

**Operations Analysis Report
for the
Skokie Police Department
Skokie, Illinois
November 2013**

DRAFT



POLICE OPERATIONS

POLICE OPERATIONS

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

Submitted by:
ICMA Center for Public Safety Management
International City/County Management Association
777 North Capitol Street NE, Suite 500
Washington, DC 20002
PublicSafety@icma.org
202-962-3607
Copyright © 2013



Leaders at the Core of Better Communities

General Information

About ICMA

The International City/County Management Association (ICMA) is a 100-year-old nonprofit professional association of local government administrators and managers, with approximately 9,000 members located in 28 countries.

Since its inception in 1914, ICMA has been dedicated to assisting local governments in providing services to their citizens in an efficient and effective manner. Our work spans all of the activities of local government: parks, libraries, recreation, public works, economic development, code enforcement, brownfields, public safety, and a host of other critical areas.

ICMA advances the knowledge of local government best practices across a wide range of platforms, including publications, research, training, and technical assistance. Our work includes both domestic and international activities in partnership with local, state, and federal governments, as well as private foundations. For example, we are involved in a major library research project funded by the Bill & Melinda Gates Foundation and are providing community policing training in El Salvador, Mexico, and Panama with funding from the United States Agency for International Development. We have personnel in Afghanistan helping to build wastewater treatment plants and have teams working with the United States Southern Command (SOUTHCOM) in Central America on conducting assessments and developing training programs for disaster preparedness.

ICMA Center for Public Safety Management

The ICMA Center for Public Safety Management (ICMA/CPSM), one of four centers within ICMA's U.S. Programs Division, provides support to local governments in the areas of police, fire, emergency medical services (EMS), emergency management, and homeland security. In addition to providing technical assistance in these areas, we also represent local governments at the federal level and are involved in numerous projects with the U.S. Department of Justice and the U.S. Department of Homeland Security.

ICMA/CPSM is also involved in police and fire chief selection, assisting local governments in identifying these critical managers through original research, the identification of core competencies of police and fire managers, and assessment center resources.

Our local government technical assistance includes workload and deployment analysis, using operations research techniques and credentialed experts to identify workload and staffing needs and best practices. We have conducted approximately 140 such studies in 90 communities ranging in size from 8,000 population (Boone, Iowa) to 800,000 population (Indianapolis, Indiana).

Thomas Wiczorek is the Director of the Center for Public Safety Management. Leonard Matarese is the Director of Research & Project Development.

Methodology

The ICMA Center for Public Safety Management team follows a standardized approach to conducting analyses of fire, police, and other departments involved in providing services to the public. We have developed this approach by combining the experience sets of dozens of subject matter experts in the areas of police, fire, and EMS. Our collective team has several hundred years of experience leading and managing public safety agencies, and conducting research in these areas for cities in and beyond the United States.

The reports generated by the operations and data analysis team are based upon key performance indicators that have been identified in standards and safety regulations and by special interest groups such as the International Association of Fire Chiefs (IAFC), the International Association of Fire Fighters (IAFF), the International Association of Chiefs of Police, International Police Association, and the Association of Public-Safety Communication Officials International, and through ICMA's Center for Performance Measurement. These performance measures have been developed following decades of research and are applicable in all communities. For this reason, the data yield similar reporting formats, but each community's data are analyzed on an individual basis by the ICMA specialists and represent the unique information for that community.

The ICMA team begins most projects by extracting calls for service and raw data from a public safety agency's computer-aided dispatch system. The data are sorted and analyzed for comparison with nationally developed performance indicators. These performance indicators (e.g., response times, workload by time, multiple-unit dispatching) are valuable measures of agency performance regardless of departmental size. The findings are shown in tables and graphs organized in a logical format. Despite the size and complexity of the documents, a consistent approach to structuring the findings allows for simple, clean reporting. The categories for the performance indicators and the overall structure of the data and documents follow a standard format, but the data and recommendations are unique to the organization under scrutiny.

The team conducts an operational review in conjunction with the data analysis. The performance indicators serve as the basis for the operational review. The review process follows a standardized approach comparable to that of national accreditation agencies. Before the arrival of an on-site team, agencies are asked to provide the team with key operational documents (policies and procedures, asset lists, etc.). The team visits each city to interview fire agency management and supervisory personnel, rank-and-file officers, and local government staff.

The information collected during the site visits and through data analysis results in a set of observations and recommendations that highlight the strengths, weaknesses, and opportunities of—and threats to—the organizations and operations under review. To generate recommendations, the team reviews operational documents; interviews key stakeholders; observes physical facilities; and reviews relevant literature, statutes and regulations, industry standards, and other information and/or materials specifically included in a project's scope of work.

The standardized approach ensures that the ICMA Center for Public Safety Management measures and observes all of the critical components of an agency, which in turn provides substance to benchmark against localities with similar profiles. Although agencies may vary in size, priorities,

and challenges, there are basic commonalities that enable comparison. The approach also enables the team to identify best practices and innovative approaches.

In general, the standardized approach adopts the principles of the scientific method: We ask questions and request documentation upon project start-up; confirm accuracy of information received; deploy operations and data analysis teams to research each unique environment; perform data modeling; share preliminary findings with the jurisdiction; assess inconsistencies reported by client jurisdictions; follow up on areas of concern; and communicate our results in a formal written report.

ICMA/CPSM Project Contributors

Thomas J. Wieczorek, Director

Leonard A. Matarese, Director, Research & Project Development

Bernard Melekian, Senior Manager, Team Lead Law Enforcement

James E. McCabe, Senior Manager, Law Enforcement

Dov N. Chelst, Director of Quantitative Analysis

Priscila A. Monachesi, Quantitative Analyst

Dennis Kouba, Editor

Contents

General Information	ii
About ICMA	ii
ICMA <i>Center for Public Safety Management</i>	ii
Methodology	iii
ICMA/CPSM Project Contributors	iv
Contents	v
Tables	vii
Figures	viii
Executive Summary	1
Overview	1
Background	9
Village of Skokie	9
Skokie Police Department	10
Field Operations	13
Patrol Division	13
Investigations Division	16
Special Operations Division	18
Administrative Services	19
Communications	20
Professional Standards	22
Training	23
Internal Affairs	25
Records Management	29
Identification and Property	31
Crime Prevention and Community Relations	32
Miscellaneous	35
Recruitment and Background Investigations	35
Accreditation	36
Management Information Systems	36
Research, Planning & Special Projects	36
Field Services	37
Fleet Management	37

Crime Analysis	37
Workload and Staffing Analysis	39
Demand	39
Time Spent on Calls	41
Patrol Deployment.....	43
Rule of 60 – Part 1	43
Rule of 60 – Part 2	44
Meeting Demand	53
Workload and Staffing	53
Revisiting the Rule of 60.....	59
Summary	64
Appendix I: Data Analysis Report.....	65
Introduction.....	65
Workload Analysis	66
Deployment	89
Response Times	102
Emergency Calls	103
All Calls	104
Attachment I – Nature Code Classification.....	108

Tables

TABLE 1:	Internal Affairs Cases, 2010-Present	26
TABLE 2:	SPD Calls for Service by Category	40
TABLE 3:	Peak Workload Staffing	55
TABLE 4:	Staffing Deviation	57
TABLE 5:	Recommended Patrol Division Staffing	58
TABLE 6:	Projected Saturation Index at Peak Demand.....	60
TABLE 7:	Recommended Organization and Staffing of the SPD.....	62
TABLE 8:	Suggested Position Changes, Either Added or Reassigned (Excluding Patrol)	63
TABLE D1:	Events per Day, by Initiator	68
TABLE D2:	Events per Day, by Category	70
TABLE D3:	Calls per Day, by Category	71
TABLE D4:	Calls per Day, by Initiator and Months	73
TABLE D5:	Calls per Day, by Category and Months.....	74
TABLE D6:	Primary Unit's Average Occupied Times, by Category and Initiator	77
TABLE D7:	Number of Responding Units, by Initiator and Category	78
TABLE D8-A:	Number of Responding Units, by Category, Other-Initiated Calls.....	79
TABLE D8-B:	Number of Responding Units, by Category, Police-Initiated Calls.....	80
TABLE D9:	Calls per Day, by Beat and Shifts	82
TABLE D10:	Workload per Day, by Beat and Shifts	84
TABLE D11:	Calls and Work Hours per Day, by Category, Winter 2012.....	85
TABLE D12:	Calls and Work Hours per Day, by Category, Summer 2012	87
TABLE D13:	Average Dispatch, Travel, and Response Times, by Emergency.....	103
TABLE D14:	Average Response Time Components, by Category	106
TABLE D15:	90th Percentiles for Response Time Components, by Category	107

