ourselves to patrol events, and finally focus on calls for service.

To briefly review the data received, in the period from May 1, 2010 to April 30, 2011, there were approximately 10,235 dispatch events recorded by the dispatch center. Of that total, roughly 7,241 included a police patrol unit as either the primary or secondary unit. These were merged with approximately 3,390 activity records, including lunch and fuel breaks.

When focusing on the two four-week periods, we analyzed 949 events in summer (August 2010) and 937 events in winter (February 2011). In addition, when analyzing workloads and response times, we ignored calls with incorrect or missing time data. The inaccuracies included elapsed times that either were negative or exceeded eight hours. For the entire year, we excluded fewer than 3,000 calls from our analysis, the majority of them (2,766) being calls assigned to nonpatrol officers.

In the period from May 2010 to April 2011, the police department reported an average of 29 events for service per day. As mentioned, two percent of these events (0.7 per day) showed no unit time spent on the call.

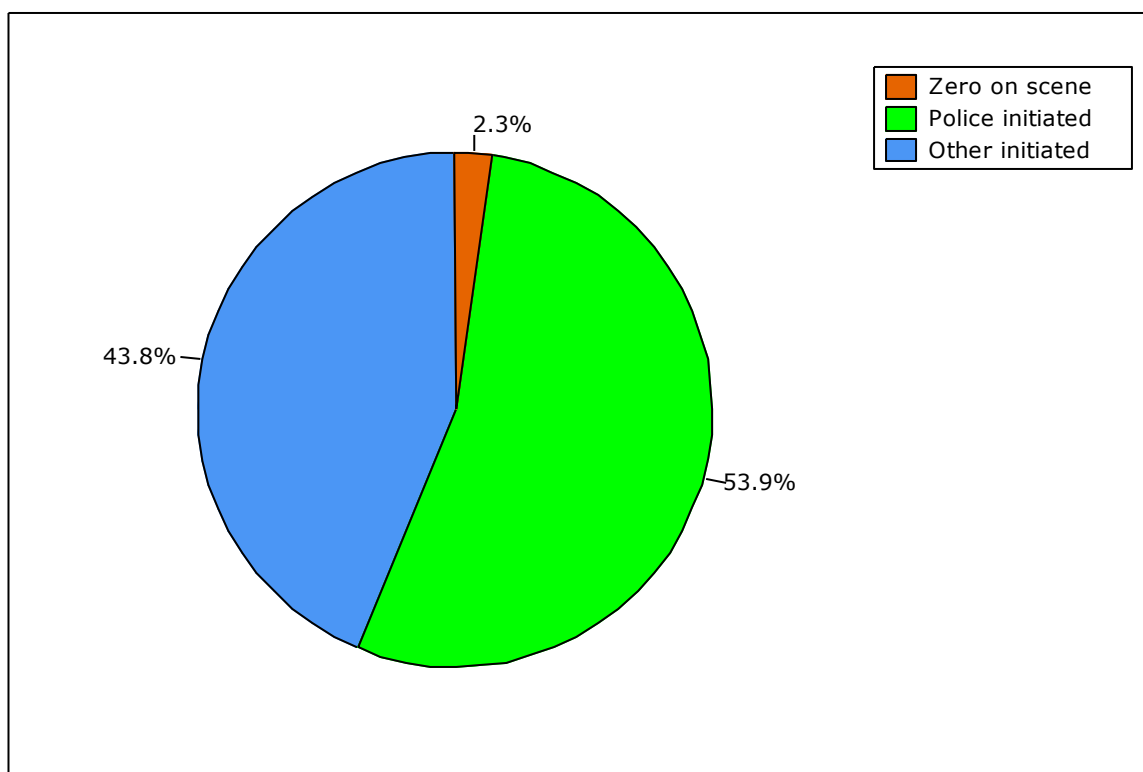
In the following pages we show two types of data: activity and workload. The activity levels are measured by the average number of calls per day, broken down by the type and origin of the calls, and categorized by the

nature of the calls (e.g., crime, traffic). Workloads are measured in average work hours per day.

We routinely used nineteen call categories for tables and ten categories for our graphs. These are shown in the following chart.

Table Categories	Figure Categories
Accidents	Traffic
Traffic enforcement	
Alarm	Investigations
Check/investigation	
Animal calls	General noncriminal
Miscellaneous	
Civil matter	
Fingerprints	
Informational reports	
Assist other agency	Assist other agency
Crime-persons	Crime
Crime-property	
Directed patrol	Directed patrol
Disturbance	Suspicious incident
Suspicious person/vehicle	
Juvenile	Juvenile
Prisoner-arrest	Arrest
Prisoner-transport	
Medical calls	Medical calls

Figure 1. Percentage Events per Day, by Initiator



Note: Percentages are based on a total of 10,630 events.

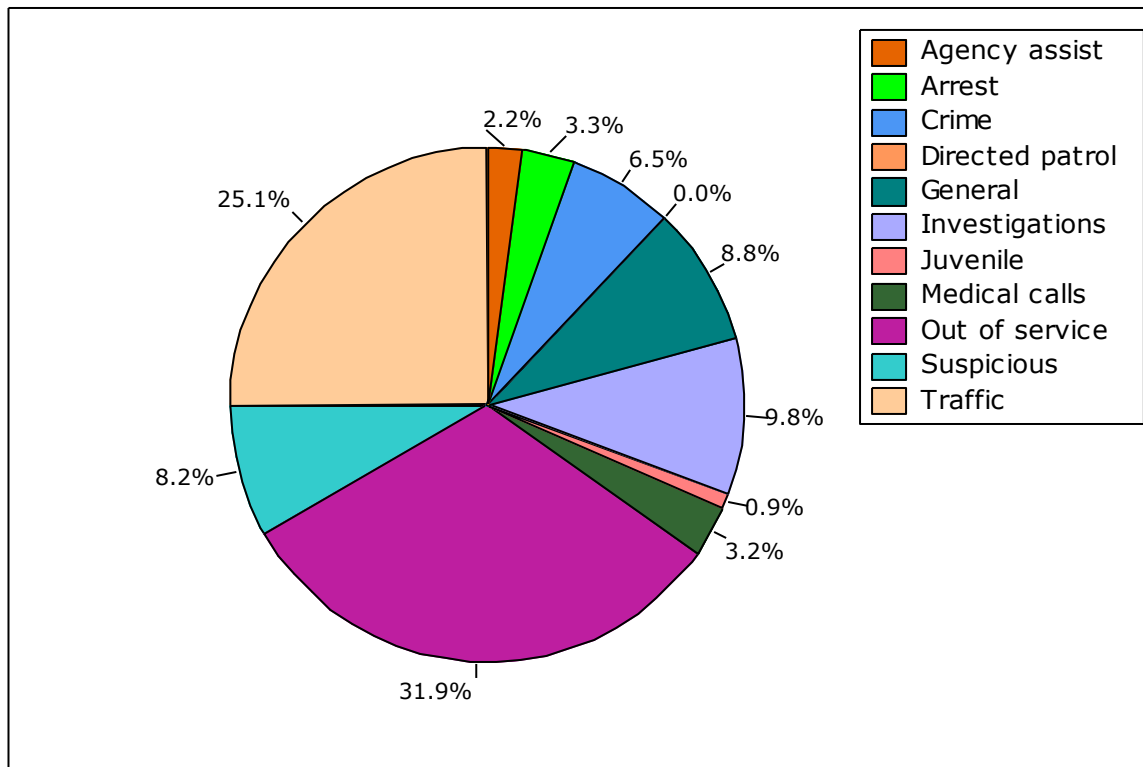
Table 5. Events per Day by, Initiator

Initiator	Total Events	Events per Day
Zero on scene	249	0.7
Police-initiated	5,726	15.7
Other-initiated	4,655	12.8
Total	10,630	29.1

Observations:

- Two percent of the events had zero time on scene.
- Fifty-four percent of all events were police-initiated.
- Forty-four percent of all events were other-initiated.
- There was an average of 29 events per day, or 1.2 per hour.

Figure 2. Percentage Events per Day, by Category



Note: The figure combines categories in the following table according to the description on page 93. Directed patrol calls total up to five events only, which is approximately 0 percent of the total calls.

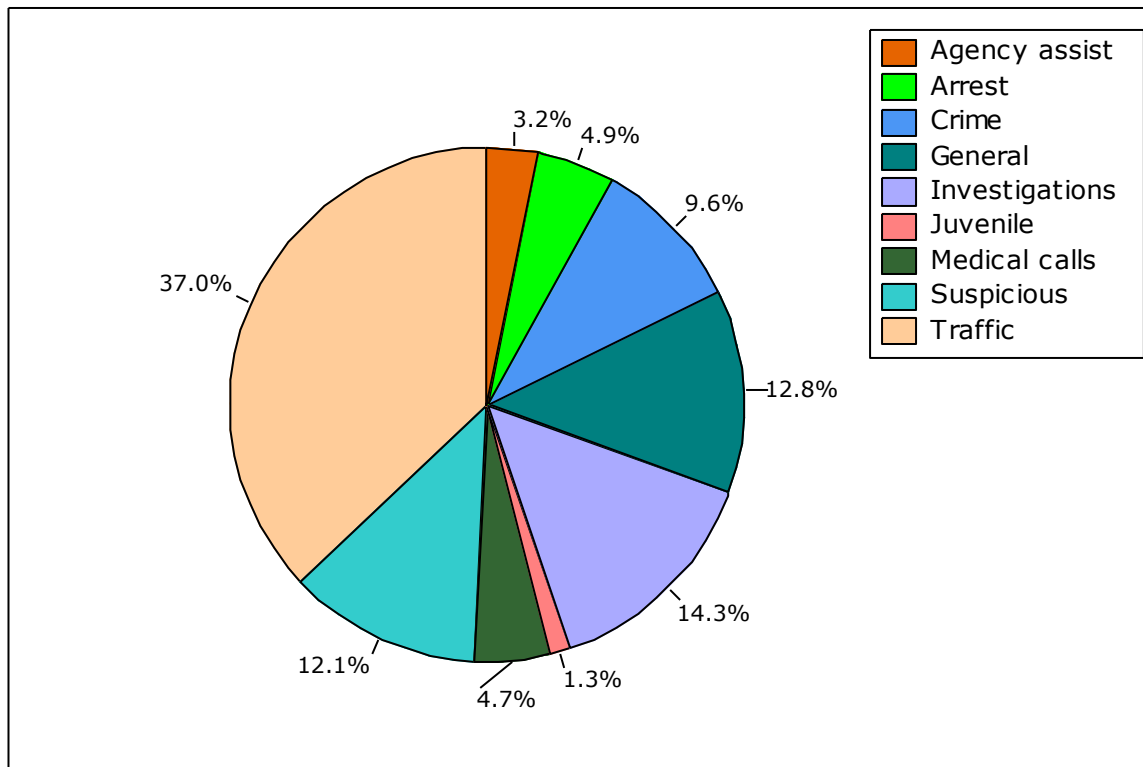
Table 6. Events per Day, by Category

Category	Total Events	Events per Day
Accidents	143	0.4
Alarm	450	1.2
Animal calls	195	0.5
Assist other agency	229	0.6
Check/investigation	589	1.6
Civil matter	133	0.4
Crime-persons	271	0.7
Crime-property	420	1.2
Directed patrol	5	0.0
Disturbance	318	0.9
Fingerprints	97	0.3
Informational reports	351	1.0
Juvenile	95	0.3
Medical calls	345	0.9
Miscellaneous	161	0.4
Out of service	3,389	9.3
Prisoner-arrest	294	0.8
Prisoner-transport	61	0.2
Suspicious person/vehicle	558	1.5
Traffic enforcement	2,526	6.9
Total	10,630	29.1

Observations:

- The top three categories (out-of-service events, traffic calls, and investigations) accounted for 67 percent of events.
- Thirty-two percent of events were out-of-service events. These are removed when we examine calls for service starting with the next figure and table.
- Twenty-five percent of events were traffic-related.
- Ten percent of events were investigations.
- About seven percent of events were crime-related.

Figure 3. Percentage Calls per Day, by Category



Note: The figure combines categories in the following table according to the description on page 93.

Table 7. Calls per Day, by Category

Category	Total Calls	Calls per Day
Accidents	142	0.4
Alarm	440	1.2
Animal calls	189	0.5
Assist other agency	226	0.6
Check/investigation	577	1.6
Civil matter	132	0.4
Crime-persons	269	0.7
Crime-property	418	1.1
Disturbance	313	0.9
Fingerprints	94	0.3
Informational reports	339	0.9
Juvenile	95	0.3
Medical calls	336	0.9
Miscellaneous	157	0.4
Prisoner-arrest	289	0.8
Prisoner-transport	61	0.2
Suspicious person/vehicle	552	1.5
Traffic enforcement	2,497	6.8
Total	7,126	19.5

Methodology:

We focus here on recorded calls rather than recorded events. This means we removed events with zero time on scene as well as out-of-service and directed patrol events.

Observations:

- There were twenty calls per day, or approximately one per hour.
- The top four categories (traffic, investigations, general noncriminal calls, and suspicious incidents) accounted for 76 percent of calls.
- Thirty-seven percent of calls were traffic related (enforcement and accidents).
- Fourteen percent of the calls were investigations (alarms and checks).
- Thirteen percent of calls were general noncriminal calls (informational reports, animal problems, citizen assists, and civil matters).
- Twelve percent of calls were responding to suspicious incidents.
- Ten percent of calls were crime-related.