Figures

FIGURE 1:	Occupied Patrol Time by Category.....	4
FIGURE 2:	Deployment and Main Workload, Weekdays, February 2012.....	47
FIGURE 3:	Patrol Saturation Index, Weekdays, February 2012	47
FIGURE 4:	Deployment and Main Workload, Weekends, February 2012	49
FIGURE 5:	Patrol Saturation Index, Weekends, February 2012	49
FIGURE 6:	Deployment and Main Workload, Weekdays, August 2012	50
FIGURE 7:	Patrol Saturation Index, Weekdays, August 2012.....	51
FIGURE 8:	Deployment and Main Workload, Weekends, August 2012.....	52
FIGURE 9:	Patrol Saturation Index, Weekends, August 2012	52
FIGURE D1:	Percentage Events per Day, by Initiator.....	68
FIGURE D2:	Percentage Events per Day, by Category	69
FIGURE D3:	Percentage Calls per Day, by Category	71
FIGURE D4:	Calls per Day, by Initiator and Months.....	73
FIGURE D5:	Calls per Day, by Category and Months	74
FIGURE D6:	Average Occupied Times, by Category and Initiator.....	76
FIGURE D7:	Number of Responding Units, by Initiator and Category.....	78
FIGURE D8:	Number of Responding Units, by Category, Other-Initiated Calls	79
FIGURE D9:	Calls per Day, by Beat and Shifts	81
FIGURE D10:	Workload per Day, by Beat and Shifts	83
FIGURE D11:	Percentage Calls and Work Hours, by Category, Winter 2012	85
FIGURE D12:	Percentage Calls and Work Hours, by Category, Summer 2012	87
FIGURE D13:	Deployed Officers, Weekdays, Winter 2012.....	90
FIGURE D14:	Deployed Officers, Weekends, Winter 2012.....	90
FIGURE D15:	Deployed Officers, Weekdays, Summer 2012.....	91
FIGURE D16:	Deployed Officers, Weekends, Summer 2012	91
FIGURE D17:	Deployment and Other-Initiated Workload, Weekdays, Winter 2012	93
FIGURE D18:	Deployment and Other-Initiated Workload, Weekends, Winter 2012.....	93
FIGURE D19:	Deployment and Other-Initiated Workload, Weekdays, Summer 2012.....	94
FIGURE D20:	Deployment and Other-Initiated Workload, Weekends, Summer 2012	94
FIGURE D21:	Deployment and Main Workload, Weekdays, Winter 2012.....	96
FIGURE D22:	Deployment and Main Workload, Weekends, Winter 2012.....	96
FIGURE D23:	Deployment and Main Workload, Weekdays, Summer 2012.....	97
FIGURE D24:	Deployment and Main Workload, Weekends, Summer 2012	97
FIGURE D25:	Deployment and All Workload, Weekdays, Winter 2012	99
FIGURE D26:	Deployment and All Workload, Weekends, Winter 2012.....	99
FIGURE D27:	Deployment and All Workload, Weekdays, Summer 2012.....	100

FIGURE D28: Deployment and All Workload, Weekends, Summer 2012	100
FIGURE D29: Average Response Time, by Hour of Day, Winter 2012 and Summer 2012	104
FIGURE D30: Average Response Time by Category, Winter 2012.....	105
FIGURE D31: Average Response Time by Category, Summer 2012	105

Executive Summary

Overview

The Skokie, Ill., village manager requested this report on the Skokie Police Department as a result of community concerns over perceptions of rising crime rates and lack of sufficient police resources. Additionally, as the local economy continues to recover, there has been growing desire to restore those law enforcement positions lost during the economic downturn. ICMA was asked to provide an analytical overview to help provide direction for decisions concerning police staffing.

ICMA team members visited the village of Skokie from September 10-13, 2013.

Interviews were conducted with village leadership as well as the command staff of the police department. Focus groups were held with all operational units within the department. Team members conducted a ride-along with patrol officers on the evening shift and visited the jail to view custodial operations.

Media monitoring was implemented for one month prior to the site visit and the team performed archival research on past media coverage of police and crime incidents. We did not conduct focus groups with community members, partly because there were no indications that there were any connection/legitimacy issues between the police department and the community.

The village of Skokie is undergoing a transition, both demographically and with respect to police operations. This change has produced a sense that crime is on the rise and that the nature of that crime is more typically associated with urban policing (i.e., Chicago). The data suggest that Skokie's crime rate is well below the national average. However, the crime numbers are up when compared to the years prior to 2006.¹ There have been several high-profile incidents (for example, a gang-related shooting in the downtown area at 5:00 p.m.) that undoubtedly have fed the perception of an increase in violent crime.

The Skokie Police Department has historically been focused on providing a high level of customer service. ICMA team members were struck by the high level of commitment and caring expressed by the members of SPD. It is clear that there is a certain level of frustration at not being able to deliver the best possible service in the departmental tradition.

The loss of some police capacity due to the downturn in the economy, combined with the increasingly complex nature of crimes in Skokie, has strained the existing resources of the department. This has resulted in a tension between the department's two missions (customer service vs. crime prevention/response). One focus of this review was to find a means of bridging the two perspectives.

¹ <http://www.city-data.com/crime/crime-Skokie-Illinois.html>

The village of Skokie conducted a community survey in 2012. This was done through the offices of the National Research Center and ICMA. The survey indicated a high level of satisfaction with the village, especially compared with cities of comparable size across the country. The only exception occurred in the areas of personal and community safety.

Survey results revealed a significant level of concern about personal safety, particularly after dark. Question #4 (Opportunities) asked to identify specific problem areas. One category that stood out with an overall rating of 24 percent was “Unsupervised Youth.” This may be directly related to the concerns about personal safety.

One of the ways the department has coped with the loss of capacity and increased service demands has been to assign multiple duties to personnel. Throughout the organization both sworn and civilian employees have been tasked with numerous collateral duties, some only tangentially related to their primary function. The result, as one senior leader put it, is that “Skokie PD handles ten things moderately well as opposed to three things excellently, which is how we’ve always done things.”

The department recently moved into a new building that is quite impressive both in its design and use of an old industrial space. However, improvements in technology and modern layout have resulted in unintended consequences to the staff. For example, it is no longer possible for communications operators to monitor the prisoners in the jail facility as the operators are no longer posted adjacent to the jail. As a result, patrol officers are now pulled from the field when a prisoner is in custody.

There remains a focus on deploying a set number of officers on the street without a clear focus of what they are to accomplish other than to answer radio calls. There does not appear to be an attempt to employ focused patrol techniques (i.e., hot-spots, CompStat) in an effort to prevent criminal activity while maximizing police visibility. There are a number of positions throughout the organization that are filled currently by sworn personnel, either on a permanent or collateral basis, and which could be filled by civilian personnel. Civilian positions could be added at far less cost than sworn officers. Officers then could be redeployed to the field. For example, property/evidence coordination and fleet maintenance are two functions that could easily be “civilianized.”

A review of the patrol workload data suggests that the level of officers assigned to patrol is very nearly sufficient. However, the use of collateral assignments may dilute the actual number of officers free for call response or general patrol. The revision of the call coding process is discussed later in this report, but the call coding policies and process being used should be reviewed to ensure that the department’s deployment decisions are based on the best possible information.

Within patrol, the use of patrol evidence technicians (ETs) should be reviewed. The ETs are counted in the patrol minimum, but are often out of service while performing their specialized functions. While their time was not specifically counted in this study, the department should perform an analysis to see if the perception as to their unavailability is accurate.

Several focus groups reported on the practice of counting officers deployed on traffic enforcement grants being counted as being part of the patrol minimum. More troubling were reports that

occasionally these officers were diverted away from traffic duties arising from federal traffic grant mandates to handle radio calls, often for extended periods of time. This assertion should be reviewed and, if true, steps should be taken to ensure that the practice stops.

The investigative function is also functioning at less than maximum efficiency. This occurs in large measure because of a focus on always ensuring that the established minimums for patrol officers are being met. Thus, detectives and special operations personnel are ordered to patrol duty, often on relatively short notice. Although the practice of using detectives to backfill patrol has been curtailed in recent months, members of the Traffic & Tactical Missions Teams are still utilized for patrol. It should be noted that these teams were reactivated only recently after a lengthy period of having been assigned to patrol in order to meet workload demands.