Figure 4. Calls per Day, by Initiator and Months

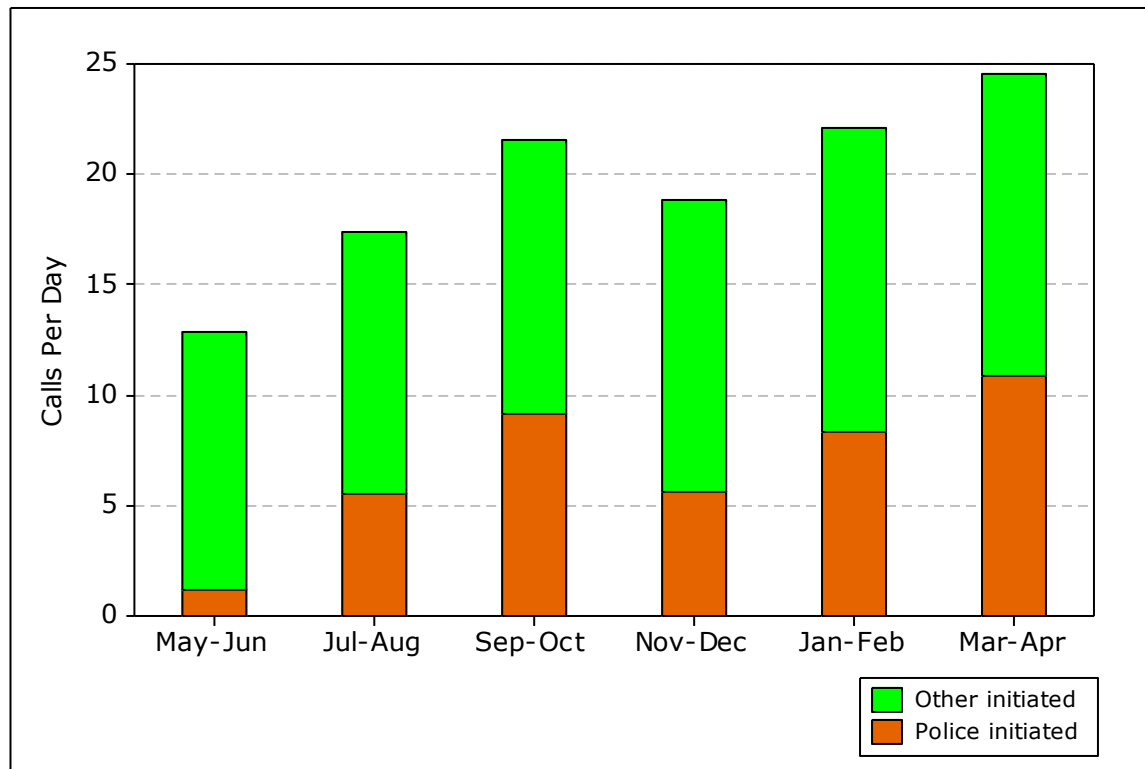


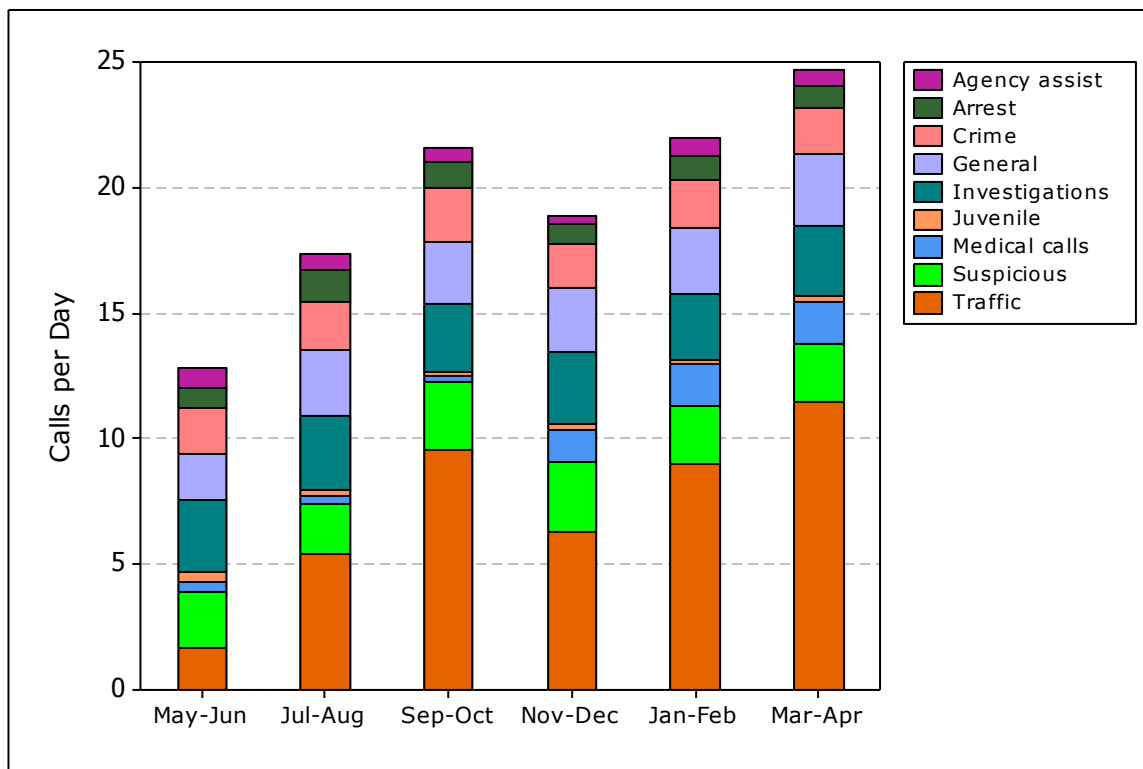
Table 8. Calls per Day, by Initiator and Months

Initiator	May-Jun	Jul-Aug	Sep-Oct	Nov-Dec	Jan-Feb	Mar-Apr
Police-initiated	1.2	5.5	9.2	5.6	8.4	10.8
Other-initiated	11.6	11.9	12.4	13.3	13.6	13.8
Total	12.8	17.4	21.6	18.9	21.9	24.7

Observations:

- The number of calls per day was smallest in May to June 2010.
- The number of calls per day was largest in March to April 2011.
- The months with the most calls had 93 percent more calls than the months with the fewest calls, with the increase being primarily in police-initiated traffic-enforcement events.
- For police-initiated calls, the period between May and June 2010 had very few calls, with an average of one call per day. The average calls per day for the remainder of the year ranged between six and eleven calls, with the period from March to April 2011 having the highest number of calls and the periods from July to August 2010 and November to December 2010 having the least number of calls.
- The other-initiated calls were more evenly distributed throughout the year. The period of March to April 2011 had the most other-initiated calls, with nineteen percent more than the period of May to June 2011, which had the fewest.

Figure 5. Calls per Day, by Category and Months



Note: The figure combines categories in the following table according to the description on page 93.

Table 9. Calls per Day, by Category and Months

Category	May- Jun	Jul- Aug	Sep- Oct	Nov- Dec	Jan- Feb	Mar- Apr
Accidents	0.4	0.3	0.3	0.4	0.4	0.5
Alarm	1.1	1.5	1.1	1.2	1.1	1.2
Animal calls	0.3	0.6	0.5	0.8	0.4	0.5
Agency assist	0.8	0.6	0.6	0.3	0.7	0.6
Check/investigation	1.7	1.5	1.6	1.7	1.5	1.5
Civil matter	0.4	0.4	0.3	0.4	0.3	0.4
Crime-persons	0.6	0.8	0.7	0.7	0.9	0.7
Crime-property	1.2	1.1	1.4	1.1	1.0	1.1
Disturbance	0.8	0.7	1.0	1.0	0.8	0.9
Fingerprints	0.3	0.4	0.3	0.2	0.3	0.1
Informational reports	0.6	0.9	1.0	0.6	0.9	1.6
Juvenile	0.4	0.2	0.2	0.2	0.2	0.3
Medical calls	0.4	0.3	0.2	1.2	1.7	1.7
Miscellaneous	0.3	0.5	0.5	0.5	0.5	0.3
Prisoner-arrest	0.8	1.1	0.8	0.6	0.7	0.7
Prisoner-transport	0.0	0.2	0.2	0.2	0.2	0.2
Suspicious person/vehicle	1.5	1.2	1.7	1.7	1.5	1.4
Traffic enforcement	1.2	5.1	9.3	5.9	8.6	11.0
Total	12.8	17.4	21.6	18.9	21.9	24.7

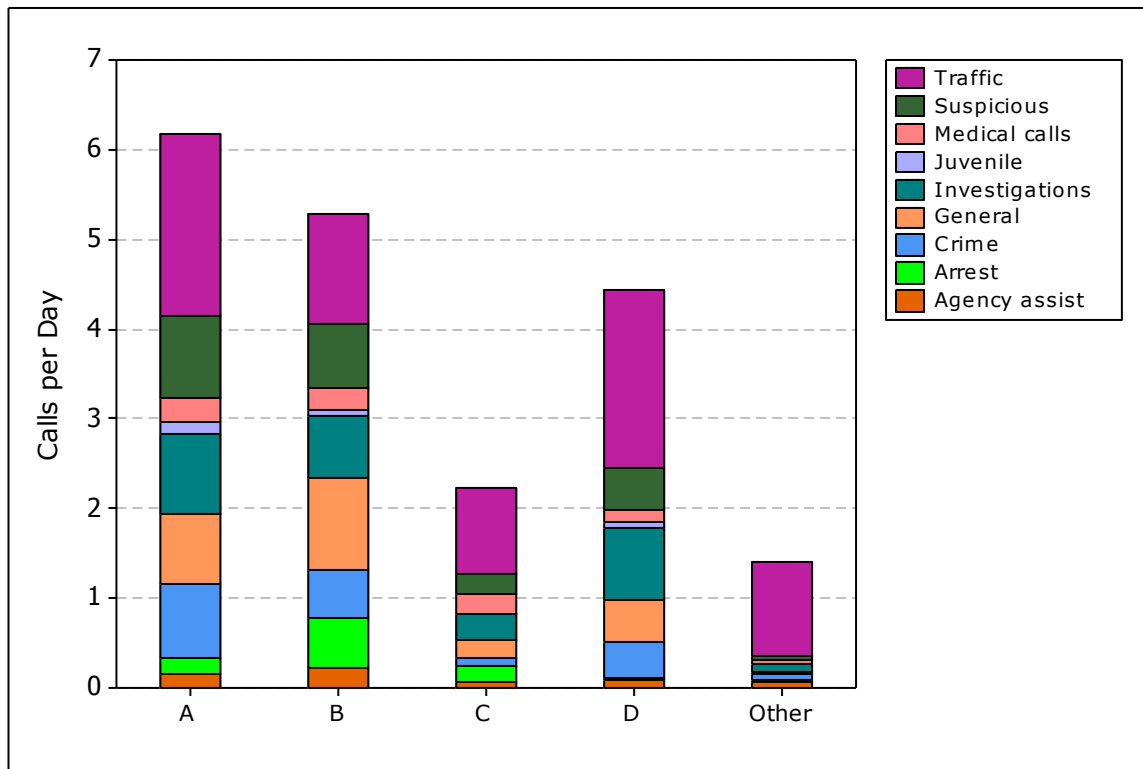
Methodology:

Calculations were limited to calls rather than events.

Observations:

- Traffic related calls were the most common type of activities throughout the year, except for the period between May and June 2010. During this period investigations were the most common type of activities.
- Traffic related calls averaged between two and twelve calls per day throughout the year.
- The number of traffic enforcement events were between 32 and 42 per month for the period May to July 2010 and ranged from 155 to 338 for the rest of the year.
- Crime calls were approximately two calls per day throughout the year.
- The top three categories (traffic, investigations, and general noncriminal) averaged between 50 and 70 percent of total calls throughout the year.

Figure 6. Calls per Day, by Category and Zone



Note: The figure combines categories in the following table according to the description on page 93.

Table 10. Calls per Day, by Category and Zone

Category	A	B	C	D	Other
Accidents	0.1	0.1	0.0	0.1	0.0
Alarm	0.3	0.2	0.1	0.6	0.0
Animal calls	0.2	0.1	0.1	0.1	0.0
Agency assist	0.2	0.2	0.1	0.1	0.1
Check/investigation	0.6	0.5	0.2	0.2	0.1
Civil matter	0.1	0.1	0.0	0.1	0.0
Crime-persons	0.3	0.2	0.0	0.1	0.0
Crime-property	0.5	0.3	0.1	0.3	0.0
Disturbance	0.4	0.3	0.0	0.2	0.0
Fingerprints	0.0	0.3	0.0	0.0	0.0
Informational reports	0.3	0.4	0.1	0.2	0.0
Juvenile	0.1	0.1	0.0	0.1	0.0
Medical calls	0.3	0.3	0.2	0.1	0.0
Miscellaneous	0.1	0.2	0.1	0.1	0.0
Prisoner-arrest	0.2	0.4	0.2	0.0	0.0
Prisoner-transport	0.0	0.2	0.0	0.0	0.0
Suspicious person/vehicle	0.5	0.4	0.2	0.3	0.0
Traffic enforcement	1.9	1.1	0.9	1.9	1.0
Total	6.2	5.3	2.2	4.4	1.4

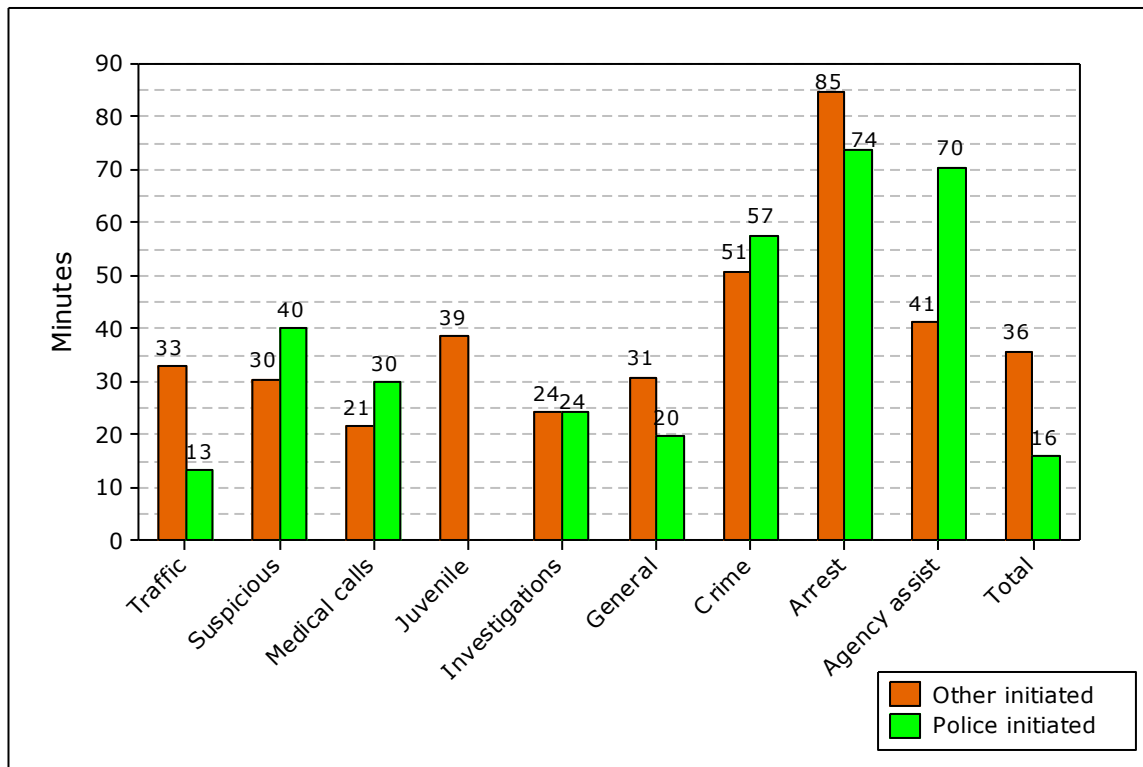
Methodology:

Calculations were limited to calls rather than events. Calls that were not in zones FPA1 through FPD2 were classified as "Other," which included all the zones with the prefix "FL."