One of the law enforcement profession's evolving best practices is the development of a process that some have called Parallel Justice.² This involves focusing on working with the victims of crime rather than solely the suspects. Besides facilitating any court trial, the process serves to restore a sense of well-being to the victim and enhances faith in the legitimacy of the police agency. This process would fit very naturally into the SPD's traditional focus on community well-being and customer service.

One particular area of concern is the use of patrol officers to monitor prisoners being held in the jail facility. Under Illinois law, prisoners who are in custody of municipal jails must be monitored at 30 minute intervals.³ The law permits the monitoring of prisoners by communications personnel, which was the practice in the old building. However, the layout of the new building doesn't permit this practice. As a result, patrol personnel are pulled from the field any time a prisoner is in custody. Given the number of prisoners per year, it is worth considering the addition of a station officer (CSO) who could handle a number of administrative station duties as well as monitor prisoners in the jail.

The assignment of collateral duties has had a significant impact on the ability of field sergeants to spend time in the field. The patrol sergeants with whom we spoke cited a significant number of collateral administrative duties they had, only some of which were those which might normally be assigned to patrol sergeants. The inability of sergeants to successfully meet all the collateral demands being placed on them has unintended secondary impacts, such as officers not being able to fulfill range qualifications because the sergeant responsible is unavailable. The department should consider creating an administrative sergeant's position to handle most of the department's internal office functions.

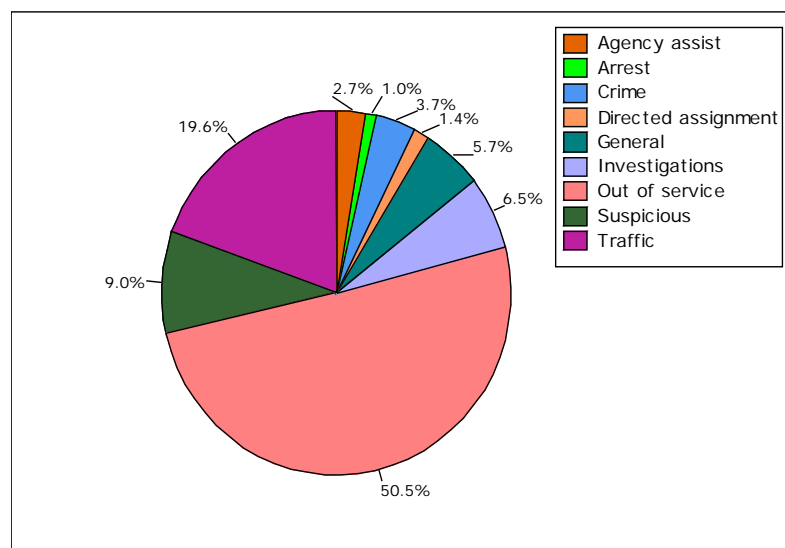
Another area deserving of further review is that of call coding. Several employees we spoke with described the process of holding reports. That is, after they had responded to the scene of an incident and gathered the information, they would put themselves back in service. They would plan on writing the report either later in the shift or the next day. Either way, the practice is to advise dispatch that they are out of service rather than linking the report writing activity to a specific case. This results in an under-representation of how much time is being spent on a particular case and an

² Herman, Susan. *Parallel Justice for Victims of Crime*, National Center for Victims of Crime, Washington DC, 2010.

³ *Illinois Statute: Title 20, Chapter 1, subchapter g, Section 720.60.*

over-representation of time spent “out of service” (50.5 percent). Figure 1 shows the overall occupied time by category for patrol for the year studied.

FIGURE 1: Occupied Patrol Time by Category



The development of a strong crime analysis function would be of immense value to the department. For all the expressed concern about rising crime and the perception that more violent, “big-city” crime has arrived in Skokie, there is no capacity to meaningfully analyze the data and make deployment decisions based on actual activity. The addition of a full-time crime analyst would be of significant value.

There are several potential high-risk areas where the use of collateral duties has the potential to expose the department to potential liability. These areas include the current processes for handling background investigations, internal affairs investigations, and property/evidence management. Each of these critical functions requires a high degree of attention and expertise. The current practices may be serving the department well in the short-run, but each offers a high degree of exposure for even one significant error. Each of these areas is discussed in greater detail in the report.

Labor relations appear to be generally sound. The number of grievances submitted during the previous four years is quite low. The leadership of both the department and the union acknowledged that they are generally able to meet and resolve issues before they rise to the level of a formal grievance. Continued strong collaboration on the part of both police management and union leadership should be encouraged.

There is some deeply ingrained inefficiency which should be addressed in the years ahead. The department has placed great emphasis on the use of collateral duties to make up for lack of personnel. In other words, defining the lack of personnel has been based primarily on having enough officers to meet the minimum manning requirements of the Patrol Division. However, the manner in which those numbers are arrived at is unclear.

The role and duties of each work group within the department should be reviewed and clearly articulated. The numbers required for minimum staffing on each patrol shift should also be reviewed. Given the ICMA data analysis, based on data provided from the department, it does not appear that the department is short-staffed on patrol. However, the use of collateral duty assignments and the inaccurate coding related to officer work time is reducing patrol efficiency significantly.

The department should strongly consider making greater use of civilian employees. Should it move in this direction, it should do so in a manner that creates a true career ladder, both vertically and horizontally, for those employees. Moving in this direction would increase the number of officers available to work with the community without the need to recruit and train additional officers.

The Skokie Police Department is a well-run operation with great integrity. It is apparent that employees care deeply for the village and the department. However, the department is at a critical junction where it needs to define how it wants to function in the years ahead. It is not necessary to make a choice between customer service and crime prevention. It is necessary, however, to make sure current resources are being utilized to maximum efficiency and that required resources for the future will be available.

The department should strongly consider undertaking a strategic planning process to project the challenges and goals for the next five years. Such a process, involving all stakeholders, including the community, could prove to be invaluable. Several people we talked with recalled that there had been such a plan at one time, but did not believe that it had been utilized.

Recommendations

1. Develop a five-year strategic plan for the department
2. Map the radio “dead zones” in the police building and develop a plan to eliminate them as soon as possible.
3. Evaluate the evidence technician positions with a focus on either civilianizing them or deploying officers assigned as technicians in a more efficient manner.
4. Conduct an audit of sexual assault cases to ensure they are being handled in a timely manner.
5. Clearly define the mission and duties of both the Traffic Unit and the Tactical Missions Team.
6. Conduct a departmentwide review of collateral duties and look to collapse them into appropriate, specific work assignments. Civilianization, or the diffusion of administrative collateral duties from sworn personnel to nonsworn personnel, should be explored.
7. Restore funding for the four vacated CSO positions and utilize these positions to handle reports and ancillary field duties.
8. Create an Administrative Station Sergeant’s position to handle internal administrative issues. Specifically focus on removing as many collateral administrative duties from patrol sergeants as possible. Also, create an Administration Station Officer position (a sworn position) and dedicate one civilian position to assist with administrative duties.
9. Study the feasibility of utilizing a direct inward dialing system to relieve the Communications Division of the tasks of handling call routing and retaining messages for department personnel.
10. Review the call coding system to make it more informative with respect to mapping officer activity.
11. Centralize professional standards functions under one commander and add or provide personnel resources to adequately support the office. The office of professional standards would encompass training, internal affairs, discipline, recruitment, and background investigations.
12. Make greater use of roll-call training to provide 10 to 15 minute blocks of time for regular communication and training.
13. Establish a training unit and staff it with one sergeant, one officer, and one civilian administrative assistant.
14. The department should create a position of internal affairs sergeant. This sergeant would be responsible for the overall management and administration of:
 - The Safety Board
 - PEWS
 - Misconduct complaints

- Training on internal affairs policies and procedures
 - Sick leave management
 - Discipline
 - Bias-free policing.
15. In addition to normal reporting requirements, a separate monthly internal affairs report should be developed for the chief.
 16. The internal affairs sergeant should develop a system for routinely engaging in random audits and inspections of units, equipment, department records, etc., including random inspection of audio and video recordings from officers on patrol. For example, there could be random selection of ten accident reports and ten evidence receipts to review them for accuracy and completeness and to ensure that proper procedures were followed. The office of professional services/internal affairs should also perform periodic reviews of K9, traffic, and other individual units.
 17. Civilian complainants should be notified in writing of case dispositions.
 18. Disseminate findings and penalties associated with disciplinary cases both inside the department and in the annual report.
 19. The policy and procedure governing “response to resistance” incidents should be altered so that a supervisor leads and conducts the preliminary investigation, that complex cases be forwarded to internal affairs for follow-up investigations, and that results be presented to the Safety Board for review.
 20. Fill as soon as possible the vacant supervisor position in the Records Unit.
 21. Conduct a thorough task analysis of Records Unit operations to eliminate unnecessary tasks.
 22. Conduct a quality control review of both data entry and prepared reports.
 23. Maintain the administrative posture of the Identification and Property Unit as currently deployed and explore the opportunity of integrating the evidence collection and management function.
 24. Staff the Identification and Property Unit with nonsworn personnel and provide appropriate training in criminalistics and information technology.
 25. Conduct a comprehensive inventory of the property room.
 26. Reassign “non-property” related functions to other administrative personnel in the SPD.
 27. The SPD should create a committee, made up of department and community members, to develop a formalized social media policy.
 28. Add a sergeant to the crime prevention and community relations unit to supervise and coordinate unit functions.
 29. Shift to the office of professional services, once it is constituted, responsibility for background investigations.