Observations:

- Traffic-related calls (enforcement and accidents) were the most common type of activities in all the zones.
- Traffic calls averaged between one and two calls per day for each zone.
- Crime calls varied between zero and one call per day for each zone.
- Zone A had the most calls in most categories except in arrests and in general noncriminal calls; Zone B has slightly more calls in these categories.
- Zone C had the fewest calls per day in all categories.

Figure 7. Average Occupied Times, by Category and Initiator



Note: The figure combines categories using weighted averages from the following table according to the description on page 93

Table 11. Primary Unit's Average Occupied Times, by Category and Initiator

Category	Police-initiated		Other-initiated	
	Total Calls	Minutes	Total Calls	Minutes
Accidents	1	73.7	140	53.0
Alarm	3	18.4	437	18.0
Animal calls	2	14.4	187	26.5
Agency assist	13	70.4	212	41.6
Check/investigation	32	24.8	545	28.9
Civil matter	2	15.0	130	39.3
Crime-persons	13	85.6	255	59.2
Crime-property	15	33.1	400	45.2
Disturbance	6	65.9	305	39.5
Fingerprints	0	N/A	94	23.1
Informational reports	22	16.4	317	34.1
Juvenile	0	N/A	95	38.6
Medical calls	6	29.9	330	21.5
Miscellaneous	10	28.4	147	25.6
Prisoner-arrest	54	73.6	233	90.9
Prisoner-transport	0	N/A	61	61.3
Suspicious person/vehicle	23	33.3	529	25.0
Traffic enforcement	2,267	13.0	228	20.4
Total	2,469	15.8	4,645	35.6

Note: We removed 12 calls with inaccurate busy times.

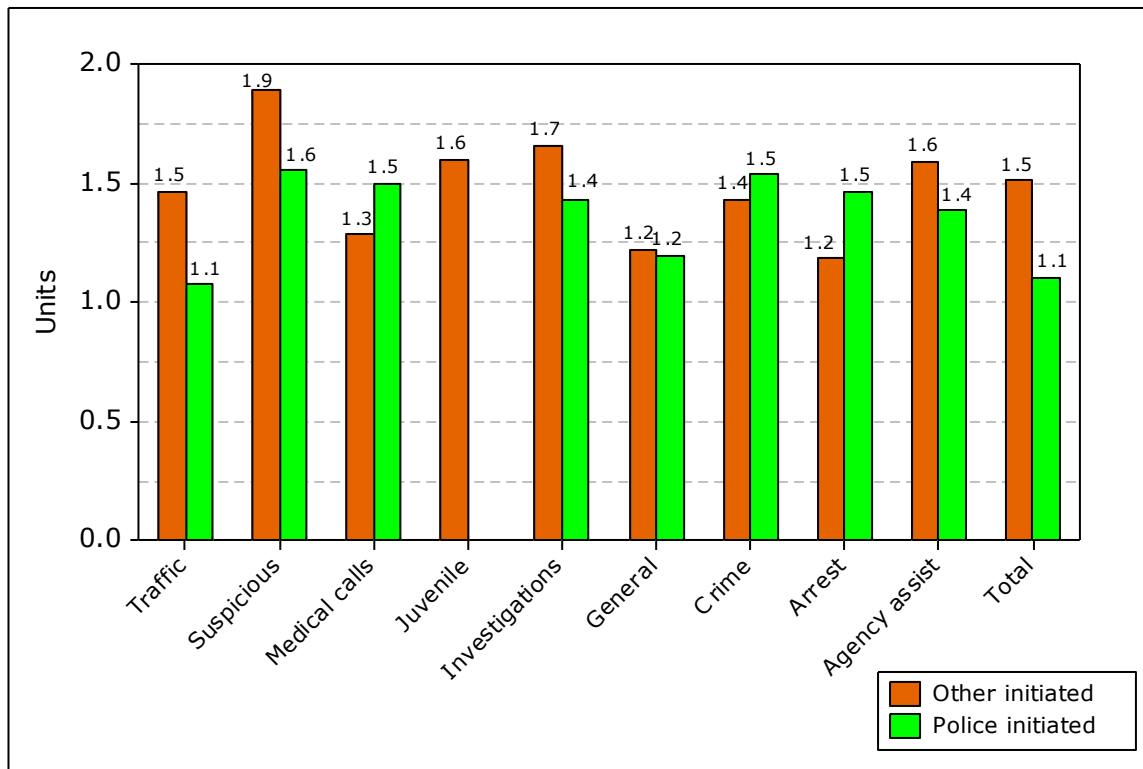
Methodology:

This information is limited to calls and excludes all events that show a zero time on scene. A unit's occupied time is measured as the time from when it is dispatched until it becomes available. The times shown are the average occupied times per call for the primary unit, rather than the total occupied time for all units assigned to a call.

Observations:

- A unit's average time spent on a call ranged from thirteen to ninety-one minutes overall.
- Police-initiated calls averaged sixteen minutes and other-initiated calls averaged thirty-six minutes overall.
- The longest average times were on other-initiated calls that were dealing with prisoner arrests.
- Police-initiated traffic calls (enforcements and accidents) averaged thirteen minutes per call, whereas other-initiated traffic calls averaged thirty-three minutes per call.
- Average time spent on crime calls was fifty-seven minutes for police-initiated calls and fifty-one minutes for other-initiated calls.

Figure 8. Number of Responding Units, by Initiator and Category



Note: The categories in this figure use weighted averages to combine those of the following table according to the description on page 93.

Table 12. Number of Responding Units, by Initiator and Category

Category	Police-initiated		Other-initiated	
	Average	Total Calls	Average	Total Calls
Accidents	1.0	1	1.8	141
Alarm	1.0	3	1.8	437
Animal calls	1.0	2	1.3	187
Agency assist	1.4	13	1.6	213
Check/investigation	1.5	32	1.6	545
Civil matter	2.0	2	1.4	130
Crime-persons	1.9	13	1.5	256
Crime-property	1.2	15	1.4	403
Disturbance	1.7	6	2.2	307
Fingerprints	N/A	0	1.0	94
Informational reports	1.2	22	1.2	317
Juvenile	N/A	0	1.6	95
Medical calls	1.5	6	1.3	330
Miscellaneous	1.1	10	1.2	147
Prisoner-arrest	1.5	54	1.2	235
Prisoner-transport	N/A	0	1.1	61
Suspicious person/vehicle	1.5	23	1.7	529
Traffic enforcement	1.1	2,269	1.3	228
Total	1.1	2,471	1.5	4,655

Figure 9. Number of Responding Units, by Category

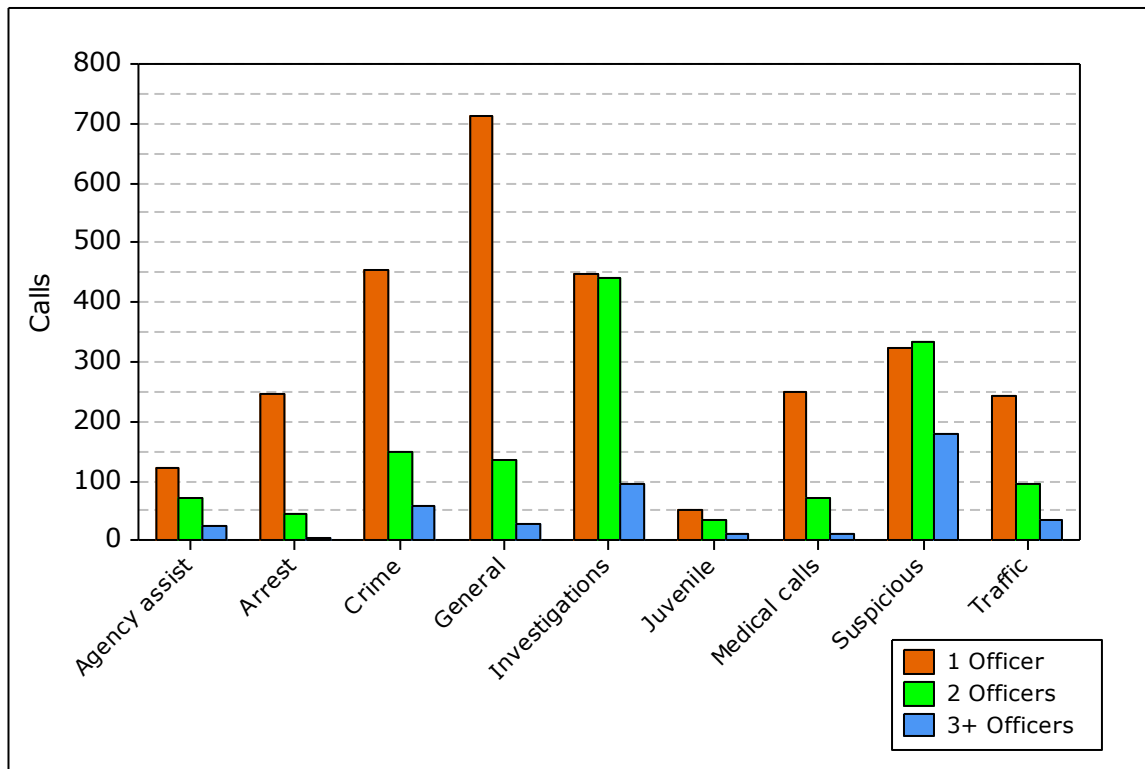


Table 13. Number of Responding Units, by Category, Other-initiated Calls

Category	Responding Units		
	One	Two	Three or More
Accidents	66	47	28
Alarm	140	256	41
Animal calls	139	39	9
Agency assist	121	69	23
Check/investigation	307	186	52
Civil matter	89	34	7
Crime-persons	161	64	31
Crime-property	292	85	26
Disturbance	74	127	106
Fingerprints	93	1	0
Informational reports	272	39	6
Juvenile	51	35	9
Medical calls	248	72	10
Miscellaneous	120	22	5
Prisoner-arrest	191	39	5
Prisoner-transport	55	6	0
Suspicious person/vehicle	249	207	73
Traffic enforcement	175	46	7
Total	2,843	1,374	438

Methodology:

The information in Table 12 and Figure 8 is limited to calls and excludes events with zero time on scene, out-of-service records, and directed patrol activities. The information in Table 13 and Figure 9 is further limited to other-initiated calls.

Observations:

- The overall mean number of responding units was 1.1 for police-initiated calls and 1.5 for other-initiated calls.
- The mean number of responding units was as high as 2.2 for disturbance calls that were other-initiated.
- Sixty-one percent of all other-initiated calls involved one responding unit.
- Thirty percent of all other-initiated calls involved two responding units.
- Nine percent of all other-initiated calls involved three or more units.
- The largest group of calls with three or more responding units involved suspicious incidents and investigations.

Figure 10. Percentage Calls and Work Hours by Zone

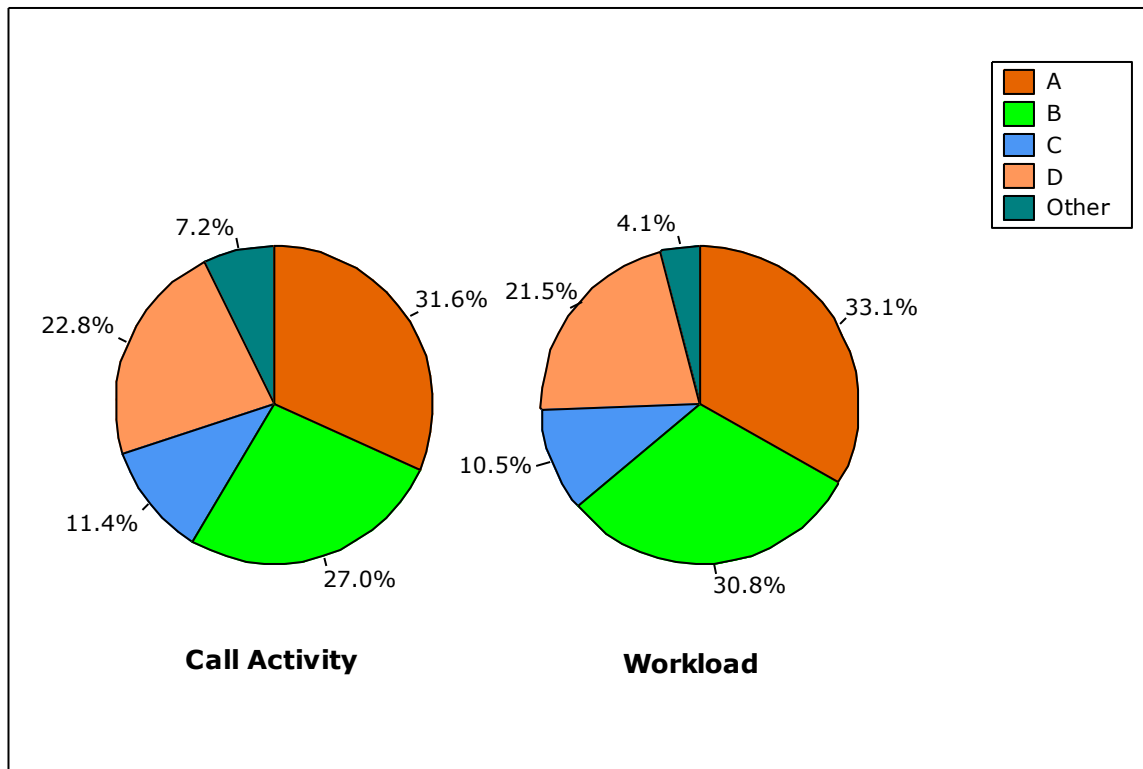


Table 14. Calls and Work Hours by Zone

Zone	Per Day	
	Calls	Work Hours
A	6.2	4.3
B	5.3	4.0
C	2.2	1.4
D	4.4	2.8
Other	1.4	0.5
Total	19.5	12.8

Methodology:

Workload calculations focused on calls rather than events.

Observations:

- The percentage of daily call volume by zone ranged from eleven percent to thirty-two percent.
- The workload percentage by zone ranged from eleven percent to thirty-three percent.
- Zone A had the most calls with 32 percent of the calls and the highest workload with 33 percent of the workload.
- Zone C had the fewest calls and the lowest workload with 11 percent of the calls and 11 percent of the workload.

Figure 11. Percentage Calls and Work Hours, by Category, February 2011

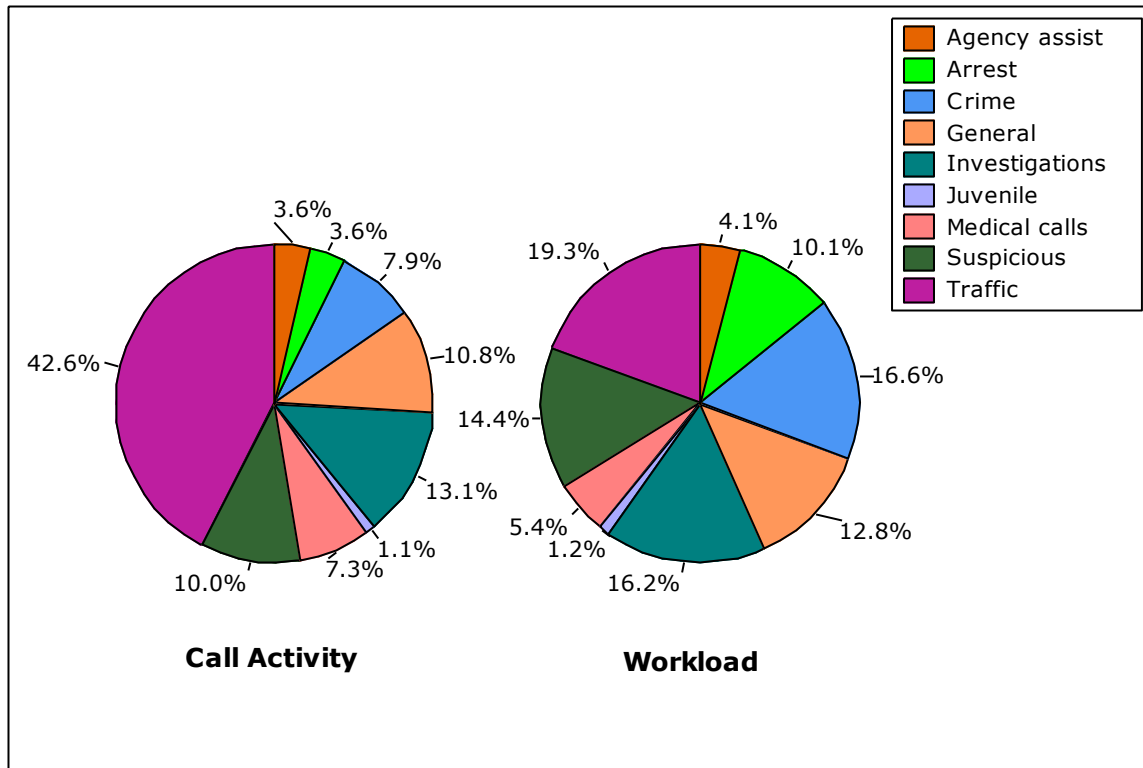


Table 15. Calls and Work Hours per Day, by Category, February 2011

Category	Per Day	
	Calls	Work Hours
Arrest	0.9	1.4
Agency assist	0.9	0.6
Crime	1.9	2.3
General noncriminal	2.5	1.8
Investigations	3.1	2.2
Juvenile	0.3	0.2
Medical calls	1.7	0.7
Suspicious incidents	2.4	2.0
Traffic	10.0	2.7
Total	23.5	13.8

Methodology:

Workload calculations focused on calls rather than events.

Observations:

- Total calls in February were approximately twenty-four per day, or one per hour.
- Total workload was fourteen work hours per day, meaning that an average of 0.6 officers per hour were busy responding to calls.
- Traffic constituted 43 percent of calls and 19 percent of workload.
- Crimes constituted 8 percent of calls but 17 percent of workload.
- Investigations constituted 13 percent of the calls and 16 percent of the workload.
- The top three categories of calls in terms of activity (traffic, investigations, and general noncriminal calls) constituted 66 percent of calls and 48 percent of workload.
- The top three categories of calls in terms of workload (traffic, investigations, and crime) constituted 64 percent of calls and 52 percent of workload.

Figure 12. Percentage Calls and Work Hours, by Category, August 2010

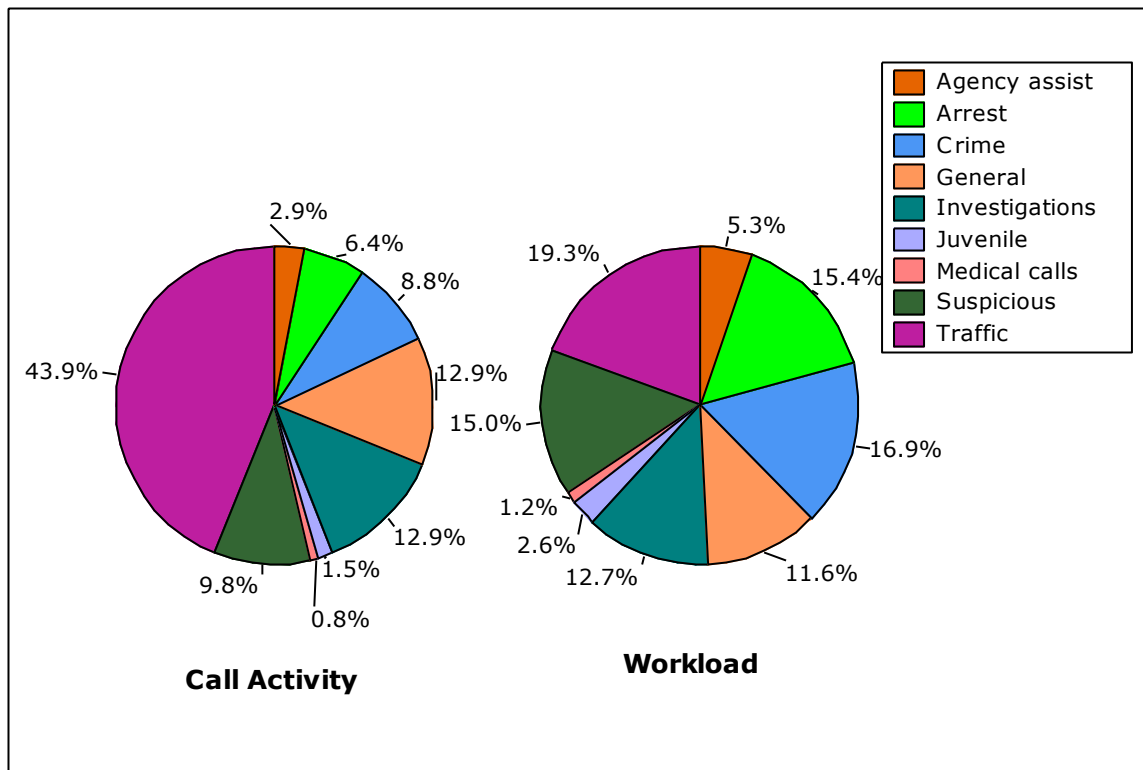


Table 16. Calls and Work Hours per Day, by Category, August 2010

Category	Per Day	
	Calls	Work Hours
Arrest	1.4	2.2
Agency assist	0.6	0.7
Crime	1.9	2.4
General non-criminal	2.8	1.6
Investigations	2.8	1.8
Juvenile	0.3	0.4
Medical calls	0.2	0.2
Suspicious incidents	2.1	2.1
Traffic	9.6	2.7
Total	21.8	14.1

Observations:

- In August, the total calls per day were marginally lower than in February, but the workload was about the same as in February.
- Total calls were twenty-two per day or approximately one per hour.
- Total workload was fourteen work hours per day, meaning that an average of 0.6 officers per hour were busy responding to calls.
- Traffic related calls constituted 44 percent of calls and 19 percent of workload.
- Investigations and general noncriminal calls constituted about 13 percent of the calls. Investigations constituted 13 percent of the workload and general noncriminal calls about 12 percent.
- Crime calls constituted 9 percent of calls but 17 percent of workload.
- The top three categories of calls in terms of activity (traffic, investigations, and general noncriminal) constituted 70 percent of calls and 44 percent of workload.
- The top three categories of calls in terms of workload (traffic, crime, and arrests) constituted 59 percent of calls and 52 percent of workload.

B. Deployment

The police department's main patrol force comprises regular patrol officers. Along with regular patrol officers, we included the sergeants and reserve officers in our analysis. We examined only deployment information for four weeks in summer (August 2010) and four weeks in winter (February 2011).

The police department's main patrol force were scheduled on ten-hour shifts, but with six different potential starting times. Also, officers frequently modified their shifts. For this reason, each day's records were reviewed using multiple data sources in an attempt to accurately reflect the number of officers on duty. We used daily printed logs, CAD data, and input from the department to help us properly interpret the information provided.

The police department deployed an average of 2.9 officers per hour during the 24-hour day in winter and 3.7 officers per hour in summer. When sergeants and reserve officers are included, the department averaged 4.0 officers per hour in the winter and 4.1 officers per hour in the summer. For a patrol force of this size, there was significant variability in average deployment. Hourly averages varied from a total of 2.0 officers per hour to 6.7 officers per hour on duty, depending upon the time of day, season, and day of the week.

In this section, we describe the deployment and workload in distinct steps, distinguishing between summer and winter, and between weekdays and weekends:

- First, we focus on patrol deployment, with and without additional units.
- Next, we compare the deployment against workload based upon other-initiated calls for service.

- Afterwards, we draw a similar comparison while including police-initiated workload.
- Finally, we draw a comparison based upon “all” workload, which includes the directed patrol workload. There were no out-of-service events included in the analysis.

Comments follow each set of four figures, with separate discussions for summer and winter.