30. Add a full-time MIS position to the current personnel allotment to the SPD to better support computer and systems operations in the department.
31. Fill the Field Services Coordinator position with a civilian employee; reassign the sworn officer in the position to other law enforcement functions.
32. Assign a civilian member of the department to the position of Fleet Coordinator and reassign the sworn officer in the position to other law enforcement functions.
33. Assign a sworn member of the department as the crime analysis and intelligence officer.
34. The command staff should create a committee to review the department's response protocols for nonemergency calls and should consider and implement alternatives for handling certain types of calls, including such methods as greater use of CSOs, telephone reporting, and Web reporting.
35. Staff the patrol division with 78 sworn personnel, and staff the Watches as recommended in this report in order to better match service demands with available personnel.
36. Continue with the assignment of four officers to traffic.
37. Track elapsed time on calls for service and the number of officers assigned to calls with a goal of reducing both to the greatest extent possible. Perform a detailed analysis of the variables associated with CFS completion time, with an eye toward streamlining officer duties and responsibilities at these incidents.
38. Total agency strength should be approximately 202 total personnel (includes the 37 authorized crossing guards) including 122 sworn personnel.

Background

Village of Skokie

The village of Skokie, Illinois, located 16 miles northwest of downtown Chicago and 12 miles east of O'Hare International Airport, provides services for 65,000 residents, 24,000 households, and 2,400 businesses. Skokie covers 10.1 square miles of land and is bordered by the villages of Glenview and Wilmette on the north, the village of Lincolnwood and the village of Chicago (West Rogers Park and Edgebrook neighborhoods) on the south, the villages of Morton Grove and Niles on the west, and the village of Evanston on the east.

Skokie's municipal services include accredited police, fire, and public works departments. These services, together with the nationally acclaimed Skokie Park District, superb Skokie Public Library, preeminent North Shore Center for the Performing Arts, Skokie North Shore Sculpture Park, and outstanding school districts, make Skokie an excellent place to live. The village is also a recipient of a Governor's Hometown Award and has received "All American Village" finalist distinction from the National Civic League.

Skokie is a founding member of the Chicago's North Shore Convention & Visitors Bureau, which encourages visitors to contribute to the local economy. Each of these successful programs enhances the village of Skokie's commercial tax base while adding new dimensions to its already abundant cultural offerings. Skokie is also home to the Illinois Holocaust Museum and Educational Center, which opened in 2009.

Census data from 2010 indicate that Skokie's demographic make-up is 60.3 percent white, 7.3 percent African-American, and 25.5 percent Asian. The Asian population is highly diverse. This makes the delivery of police services particularly challenging. The housing vacancy rate stands at 6.1 percent.

The village's revenue stream is dependent on the property tax, sales tax, and property transfer tax. There are 500 total village employees. During the worst of the recent recession, the village did not have to lay off anyone, but it did freeze 18.5 positions. Six of these came from the police department.

The village is self-insured. The village manager is pleased with the low number of liability claims arising from police misconduct. However, workers' compensation claims are perceived as being high and a significant number of those claims come from the same small group of individuals. The village of Skokie maintains its own pension system. It is currently 70 percent funded and the goal of village management is to achieve a funding level of 90 percent over the next few years. Officers currently contribute nearly 10 percent of their salary towards the pension system. In addition, each officer pays 12 percent of the employee health insurance premium.

Over the last few years, concerns have been raised that the crime rate was rising and that there weren't enough police officers to deal with the issue. A citizens' group, The Voice, was very active in the last election. They were not critical of the department, but rather of the village leadership. The group asserted that the department was understaffed and that the village was not responding

appropriately to the issue of crime. The candidates supported by The Voice lost decisively and the group has been relatively quiet since the election.

There is a perception that the demographics of the village are changing and that a large number of section 8 vouchers have been given out to people with criminal tendencies (i.e., gang members). Village data do not support that contention. The village manager's office reports that there are currently 429 Section 8 voucher holders in Skokie. This is down 6 percent from 457 in 2006. Of current voucher holders, 45.5 percent are seniors. Some of the people interviewed for this report felt that the term "Section 8 housing" was a code for racial bias. Within the police department, there was an almost universal perception that Chicago gang members are moving into Skokie and contributing to an increase in the number of violent incidents.

Skokie has an unusual manner of managing public education, in that there are a large number of independent school districts. These districts reflect part of the changes currently underway in the village. For example, there are more than 50 languages spoken in the school systems. The number of children on free or reduced lunches has risen from 21 percent to 34 percent over the last seven years as evidenced from a review of data from selected sample schools.⁴

Skokie Police Department

The Skokie Police Department is staffed by 108 sworn officers and 34 civilians. The department is divided into two primary subdivisions—Field Operations and Administrative Services—as well as the Chief's Office. The department is a full-service department with a service-oriented philosophy. During the recession of the last several years, the department did not have to resort to layoffs. It did, however, freeze six positions.

The affected positions included one sergeant, three police officers, one field services coordinator, and a half-time records clerk. After some retirements, some of the positions were filled and paid for by not making promotions to fill senior vacancies created by the retirements. By freezing a commander's position and an additional sergeant, two officers were added. The field services coordinator and half-time records clerk positions remain frozen.

In addition to the loss of positions, the overtime budget was reduced significantly. The management of overtime is a significant issue; budgeted overtime is currently 78 percent expended through 42 percent of the fiscal year (the fiscal year ends on April 30). This fact, combined with the department's commitment to the maintenance of patrol staffing, has greatly impacted the department's operations. The result has been an increase in the use of collateral duty assignments as well as transferring personnel from their normal assignments to fill patrol positions.

The department's annual budget is approximately \$14.5 million. Its requested budget for 2013/2014 represents a 2.4 percent increase over the previous budget. The department's equipment and technological investment is quite impressive. Village leadership articulated a

⁴ School lunch data provided by the Village Manager's Office.

philosophy of providing the best equipment possible within the existing budget constraints. There was near universal acknowledgement of this among department personnel.

The department has long prided itself on providing a full range of services for its residents. This philosophy, along a historically low crime rate, has permitted the department the luxury of assigning officers to such details as the collection of funds from the commuter train parking lot or delivering mail to/from the Village Hall twice daily. Between the impacts of the economic constriction and the rise in the number of violent crimes, the department will need to evaluate more thoroughly how it wishes to assign its officers.

The Skokie police building is a new facility. It is very open and light. It seems to provide a good working environment. Everyone we spoke with was very positive about the building. It appears that the department did an excellent job of involving large numbers of employees in the design phase. With the opening of the new facility, there have been some unintended staffing impacts; these will be addressed in more detail later in this report. (For example, communications operators are required to monitor access cameras and to provide entry control).

Training has been reduced significantly to accommodate the new fiscal realities. The cuts have occurred both in the form of direct fiscal cuts as well as the impacts attributable to the assignment of collateral duties. For example, officers described not being able to qualify with their weapons due to the lack of availability of the sergeant assigned to serve as the range master.

Labor relations appear to be generally sound. The number of grievances submitted during the previous four years is quite low. The leadership of both the department and the union acknowledged that they are generally able to meet and resolve issues before they rise to the level of a formal grievance. The union is concerned with equity adjustment. Their perspective is that they would like to be midrange with the seventeen municipalities that the village uses for comparables.

The department might want to consider making greater use of volunteers. In the focus groups with department leadership, there seemed to be some concern over the amount of supervisory time that would be required to make such a system effective. However, a number of agencies across the nation have achieved a significant level of workload mitigation through the use of volunteers. In many cases, they have also raised their level of productivity in specific areas.

There is also an apparent need for leadership development and training, both at the line and executive levels. There are a number of personnel who are relatively new to their positions. It would be very beneficial and cost-effective in the long run for them to attend training to help accommodate them to their new duties.