Figure 13. Deployed Officers, Weekdays, August 2010

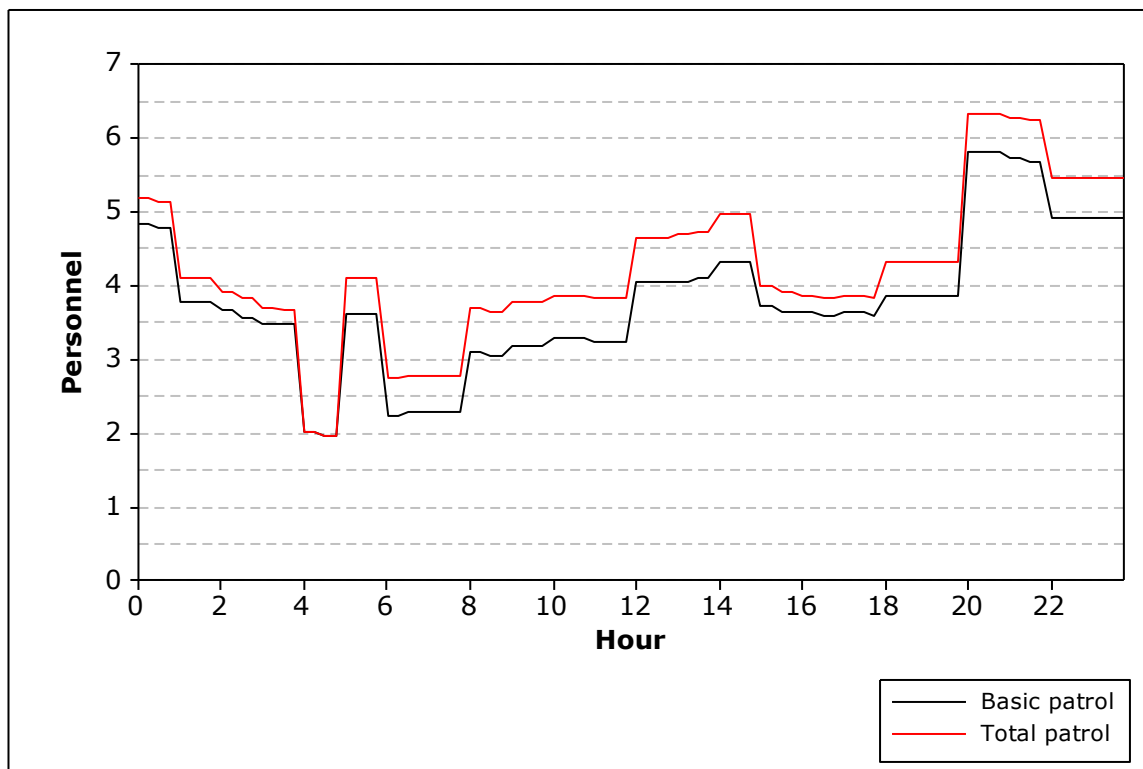


Figure 14. Deployed Officers, Weekends, August 2010

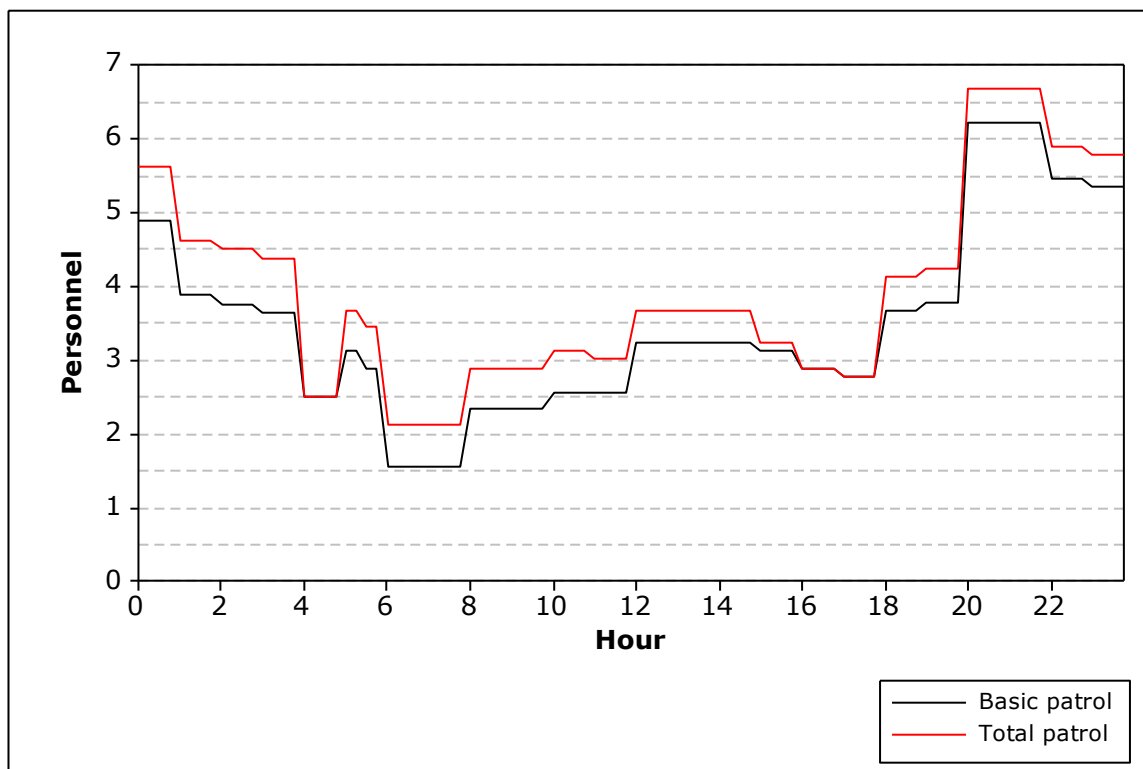


Figure 15. Deployed Officers, Weekdays, February 2011

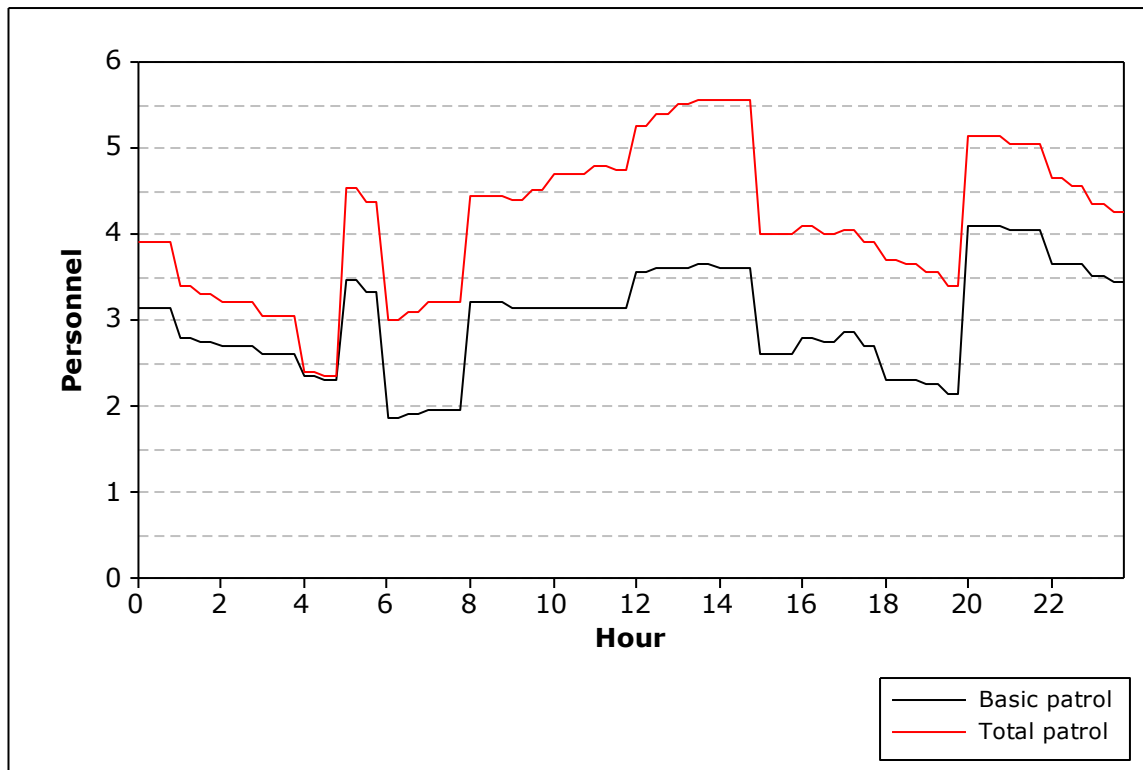
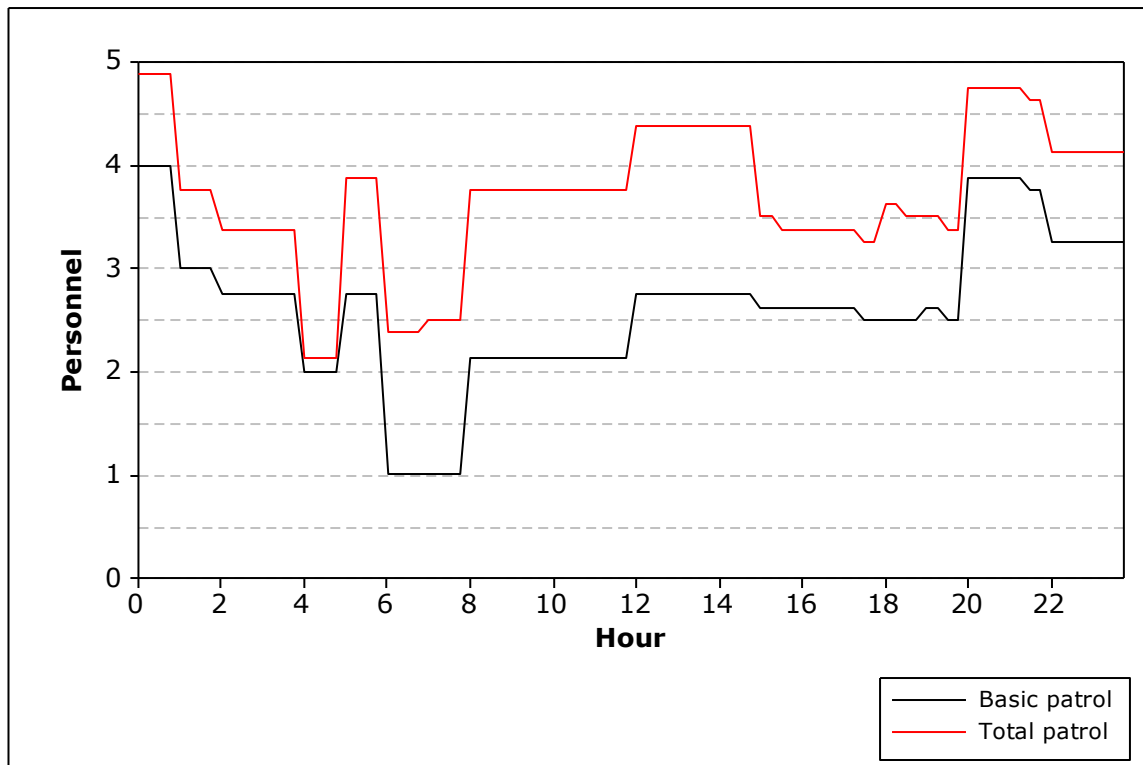


Figure 16. Deployed Officers, Weekends, February 2011



Observations:

- For August 2010:
 - The average basic deployment was approximately 3.8 officers per hour during the week and 3.5 officers per hour on weekends.
 - Sergeants raised the average hourly deployment as high as 4.2 officers per hour during the week, and 3.9 per hour during the weekends.
 - During the week, total deployment varied between 2.0 and 6.3 officers per hour throughout the day.
 - On weekends, total deployment reached as high as 6.7 officers between 8:00 p.m. and 10:00 p.m., and dropped to as low as 2.1 officers between 6:00 a.m. and 8:00 a.m.
- For February 2011:
 - The average patrol deployment was slightly lower than in August.
 - The average patrol deployment was 3.0 officers per hour during the week and 2.6 per hour on weekends.
 - Sergeants raised the average hourly deployment to approximately 4.2 officers per hour during the week and 3.7 per hour during the weekends.
 - During the week, total deployment reached as high as 5.6 officers per hour between 1:30 p.m. and 3:00 p.m. The deployment dropped as low as 2.4 officers between 4:00 a.m. and 5:00 a.m.
 - On weekends, total deployment varied between 2.1 and 4.9 officers throughout the day.

Figure 17. Deployment and Other-Initiated Workload, Weekdays, August 2010

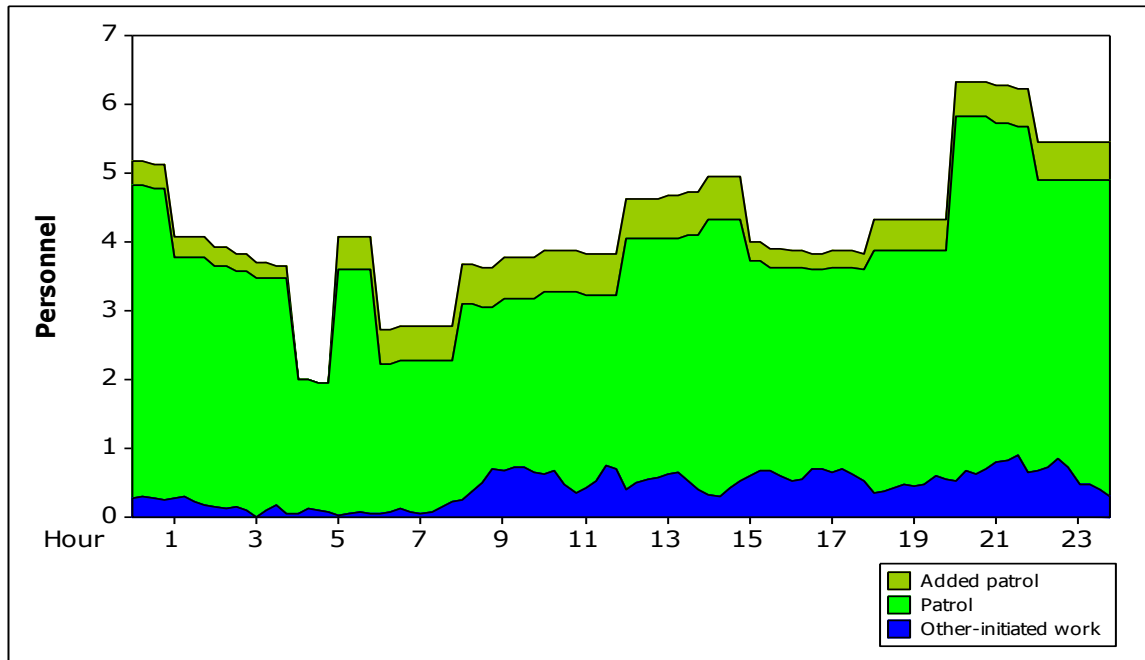


Figure 18. Deployment and Other-Initiated Workload, Weekends, August 2010

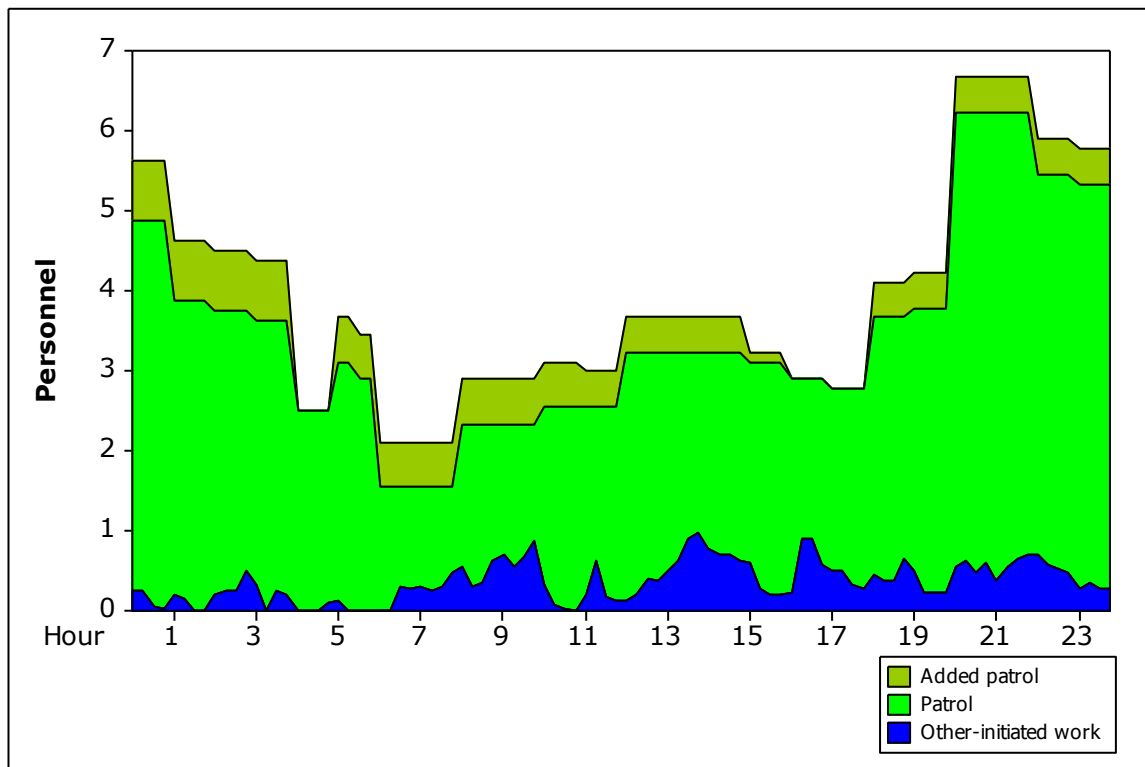


Figure 19. Deployment and Other-Initiated Workload, Weekdays, February 2011

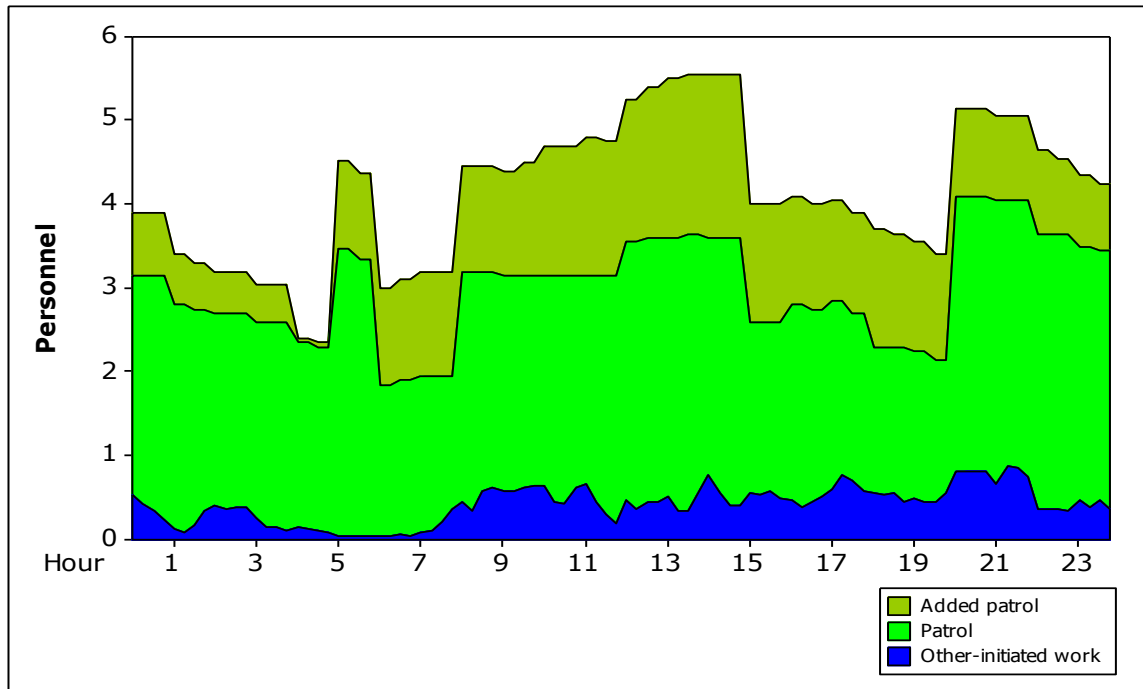
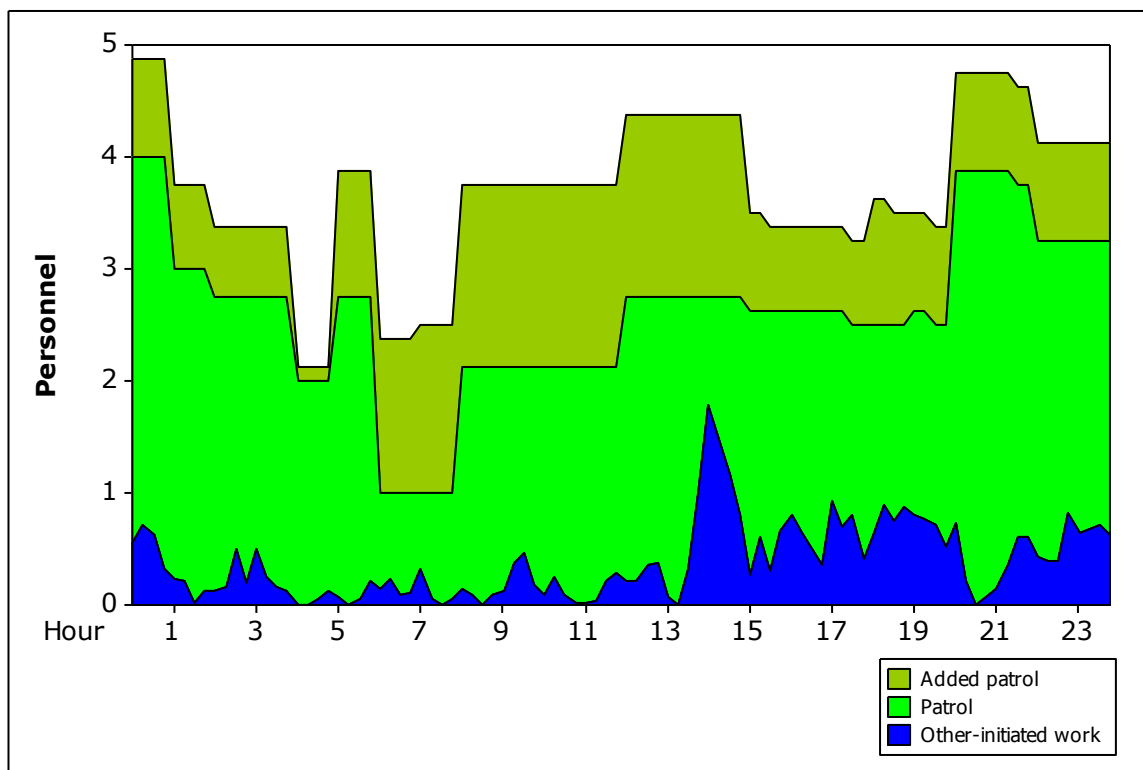


Figure 20. Deployment and Other-Initiated Workload, Weekends, February 2011



Observations:

- For August 2010:
 - Average other-initiated workload was 0.4 officers per hour during the week and on weekends.
 - This was approximately 10 percent of hourly deployment during the week and 9.2 percent on weekends.
 - During the week, workload reached a maximum of 20 percent of deployment between 11:30 a.m. and 11:45 a.m.
 - On weekends, workload reached a maximum of 31 percent of deployment between 4:15 p.m. and 4:45 p.m.
- For February 2011:
 - Average other-initiated workload was 0.4 officers per hour during the week and on weekends.
 - This was approximately 10 percent of hourly deployment during the week and on weekends.
 - During the week, workload reached a maximum of 19 percent of deployment between 5:15 p.m. and 5:30 p.m.
 - On weekends, workload reached a maximum of 41 percent of deployment between 2:00 p.m. and 2:15 p.m.