The department appears to make good use of technology. The village has moved the IT function out of the department and has centralized the village IT functions. This was done to achieve a cost savings, although there are mixed reviews within the SPD due to the department's belief that its IT requirements are unique. For example, reporting requirements have become far more complicated than they were in the past (e.g., a traffic stop now requires the capture of 21 data points). The department uses electronic ticketing, but field contact cards are not captured electronically, because the system can't feed the county, which maintains a database of field contact cards.

During our station visit, we observed that there are a number of dead zones for police radios within the building. One of the more glaring points was in the jail facility. This is an issue that should be addressed as quickly as possible.

Recommendation:

- Map the radio “dead zones” in the police building and develop a plan to eliminate them as soon as possible.

Field Operations

Field Operations is the operational arm of the department. It is commanded by a Deputy Chief and consists of three divisions; Patrol, Investigations, and Special Operations. Per the September Personnel Order, 109 of 111 authorized positions are funded. Skokie has authorized 320 light-duty days over the past three years.

This division requires additional personnel resources. At the same time, the enforcement capacity of Field Operations could be enhanced considerably by adding some civilian employees and by creating a unit solely focused on dealing with administrative duties. The combination of these changes will permit the SPD to build upon the outstanding work it already does. The following discussion describes the functions of the Field Operations and provides recommendations for staffing and best practices where necessary.

Patrol Division

Skokie's patrol force is a dedicated and professional group of officers. During our focus groups, officers and supervisors expressed a high level of commitment to both the village and the police department. They spoke of being stretched very thin by an increase in police-related activity. A common theme was that the number of incidents isn't increasing, but the complexity of cases and calls are.

Historically, the patrol force has provided a high level of customer-service focused activity. For example, until very recently, patrol officers deployed twice per day to assist Village Hall employees in crossing the street at a marked crosswalk. This practice was instituted a number of years ago after a village employee was struck crossing the street. This practice was discontinued when a traffic signal was installed. Patrol officers still handle such details as mail pick-up and delivery, providing security for bank deposits, and picking up money from the commuter rail station.

It was asserted that one of the impacts of the economic downturn was the loss of a number of Community Service Officers. At one time, these employees handled a number of routine calls such as non-injury traffic accidents. However, the number of these employees has gone from ten to four. It is unclear from the focus groups as to when these positions were lost. Nearly every group mentioned losing the positions, but department management indicates that the positions were actually eliminated a number of years ago. In any event, it is clear that the loss of these positions has had a significant impact on the perceived workload. The four remaining CSOs have been assigned a number of collateral duties, which prevents them from maximizing their effectiveness in the field. Re-funding four lost positions and utilizing them to handle crime reports not requiring follow-up and other ancillary field duties could significantly reduce the call-handling burden being experienced by patrol officers. The use of CSOs in this fashion is in keeping with law enforcement best practices.

The village of Evanston, which borders Skokie, has some problematic housing projects. There is a strong perception held by officers and supervisors that this has contributed to some of the high-

profile incidents in Skokie. A review of crime data suggests that the crime rate in Evanston is only slightly higher than that of Skokie.⁵

There is a perception that burglaries, thefts from autos, and hot prowls have increased over the past few years. There was concern expressed by all levels of the organization that while the need for crime fighting/crime prevention has increased, the training and deployment schedules may not reflect the current situation. Programs continue to be added, but personnel are not (e.g., the SAFE program).

The department has established manning minimums for each of the three primary patrol Watches. The minimum for Watch 2 (day watch) is eleven officers and three supervisors, for Watch 3 (night watch) twelve officers and three supervisors, and for Watch 1 (morning watch) seven officers and three supervisors. The three supervisors include the Commander and two Sergeants. It is not uncommon for at least one of the three supervisors to be gone, so the actual minimum number is two.

While patrol has minimum staffing levels, no one can describe from where the numbers originated. Officers are often pulled from their normal assignments to meet the minimum number, not to deal with a specific crime problem. While there is a constant emphasis on putting bodies out on the street, the focus seems to be on handling radio calls and not part of a larger crime fighting/crime prevention strategy. Officers' perception is that they simply move from one call to the next.

One of the current trends within the law enforcement profession is the deployment of patrol officers based on activity rather than geography. The use of the CompStat process analyzes activity based on time of day, day of week, etc., and assigns officers accordingly. This has a demonstrated effect of reductions in both reported incidents and response times. The department might consider experimenting with this model.

The ICMA data analysis suggests that there is a significant amount of unassigned time available to patrol officers. Of the total calls for service in the year studied, 59 percent are traffic stops and stops of suspicious persons. These are officer-initiated calls. The analysis also reveals that 50.5 percent of the total occupied time is for officers being out of service. As will be discussed later, we believe this reflects a need to thoroughly examine the call coding process.

There are a number of policy requirements that impact patrol staffing. There was recently a directive issued that stated that any time a call had been held for 25 minutes, a supervisor was to be notified. The purpose of the policy is to ensure that the call is either handled or the supervisor is to authorize it to continue being held. However, what has happened is that most supervisors insist that the call be handled, regardless of what else may be occurring.

It seems apparent that a number of administrative duties are being assigned to the patrol sergeants. All of the duties are important (e.g., managing the FTO program), but the net result is a loss of significant field time for the sergeants. Commanders also have collateral duties. For example, background investigations for all police department employees are handled by the Commanders. In

⁵ <http://www.city-data.com/crime/crime-Skokie-Illinois.html>

addition, they also perform the background checks for some village supervisory and management positions.

The sergeants were asked to make a listing of those duties that they perform routinely. A compilation of those duties revealed 50 various assignments, of which 29 could be considered routine patrol duties, 9 special duties, and 12 special projects. In addition to the items listed, we were advised that sergeants handle hit and run accident investigations, vehicle impound reviews, and a number of tasks that were formerly handled at a higher level.

The sergeants we spoke with estimated the percentage of time they were able to spend in the field as being between 25 percent and- 35 percent. The exceptions were the sergeants assigned to Watch 1. It would appear that the number and variety of assignments would justify the addition of an Administrative Sergeant in order to enable patrol sergeants to spend more time in the field.

The focus on a customer-service orientation has resulted in a generalist approach to the provision of services. However, some unintended consequences arising from the new building, legally mandated requirements, and an increasing level of public expectations will require some revision to the traditional Skokie approach. As practiced currently, there are several significant duties (in addition to the minor ones previously mentioned such as the mail run) that negatively impact the ability of patrol officers to be available for major incidents.

One of the most significant examples is the need to provide monitoring of prisoners who are in the custody of the SPD. Illinois state law requires that a prisoner in custody be examined visually every 30 minutes. In the old police building, this requirement was fulfilled by communications operators, whose workspace was adjacent to the jail. In the new building, this is no longer the case. Thus, when a prisoner is booked into the jail, a patrol officer is removed from the street and assigned to custodial duties. As a general rule, this removes the officer from the street for the remainder of the shift. In addition to the staffing impact, it seems highly likely that the officers assigned to this duty may not meet the minimum standards for operating as a custodial officer.

Another area for additional review concerns the evidence technicians. Currently, these positions are filled by sworn officers who are highly trained officers. However, in the current configuration, they are assigned to patrol districts and thus count toward the daily patrol minimums. However, the calls that are dispatched to them come from all over the village. If a case is complicated, it is not uncommon for them to be out of service for an entire shift.

Recommendation:

- Evaluate the evidence technician positions with a focus on either civilianizing them or deploying the officers assigned as technicians in a more efficient manner.
- Restore funding for four vacated CSO positions and utilize these positions to handle reports and ancillary field duties.

Investigations Division

The Investigations Division is organized into two squads, but there does not appear to be any specialization involved in the organizational structure. There is some division between crimes involving juveniles, either as suspects or victims, as opposed to crimes involving adults. In addition, two detectives are assigned to work in the evenings to assist with complex cases. The division has a case management system that detective personnel describe as being very helpful in terms of case management. However, some concerns were expressed that persons who are victims of crimes that don't rise to the level of being actively investigated are not being contacted.

It does not appear that there is adequate support staff within the division. All of the detectives we interviewed said they were carrying more than 20 open cases. Several detectives spoke of the time consumed by the requirement that they type their own reports. DNA, print work, and other specialized functions might be assigned to a specialist, either sworn or civilian. This in turn would allow the detectives to focus on their individual cases. A Rand study a number of years ago on investigative functions suggested that civilian analysts should be integrated into detective subunits. This frees the sworn detectives from administrative duties and allows them to focus on dealing with criminal cases.

Investigative briefings occur on a routine basis only once per month. Best practice suggests that such briefings should occur daily, even if the total time involved is minimal. This allows people to exchange ideas and information without waiting for an invitation to a formal meeting, where an item might be found to be insufficiently relevant for a formal presentation.

The commitment to maintain minimum patrol staffing impacts detectives. For several years, it was common practice to reassign detective personnel to cover patrol shifts. This in turn impacted case management practices as follow-ups were delayed, particularly for noncritical matters. Several personnel we spoke with talked about the operating philosophy being to "help the street." This shortage of personnel has negatively impacted the division's ability to follow-up on information provided by informants. The inability to follow-up in turn causes the informants to stop providing information to officers.

One issue that was raised that should be reviewed quickly was expressed by officers who were concerned that sexual assault victims were not being followed-up with as quickly as best practices would indicate. Although we did not directly focus on a statistical analysis of this, ICMA recommends an internal review of sexual assault cases to determine the validity of this concern.

The issue of the increasing complexity of cases was cited within this work group as well. One example given was that of street robberies. These were described as having been relatively rare events, but which now occurred on a daily basis. What some have called the 'changing nature of harm' was recognized by the detectives with whom we spoke. Crimes that require a specialized response (e.g., financial and computer crimes) or that require a significant degree of specialization (e.g., gang intelligence, predictive analysis) are not dealt with effectively. The recognition that the nature of crime is changing and therefore the department needs to adjust its response is reflective of a workforce that is forward thinking and strategic at the line level.

There do not appear to be any specialized functions in the division to deal with gangs, vice, and/or narcotics issues. For example, when the unit receives complaints about prostitution issues at local motels, the standard response is to do an eviction. That is, the unit simply moves the person out of the building, as there is seldom sufficient time or resources to develop a prosecutable case. These cases are sometimes referred to the Tactical Missions Team, but their availability is often limited as well.

Due to personnel availability, the department has withdrawn from all regional task forces. This decision should be revisited to determine if some of those task forces might be of assistance to Skokie in dealing with specific crime issues. The placement of personnel on certain task forces could serve to enhance the village's surge capacity, broaden the expertise of law enforcement personnel, and positively impact morale by increasing the opportunity for additional assignments.

The School Resource Officer program is contained within the Investigations Division. The SRO consists of four officers who are 70 percent funded by the various school districts that operate within the village limits of Skokie. The officers assigned to this program are highly motivated and clearly have the support of the department and village leadership. There are a number of issues arising in the schools that reflect current problems and may portend a challenge for the village in the years ahead if not addressed.

Skokie is the first suburb north of Chicago. The school districts do not do residency checks for a variety of reasons. As a result, many parents lie about their address in order to place their children into Skokie schools. Additionally, the number of children claiming eligibility for free or reduced lunches has risen from 21% to 34% over the last four years, despite total enrollment staying relatively stable.⁶

The primary function of school resource officers is to build relationships with both the faculty and students at the local schools. The officers are ideally positioned to serve as positive role models for the children, to help foster a positive learning environment, and to help anticipate potential crimes of violence, both on and off campus. The key to achieving all of these objectives is the building of those relationships. The SROs in Skokie are often used to backfill patrol and to provide assistance within the Investigations Division. The result is a diminishment of the time available to spend on campus and maintain those critical relationships.

Recommendation:

- Conduct an audit of sexual assault cases to ensure they are being handled in a timely manner.

⁶ School lunch data provided by the Village Manager's Office.

Special Operations Division

The Special Operations Division consists of the Tactical Missions Team (TMT) and the Traffic Unit. Although the deployment chart indicates the division is staffed for 10 of its 12 positions, the information obtained from our interviews suggests that this picture may be somewhat optimistic. There is one sergeant to oversee both of these units. When the TMT and Traffic Units were created originally, the department took ten officers from the street but did not replace them. The original intent was for these units to focus on specific crime/traffic problems and thus reduce the workload for patrol officers. It does not appear that a focused strategy to achieve that worthwhile objective was ever implemented.

The Tactical Missions Team was disbanded for several years and was reactivated only recently. The unit still spends a significant portion of its time backfilling for patrol. The TMT would appear to be an invaluable resource, particularly to do follow-up investigations on significant crimes or to serve as a strategic deterrence force. However, members are very often redeployed to patrol with little or no notice. In addition, there are a number of special projects conducted by the team (e.g., bicycle stings, under-age tobacco sales) that are time-consuming. While there was a clear consensus that these projects are worthwhile, they consume resources that might be better focused on crime reduction issues.

The traffic officers are also often pulled to backfill patrol. It is not clear that there is a clearly defined traffic strategy. The enforcement deployment priorities do not appear particularly strategic, but rather based simply focused on the issuance of a specific number of citations.

Accident investigations are not given to this specialized unit. Hit-and-run investigations are handled by sergeants and non-injury traffic accidents are referred to the station, where the desk officer takes the information. Any future strategic planning effort should focus on defining the mission and duties of the traffic unit.

Recommendation:

- Clearly define the mission and duties of both the Traffic Unit and the Tactical Missions Team.

Administrative Services

The SPD Administrative Services Division is commanded by a deputy chief and staffed by one sergeant, eight police officers (two assigned to entry-level training at the police academy), and six full-time and two part-time civilian staff members in various titles. This division is responsible for a wide range of administrative and logistical responsibilities, including internal affairs, evidence and property management, training, crime prevention and community relations, field services, fleet management, records, accreditation, research and planning, and crime analysis.

Given the scope of responsibility and the size of the staff, the personnel assigned to the administrative services division do an exemplary job. In general, every position has multiple areas of responsibility and it appears as if the SPD is stretching staff beyond the point of effectiveness. Similarly, the mix of sworn and civilian staffing in these critical positions is not aligned appropriately. Budget and personnel demands required the SPD to assign sworn officers to positions that should be staffed by nonsworn personnel.

Added personnel resources are necessary in each subunit of the division. The following observations and assessment of the division should not be viewed as criticism of the current operation. On the contrary, given the current staffing levels, the SPD is doing an outstanding job in this area. The department relies on contemporary management techniques and adheres to the best practices in law enforcement. However, with proper personnel resources, the SPD would be more effective and more efficient in all facets of the administrative side of the organization, and given its current management philosophy, will undoubtedly use these resources wisely.

In light of personnel reductions and position freezes, the SPD resorts to a unique method of accomplishing administrative duties. Supervisors in the SPD are assigned to collateral duties and given the responsibility for coordinating tasks and duties within the agency. Not all collateral duties are strictly administrative, but as the agency reduced staffing the remaining personnel needed to “pick up the slack” and take on more responsibility. On the positive side, this is a good example of the dedication and commitment of the members of the SPD. On the negative side, taking on an increased collateral duty workload can have the unwanted effect of distracting personnel from their primary duties.

For example, Commander Baker is responsible for criminal investigations AND internal affairs, as well as other administrative functions. This potentially puts him in the inappropriate position of investigating incidents from BOTH a criminal and internal perspective. In other words, if a member of the SPD is suspected of perpetrating a criminal act, he would be responsible for both facets of the investigation. This is clearly not an ideal situation. Our analysis of the collateral duty assignments pointed to a number of circumstances wherein a single supervisor was responsible for managing several responsibilities at the same time.

Collateral duties have the potential to distract supervisors from their primary responsibility: supervision. Careful attention must be paid to both the types of collateral duties assigned and the quality of the work performed pursuant to these assignments.

While it is commendable that the SPD engages in this creative way of managing the department with constrained resources, it is not an optimal or preferred situation. Either the administrative tasks go unattended, or the primary tasks go underattended, or both. It is recommended that the SPD create greater administrative capacity to properly manage the administrative functions of the agency and relieve supervisors from being overburdened with multiple responsibilities and excessive collateral duties. Supervisors should be focused on their primary responsibilities.

To build this capacity it is recommended that one sergeant, one police officer, and one civilian position be dedicated specifically to administrative responsibilities. The proposed responsibilities of this administrative unit are articulated in the subsequent sections of this report. Similarly and consistent with other recommendations contained within this report, civilianization, or the diffusion of administrative (collateral) duties from sworn personnel to nonsworn personnel, should be explored. Nonsworn staff, either full-time or part-time, should be considered in several key positions.

This division requires additional personnel resources, both sworn and civilian, and an organizational and functional restructuring to enhance operations. The combination of these changes will permit the SPD to build upon the outstanding work it already does. The following sections of the report describe the functions of the administrative services division and provide recommendations for staffing and best practices as appropriate.