Figure 21. Deployment and All Workload, Weekdays, August 2010

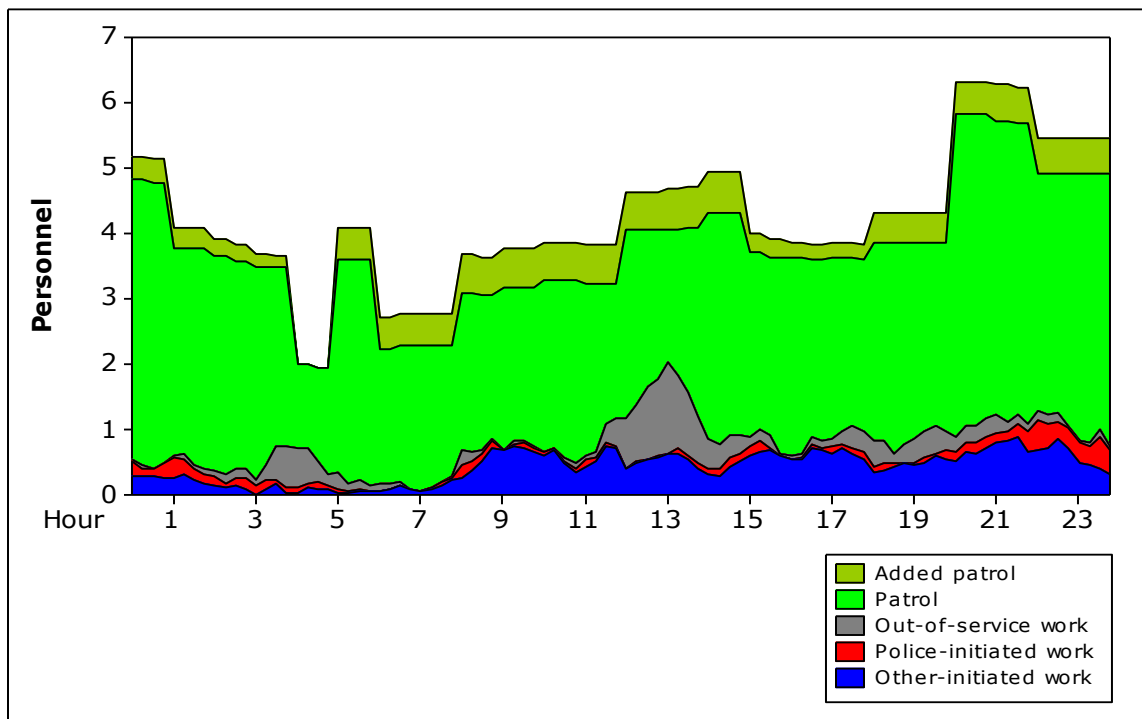


Figure 22. Deployment and All Workload, Weekends, August 2010

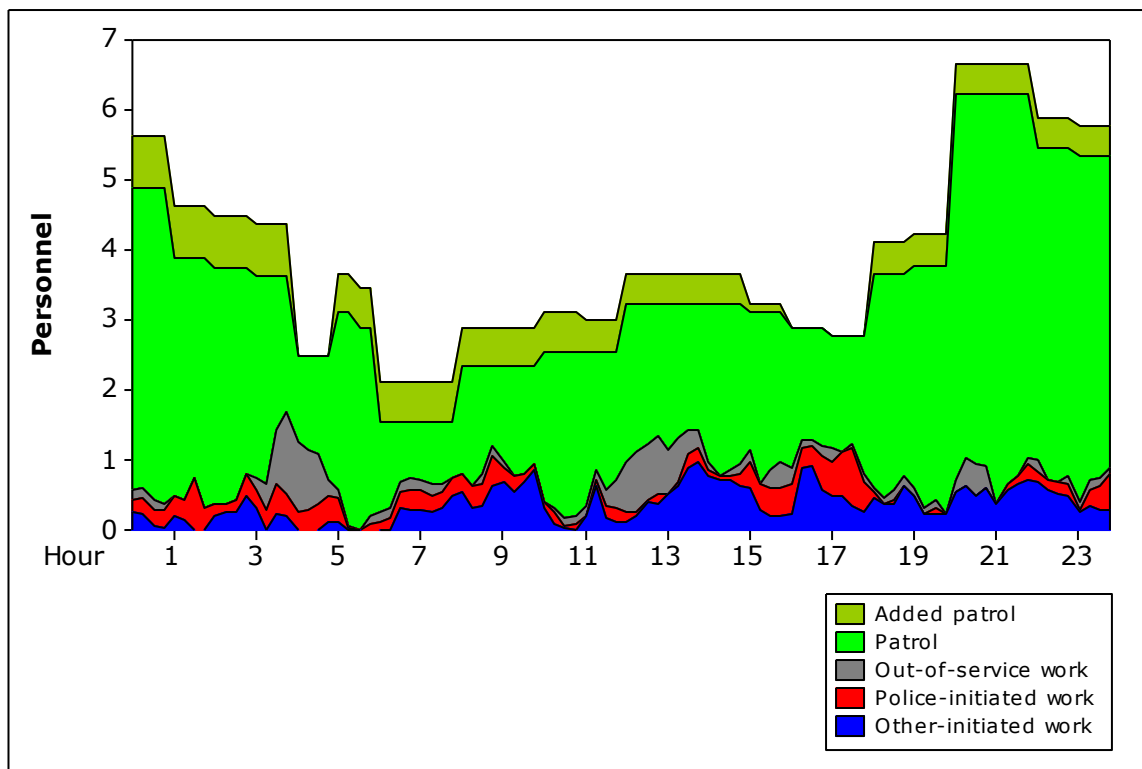


Figure 23. Deployment and All Workload, Weekdays, February 2011

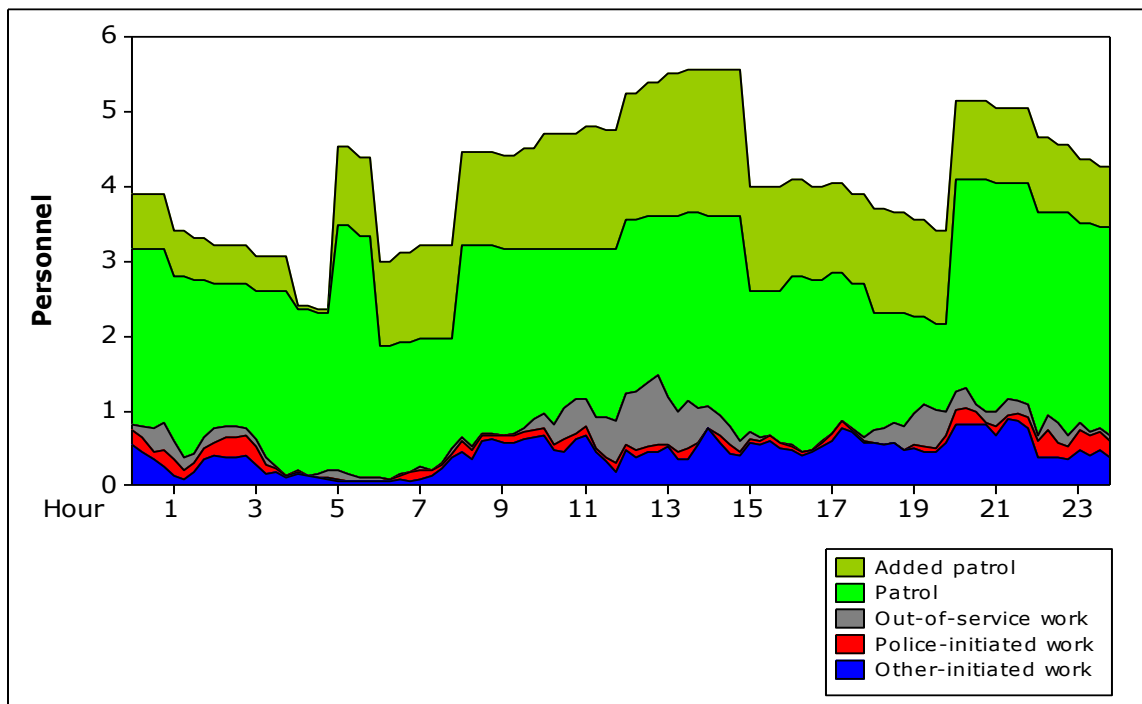
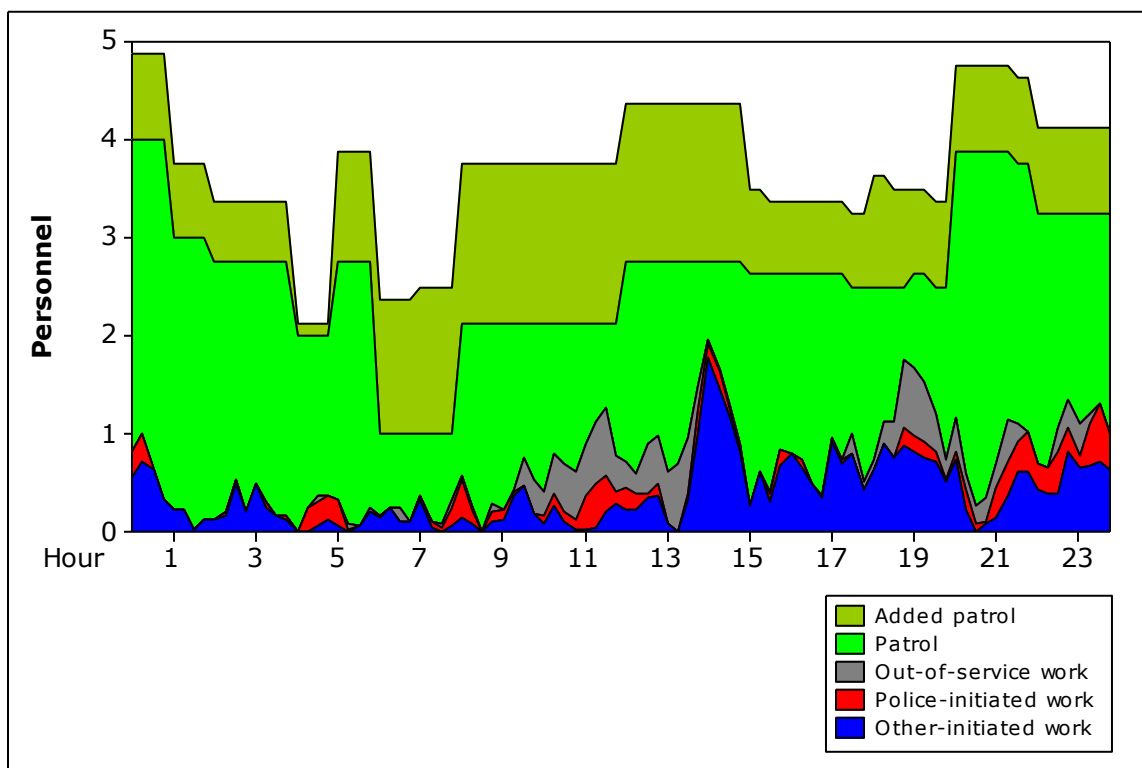


Figure 24. Deployment and All Workload, Weekends, February 2011



Methodology:

These figures include deployment along with all workload from other-initiated, police-initiated, directed patrol, and out-of-service activities. Directed patrol activities performed by patrol officers were very few in number (one in winter and none in the summer) and did not impact the overall workload.

Observations:

- For August 2010:
 - Average workload was 0.8 officers per hour during the week, and on weekends.
 - This was approximately 18 percent of hourly deployment during the week and 19 percent on weekends.
 - During the week, workload reached a maximum of 43 percent of deployment between 1:00 p.m. and 1:15 p.m.
 - On weekends, workload reached a maximum of 51 percent of deployment between 4:00 a.m. and 4:15 a.m.
- For February 2011:
 - Average workload was 0.7 officers per hour during the week, and on weekends.
 - This was approximately 17 percent of hourly deployment during the week and 18 percent on weekends.
 - During the week, workload reached a maximum of 30 percent of deployment between 7:15 p.m. and 7:30 p.m.
 - On weekends, workload reached a maximum of 50 percent of deployment between 6:45 p.m. and 7:00 p.m.

C. Response Times

We analyzed the response times to various types of calls, separating the duration into dispatch and travel times. We begin the discussion with statistics that include all calls combined. We analyzed several types of calls to determine whether response times varied by call type.

The analysis of all response times was restricted to the two four-week summer and winter periods. The analysis of response times by priority and by zone included calls for the entire year. All the response times analyses were restricted to other-initiated calls. We were also forced to exclude calls without arrival times.

Before presenting the specific figures and tables, we summarize all of the observations. We started with 949 events for summer (August 2010) and 937 events for winter (February 2011). We limited our analysis to other-initiated calls. We also encountered some calls without arrival times that we were forced to exclude from our analysis due to lack of information. This left 282 calls in summer and 330 calls in winter in our analysis.

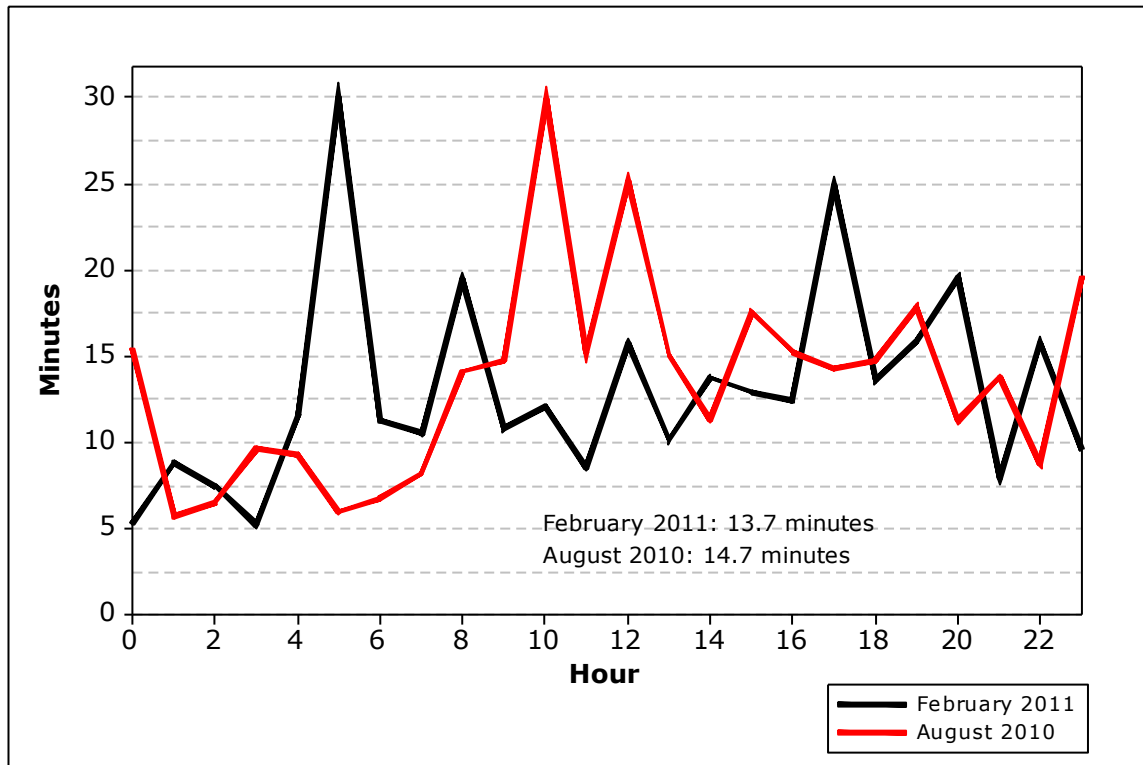
Our initial analysis does not distinguish calls based on their priority. Instead, it examines the difference in response by time of day and compares summer and winter periods. After the overall statistics, we present a brief analysis of response time for high-priority calls.

Response time is measured as the difference between when a call is received and when the first unit arrives on scene. This is separated into dispatch delay and travel time. Dispatch delay is the time from when a call is received until a unit is dispatched. Travel time is the time from when the first unit is dispatched until the first unit arrives.

1. All Calls

This section looks at all calls received; we examine the differences in response by both time of day and season (summer versus winter).

Figure 25. Average Response Time, by Hour of Day, for August 2010 and February 2011



Observations:

- Average response times varied significantly by hour of day.
- The overall average was 14.7 minutes in summer and 13.7 in the winter.
- In summer, the longest response times were between 10 a.m. and 11 a.m., with an average of about thirty minutes.
- In summer, the shortest response times were between 1 a.m. and 2 a.m. and between 5 a.m. and 6 a.m. with an average of about six minutes.
- In winter, the longest response times were between 5 a.m. and 6 a.m., with an average of thirty minutes.
- In winter, the shortest response times were between 3 a.m. and 4 a.m., with an average of five minutes.