Recommendations:

- Conduct a departmentwide review of collateral duties and look to collapse them into appropriate, specific work assignments. Civilianization, or the diffusion of administrative collateral duties from sworn personnel to nonsworn personnel, should be explored.
- Create an Administrative Station Sergeant's position to handle internal administrative issues. Specifically focus on removing as many collateral administrative duties from patrol sergeants as possible. Also, create an Administration Station Officer position (a CSO position) and dedicate one civilian position to assist with administrative duties.

Communications

The village of Skokie has a joint police/fire dispatching system. It has operated this system for over twenty years and it seems to work quite well. There are currently 18 personnel assigned to the communications center, three of whom are supervisors. One of the supervisors is on an extended collateral duty helping to implement the new IT system.

The Communications Division maintains a minimum staffing of two persons on Watch I, and three persons each on Watches II and III. This includes the supervisor, which results in a minimum of supervision as the normal routine of work (breaks, other duties) can remove an employee from the workspace on a regular basis. On average, the division answers 245,000 calls a year, of which approximately 20 percent are actually dispatched. Of the calls that are dispatched, 80 percent of them are for law enforcement. In keeping with the departmentwide theme that we heard, dispatch reports that the complexity of calls has increased even though calls for service have declined.

Communications operators perform a number of collateral duties that are related directly to being in the new building. They are responsible for monitoring all of the interior security cameras and managing access control. They also do a great deal of data entry.

Currently, there are demands on communications personnel that could be alleviated by greater use of technology. For example, one of the demands on the Communications Center concerns the need to answer all incoming calls to the department. Currently, all departmental business cards have the main department phone number listed. When someone calls for a particular person, communications personnel have to answer the phone and then forward it on to the individual. If the person doesn't answer, the voicemail system tells the caller to press "0" to return to dispatch. The phone then rings again in the communications center and the process continues.

A solution to this issue that has been adopted by a number of agencies across the country is "direct inward dialing." In this system, the departmental business cards list the employee's direct phone number. Voicemail is personalized so that a message can be left on the employee's phone. The instruction to press "0" is only for urgent matters. This practice has proven to reduce the impact on communications centers and has facilitated communication with the public in a number of agencies.

The communication operators are also affected by policies that appear to be a reaction to a specific problem, but which sometimes have unintended consequences. For example, recently a policy was mandated that officers were always to take a lunch break. The department tracks the number of times that officers miss lunch. Between March 1 and August 31, 2013, there were 736 missed lunches. One of the driving factors was perceived to have been financial. Specifically, if patrol officers don't get lunch, they are required to be reimbursed for the time. The result was that officers were often advised to take their lunch break, even if there were high-priority calls holding. Another manifestation of this directive was that several officers reported being told to take a meal break during the last one-half hour of their shift.

As discussed earlier, another directive was to mandate that if a call holds for longer than 25 minutes, a dispatcher must notify a supervisor and either send someone or authorize the call to continue to hold. The policy was well intentioned, but the net result in some cases was to turn a routine call into a high-priority call in order to make the 25-minute deadline.

The current methodology of tracking officer time is not serving the department as well as it might. Officers often hold off on writing reports until the end of shift or even the next day. When they do write the report, their time is not linked back to the original incident. Rather, they simply advise dispatch that they are out of service. This results in an under-representation of how much time is being spent on a particular case and an over-representation of time spent out of service. The call coding process needs to be reviewed and adjusted so that it serves the department more efficiently.

Recommendations:

- Study the feasibility of utilizing a direct inward dialing system to relieve the Communications Division of the tasks of handling call routing and retaining messages for department personnel.

- Review the call coding system to make it more informative with respect to mapping officer activity.

Professional Standards

Perhaps the single greatest shortcoming of the Administrative Services Division is the absence of an integrated professional standards function. In the lexicon of police management “professional standards” is thought to encompass the integration of the entire spectrum of human resources. In this context, recruitment, background investigations, training, internal affairs, and discipline are managed within the same organizational unit.

The SPD approaches these important responsibilities essentially by committee. It is important to note that the current situation is not by design, but by necessity. The SPD has a wide array of “best practice” policies and procedures in these areas, but lacks sufficient personnel resources to perform these duties effectively. The current state of affairs in the SPD indicates that the personnel assigned are doing the best they can, given the limited resources, are keenly aware of this shortcoming, and are fully capable of establishing a comprehensive and integrated professional standards component in the department.

For example, one sergeant in the SPD is responsible for internal affairs, training, and all the remaining administrative tasks in the department. In particular, the internal affairs function is coordinated by the administrative sergeant, with the actual investigations conducted by the commander in charge of the criminal investigations division. Yet another commander is responsible for the administration of the Safety Board. Similarly, the training function is coordinated by the same administrative sergeant with the assistance of a police officer, but four additional sergeants are involved in the management of training: one sergeant coordinates the Field Training Officer program, one sergeant is the lead instructor on response to resistance and excited delirium, one sergeant is the lead on the VirTra simulator and Taser training, and yet another sergeant is in charge of the firearms range. It is a testament to the professionalism of these individuals that the training function in the SPD works as well as it does; however, this is not an efficient and effective management of this critical function.

The following discussion focuses on each individual component of professional standards in the SPD. The conclusion is that these responsibilities need to be centralized under one commander and personnel resources need to be added to support the mission of professional standards. In general, the desired state of professional standards in the SPD should feature a seamless integration of recruitment, background investigations, training, internal investigations, and discipline.

Recommendation:

- Centralize professional standards functions under one commander and add or provide personnel resources to adequately support the office.

Training

The training unit in the SPD is staffed by one police officer, and coordinated by the administrative sergeant. The role of the training officer appears largely administrative. In addition to instruction during quarterly training, the general duties and responsibilities revolve around coordinating participation and attendance, maintaining training records, and overseeing the budget. The training officer is a hardworking and dedicated police professional, but needs additional resources to fulfill the training needs of the department.

The unit has an annual budget of approximately \$90,000. This budget is used to support membership in the North East Multi-Regional Training (NEMERT), the Northeastern Illinois Public Safety Training Academy (NIPSTA), as well as tuition and travel reimbursement for training and education received by SPD personnel.

The SPD makes excellent use of membership in these organizations and officers are regularly scheduled to attend training at these venues in addition to their regularly scheduled training classes. In 2012, SPD personnel, both sworn and civilian, attended 13,320 hours of training. This represents an average of approximately 93 hours of training for each individual. Although this total figure includes the regular and frequent training for SWAT and canine officers, it still represents an impressive amount of average training hours per person. It also appears that 2013 will have a similar level of participation. As of September 11, 2013, SPD personnel received 10,605 hours of training, a pace that will surpass the 2012 level.

Notwithstanding the robust participation in training courses, anecdotal reports by SPD personnel indicate that there is a growing pattern of scheduled training courses being cancelled by operational supervisors due to staffing shortages. Training records indicate that more than 1,000 hours of training have been cancelled in the first nine months of 2013. This represents approximately 10 percent of the training hours scheduled. At first glance this does not appear problematic; however, the contention is that the cancellation of training is getting more frequent, therefore casting a pall over officers requesting training. In other words, it is perceived that approved training may be cancelled anyway, so it is better not to request it in the first place.

Recruit officers receive 440 hours of academy level training. After graduation, officers receive an additional three to four weeks of entry-level training to orient them to SPD policies and procedures. After successfully passing these phases, an officer graduates to field training, which lasts twelve weeks. The Field Training Officer (FTO) program is managed by a sergeant in the patrol division, and this individual is responsible for the administrative assignment and evaluation of officers and FTOs in this program.

A major component of the services provided by the SPD is in-service training—ongoing professional training for nonprobationary uniformed personnel. This training consists of instruction on core topics that require continuous refreshing and/or recertification—such as vehicle operation, tactical and firearms proficiency qualifications, Taser, and less-than-lethal force—as well as new training programs addressing emerging issues. Illinois law mandates firearms training one time per year, and officers in the SPD receive this training at least two times per year with the encouragement to use the indoor firearms range at least once per month. The

firearms range supervisor is assigned to patrol and works a rotating schedule, which constrains range access.

The SPD also possess a VirTra combat/firearms simulator. It is only one of two law enforcement agencies in the state of Illinois to have this equipment. The VirTra simulator uses state-of-the-art technology, and its use demonstrates the department's commitment to providing the highest quality of training possible. The tool provides invaluable experience to police officers and develops lifesaving skills while delivering cost savings in terms of savings on ammunition and travel. The simulator uses five screens (300 degrees) of wrap-around viewing to provide a realistic training platform. The equipment also allows the operator to access thousands of possible scenarios that challenge officers to make tactical decisions in a controlled environment.