Figure 26. Average Response Times, August 2010

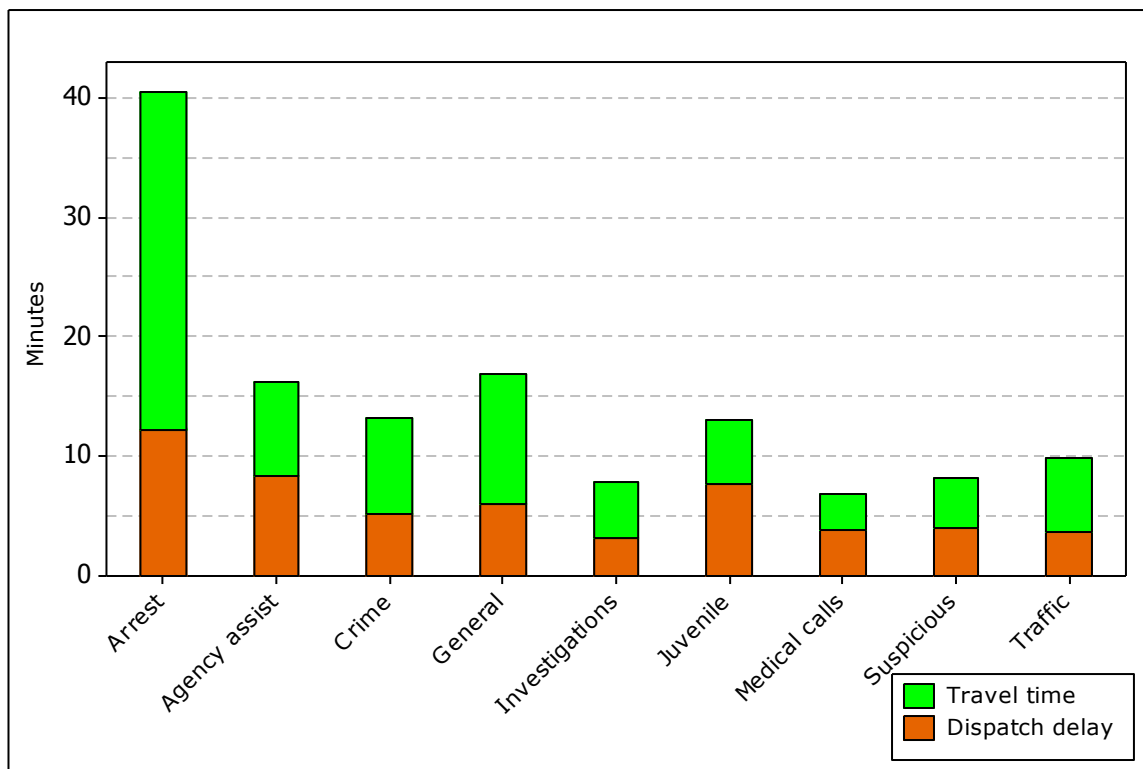


Figure 27. Average Response Times, February 2011

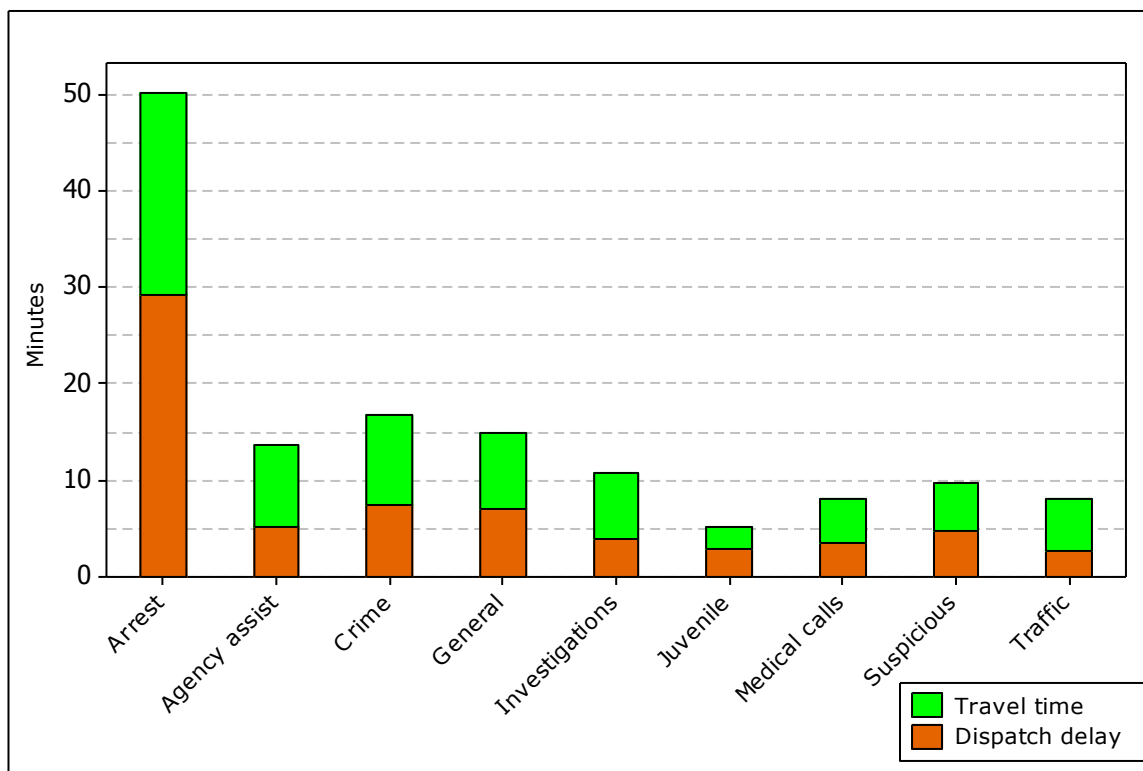


Table 17. Average Response Time Components, by Category

Category	August 2010			February 2011		
	Dispatch	Travel	Response	Dispatch	Travel	Response
Arrest	12.2	28.3	40.5	29.2	21.0	50.1
Agency assist	8.3	7.9	16.2	5.2	8.4	13.6
Crime	5.1	8.1	13.2	7.5	9.3	16.8
General	6.1	10.8	16.9	7.0	8.0	15.0
Investigations	3.2	4.7	7.9	3.9	6.9	10.8
Juvenile	7.6	5.4	13	3.0	2.2	5.2
Medical calls	3.9	2.9	6.8	3.5	4.6	8.1
Suspicious	4.0	4.3	8.2	4.7	5.1	9.8
Traffic	3.6	6.2	9.8	2.7	5.5	8.1
Total	5.6	9.2	14.7	6.2	7.4	13.7

Note: The total average is weighted according to the number of calls per category.

Observations:

- In August, ignoring categories with fewer than ten calls (juvenile calls and medical calls), average response times were between eight minutes (for investigations) and as long as forty-one minutes (for arrests).
- In February, ignoring categories with fewer than ten calls (juvenile calls), average response times were as short as eight minutes (for medical and traffic calls) and as long as fifty minutes (for arrests).
- Average response times for crimes were thirteen minutes in August and seventeen minutes in February.
- In August, average dispatch delays varied between three minutes (for investigations) and twelve minutes (for arrests).
- In February, average dispatch delays varied between three minutes (for traffic and juvenile calls) and twenty-nine minutes (for arrests).

Table 18. 90th Percentiles for Response-Time Components, by Category

Category	August 2010			February 2011		
	Dispatch	Travel	Response	Dispatch	Travel	Response
Arrest	37.5	96.5	120.8	166.4	84.0	250.4
Agency assist	37.5	25.7	46.1	18.7	19.8	38.6
Crime	11.3	19.9	26.3	14.7	22.0	33.3
General	12.7	27.2	36.1	12.9	19.1	29.8
Investigations	5.6	11.9	15.2	6.4	13.4	19.7
Juvenile	37.2	9.7	46.4	5.0	5.9	8.5
Medical calls	6.4	9.7	11.5	5.1	8.7	13.5
Suspicious	6.3	12.4	19.3	8.7	13.2	20.2
Traffic	8.1	16.3	18.2	4.6	12.8	17.4
Total	10.8	21.1	29.9	13.1	16.0	28.1

Note: A 90th percentile value of thirty minutes means that 90 percent of all calls are responded to in fewer than thirty minutes. For this reason, the columns for dispatch delay and travel time will not add to total response time.

Observations:

- In August, the 90th percentile values for response times in all categories other than arrests were between twelve minutes (for medical calls) and forty-six minutes (for juvenile calls and agency assists). The 90th percentile values for arrests was 121 minutes.
- In February, 90th percentile values for response times in all categories other than arrests were between nine minutes (for juvenile calls) and thirty-nine minutes (for agency assists). The 90th percentile values for arrests was 250 minutes.

2. High-Priority Calls

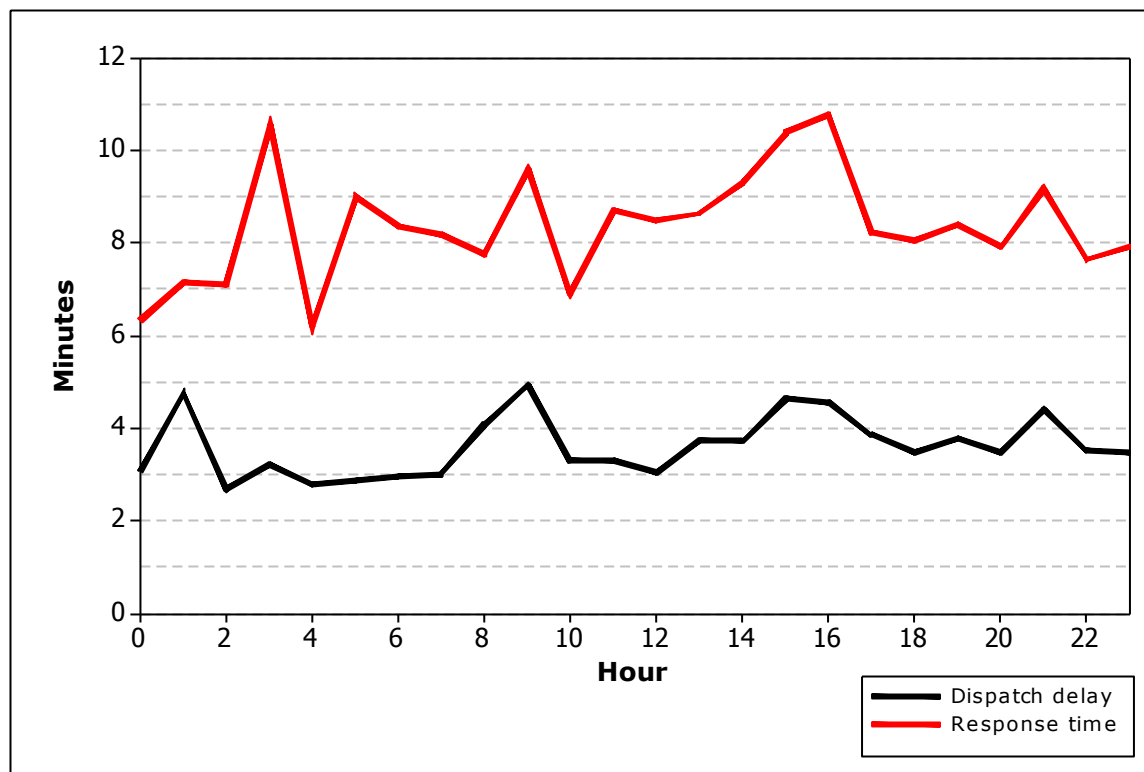
A priority code was assigned to calls by the dispatch center. There were about 6,340 calls with an assigned priority. We selected the calls assigned with a numeric priority between 1 and 4 for the purposes of this analysis, with 1 as the highest priority and 4 as the lowest priority. All calls with other priorities, including calls with assigned priorities of 'E,' 'F,' 'H,' and 'T' were classified as 'Other.' Table 19 shows average response times by priority. These averages included nonzero-on-scene, other-initiated calls throughout the year from May 2010 to April 2011. There were 3,819 other-initiated calls with valid response times and 3,443 had priorities between 1 and 4.

Table 19. Average Dispatch, Travel, and Response Times, by Priority

Priority	Dispatch	Travel	Response	Total Calls
1	3.7	4.7	8.4	807
2	4.1	6.6	10.7	974
3	8.0	10.3	18.3	1,325
4	9.9	11.4	21.3	337
Other	5.4	7.1	12.5	376
All	6.0	8.0	14.0	3,819

Note: The total average is weighted according to the number of calls within each priority level.

Figure 28. Average Response Times and Dispatch Delays for High-Priority Calls, by Hour



Observations:

- High-priority calls (priority 1) had a shorter average response time of 8.4 minutes compared with the overall yearly average of 14.0 minutes.
- Average dispatch delay was 3.7 minutes for high-priority calls and 6.0 minutes overall.
- The shortest average response time for high-priority calls (priority 1) was 6 minutes between 4 a.m. and 5 a.m.
- Longest response time for high-priority calls was approximately 11 minutes, between 4 p.m. and 5 p.m. and between 3 a.m. and 4 a.m.
- Average dispatch delay for high-priority calls was 5 minutes or less.

3. Response Time by Zone

Table 20 shows average response times by zone for zones "A" to "D." The "Other" category comprises all the calls not in zones "FPA1"- "FPD2". These averages included nonzero-on-scene, other-initiated calls throughout the year from May 2010 to April 2011. There were 3,819 other-initiated calls included for this response time calculation.

Figure 29. Average Response Times, by Zone

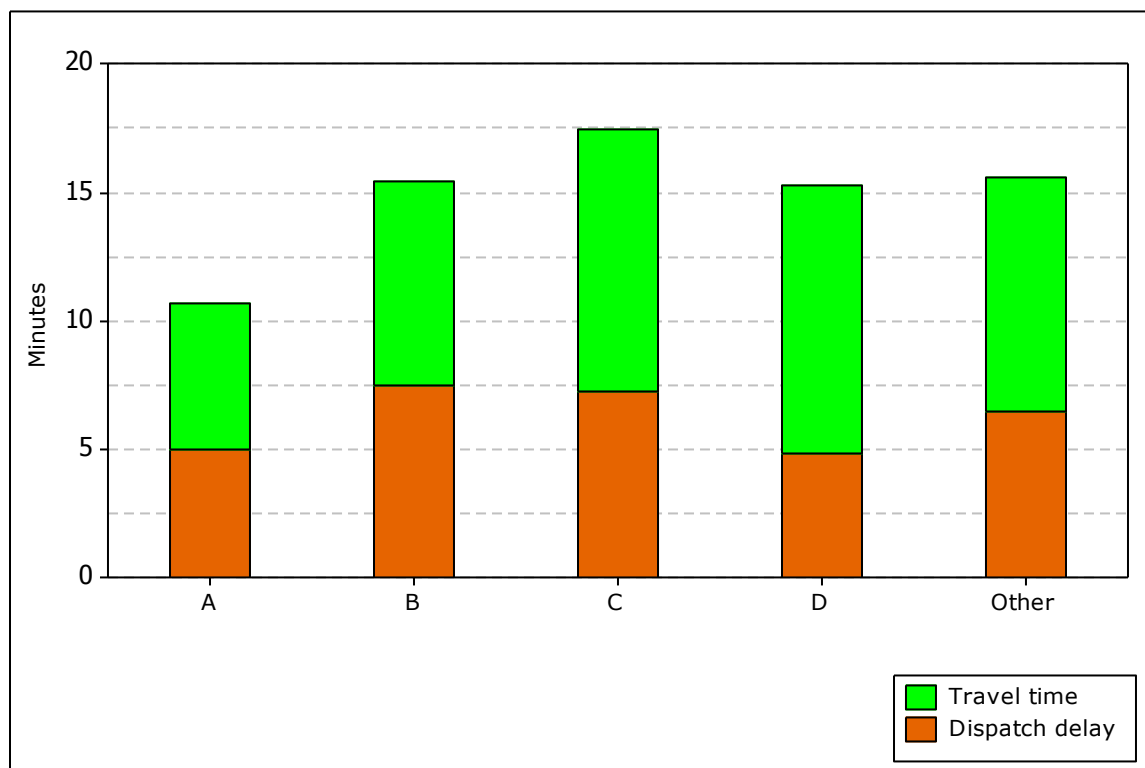


Table 20. Average Response Time Components, by Zone

Zone	Dispatch	Travel	Response
A	5.0	5.6	10.6
B	7.5	7.9	15.4
C	7.2	10.3	17.5
D	4.8	10.4	15.3
Other	6.5	9.1	15.6
All	6.0	8.0	14.0

Note: The total average is weighted according to the number of calls per category.

Table 21. 90th Percentiles for Response-Time Components, by Zone

Zone	Dispatch	Travel	Response
A	8.4	12.8	21.1
B	15.9	19.6	40.5
C	13.9	20.0	48.9
D	8.0	18.7	26.5
Other	12.3	18.6	28.8
All	10.8	16.6	27.9

Note: A 90th percentile value of twenty-eight minutes means that 90 percent of all calls are responded to in fewer than twenty-eight minutes.

Observations:

- Average response times for the year in all the zones were between 10.6 minutes (Zone A) and 17.5 minutes (Zone C).
- Average dispatch delays were between 5 minutes (Zone D) and 7.5 minutes (Zone B).
- The 90th percentile values for response times were between 21 minutes and 49 minutes.
- The 90th percentile values for dispatch delays were between eight minutes and sixteen minutes for all the zones.
- Average travel times were significantly longer for zones C and D, when compared with Zones A and B

Appendix A. Officer Pay Table.

Methodology:

The average and median pay shown in Tables 22 and 23 were calculated for the calendar year 2010 (Jan-Dec). Only officers who were in service as a sergeant or patrol officer for the entire year were included. The two officers who received five percent extra for canine duties were also included. The regular pay included the regular employment amount as well as the sick, vacation, and holiday earnings.

Table 22. Average Officer Earnings, 2010

Officer Type	Regular	Over Time	Total	Count
Patrol	48,553.3	5,913.3	54,466.7	16
Sergeant	59,069.0	5,182.0	64,251.0	2

Table 23. Median Officer Earnings, 2010

Officer Type	Regular	Over Time	Total	Count
Patrol	48,470.5	5,479.0	53,020.5	16
Sergeant	59,069.0	5,182.0	64,251.0	2