In-service training also includes quarterly training days required for all members of the department. Topics presented in these sessions include such things as response to resistance (use of force), CPR and defibrillator use, first aid, blood-borne pathogens, etc. These sessions are delivered "in-house" by certified instructors and based upon well-developed lesson plans. In addition, the SPD utilizes "roll-call" training. Time at shift change is used to provide an informational briefing for officers on issues and events. "Training Bulletins" are prepared by the training officer and delivered at roll call by the supervisor. Inspection of the training records indicates approximately 538 hours of roll-call training was conducted in the past year; it encompassed numerous topics. Roll call is an opportune time to introduce short training topics identified by the department to address operational and administrative deficiencies in a timely fashion.

The SPD also demonstrates a commitment to supervisory and leadership training. Senior executives attend the FBI National Academy in Quantico, Va., and the Northwestern University Police Staff and Command College. Upon promotion, sergeants receive two weeks of supervisory training, and all supervisors are encouraged to participate in commercially available supervision courses offered in the area. In 2012, SPD supervisors logged more than 1,184 hours of supervision/management training over 148 days. Courses range from Dale Carnegie's "How to Win Friends and Influence People" to "High-risk management for law enforcement executives."

All training is documented and recorded by the training officer. This is an important protection for the agency in relation to training-based liability claims. The training officer was able to produce an individualized record of training on request. Also, the training attendance of the entire department is meticulously maintained and organized.

The SPD should seek to increase the capacity of the training function. Currently, the department does a very good job providing training opportunities. This is clear by the amount and frequency of training courses taken by SPD personnel each year. Additionally, the training facilities of the SPD are first-rate. The firearms range, VirTra simulator, and training classrooms are state-of-the-art. These facilities can be used to host training programs offered by outside groups. However, one training officer does not have the ability to develop this capacity. It is recommended that a training unit be established and staffed with one sergeant, one officer, and one civilian administrative assistant. The unit would be responsible for the following:

- Instructor and curricula development.
- Creation of the SPD training plan. A training plan is a forward-looking strategic approach to training, and should have goals and objectives linked to the strategic plan of the department. The plan should identify problem areas in the department that can be remedied by training, along with training programs that should be developed or outside programs, to address these problems.
- Assignment as a permanent member of the Safety Board. This would allow the training unit to review all use of force incidents, department motor vehicle accidents, and other critical incidents to identify training solutions.
- Centralizing training duties and responsibilities. The responsibility for the firing range and VirTra simulator could be shifted to the training unit for better coordination of these resources as well as freeing operational supervisors to perform their core duties.
- Coordinating with operational supervisors to formulate individual and unit-level training plans.

By creating a distinct training unit with a sergeant in charge several things are possible. It would allow SPD training to evolve from a conduit for training courses outside the department to one where the design (curricula and instruction) are tailor-made for SPD personnel. The SPD would be able to develop a “sense and respond” capacity to identify issues and formulate training solutions in a timely manner.

Recommendations:

- Make greater use of roll-call training to provide 10 to 15 minute blocks of time for regular communication and training.
- Establish a training unit and staff it with one sergeant, one officer, and one civilian administrative assistant.

Internal Affairs

Internal Affairs in the SPD is managed through the coordination of the commander in charge of the criminal investigations division and the administrative sergeant. On the SPD organizational chart, internal affairs is a distinct subunit of the chief; however, staffing reductions required that the duties and responsibilities in this area be shared by the commander and sergeant. This is not an ideal situation and steps should be taken immediately to designate one ranking supervisor to be responsible for internal affairs. According to policy A-13 in the SPD Policy and Procedure Manual, the responsibility for internal affairs rests with the Director of Training. Under the professional standards model, however, the responsibility for internal affairs should be shifted to a sergeant who reports to the commander in charge of professional standards.

Inspection of internal affairs records since 2010 indicates a timely and efficient process. Table 1 presents data on the 84 cases received during this time period.

TABLE 1: Internal Affairs Cases, 2010-Present

Year	No. of Cases	Citizen Initiated	Unfounded	Not sustained	Exonerated	Sustained	% of Cases Sustained	Avg. Days Open
2010	24	2	0	4	2	18	75	23
2011	17	7	2	0	6	9	53	15
2012	29	4	1	1	4	23	79	22
2013 (as of Sept)	14 (3 open)	1	1	0	1	9	82	35
Total	84	14	4	5	13	60	71.4	23

As the table indicates, the SPD receives an average of about 22 internal affairs cases each year, with approximately three to four cases each year originating from the public. Of the 84 total cases, 60 of them, or 71.4 percent were sustained by the department. This indicates an aggressive stance towards misconduct and holding officers accountable for their behavior. The most common penalty is written reprimand, with more than half of the sustained cases receiving this disposition. The SPD also investigates cases expeditiously, closing cases in 23 days on average. It is clear that the SPD does an exemplary job responding to reports of misconduct once they happen.

The policy governing complaints against SPD employees is section A-13 “Internal Affairs” in the SPD Policy and Procedure Manual. Inspection of the policy indicates a well-articulated process describing the reporting and investigating procedures, the rights of employees, records management, and disciplinary outcomes. Noticeable shortcomings, however, are that the policy does not appear to provide a process whereby citizen complainants are notified of the dispositions of their cases. ICMA recommends a formal written notification to citizen complainants at the conclusion of an SPD internal investigation.

It appears from the policy that disciplinary findings are to be published as statistical summaries in the department’s annual report. Inspection of the three previous annual reports indicates that these data are present. Consideration should be given to disseminating brief synopsis of cases within the department; this would help make officers aware of potential areas of misconduct and the penalties associated with unacceptable conduct. Similarly, consideration should be given to creating a disciplinary matrix to standardize investigations and disciplinary outcomes.

The SPD accepts complaints from the public in various ways. The village website has a “button” to register a comment, complaint, or concern, which are routed to the SPD as appropriate. In addition, citizen complaints are accepted via email, letter, phone, or in person. All complaints are recorded and initial investigations are done by the recording supervisor. Nonserious complaints are forwarded to the subject officer’s supervisor, and serious complaints are forwarded to the commander of the Investigations Division. It is recommended that this policy be revisited and that the Investigations Division commander be relieved of the responsibility for investigating serious complaints.

Review of response to resistance (use of force reports) is conducted by the Safety Board. The Safety Board is governed by SPD Policy and Procedure Manual A-17, and is comprised of a commander, a sergeant, and a police officer. The current chair is a commander assigned to patrol as a watch commander. In 2012, the Board analyzed 23 response to resistance cases. This was a three-fold increase from the previous year. Beginning in 2012, the SPD began including control-holds and incidents where a weapon was pointed at a person in the reviews, and these incidents accounted for the increase in cases under review. The utilization of the Board and the expansion of its purview in 2012 demonstrate the SPD's desire to have a professional department and appropriately manage the use of force in the community.

The policy governing "response to resistance" can be found in SPD Policy and Procedure Manual section A-15. Any employee who utilizes a physical response, less-than-lethal weapon, or deadly force shall notify the Watch Commander as soon as practical. The Watch Commander will ensure that a written report and a Response to Resistance Form are submitted to the Chief of Police within 24 hours. One of the noticeable shortcomings to this procedure is that officers are required to prepare their own forms documenting the incidents.

In lieu of officers preparing these documents, it is recommended that a supervisor be notified, respond to the scene, conduct the preliminary investigation, and complete the necessary forms. Additionally, the Response to Resistance Form, required to be forwarded within 24 hours, has captions requesting information on whether or not the officer followed policy or was the response reasonable to the incident. Oftentimes, investigations into the police use of force are complex and long-term. It would be impossible for a supervisor conducting a preliminary investigation to make these conclusions. It is recommended that investigations of this type be forwarded to internal affairs for follow-up investigation, with the results presented to the Safety Board for review. It is also recommended that these reports avoid "boilerplate" language and "check-off" boxes to document incidents. Lastly, the policy could be strengthened with language regarding "de-escalation," advising officers to consider non-force options to achieve successful resolutions of critical incidents.

The SPD utilizes a "personnel early warning system" (PEWS) to monitor and remedy problematic behavior. This procedure is found under section P-24 of the SPD Policy and Procedure Manual. It lists ten criteria for inclusion in the program (IA complaints, police traffic crashes, use of force, performance, etc.). Deputy Chiefs in each division are responsible for reviewing personnel in the PEWS and overseeing the overall management of the officers entered into the program.

Section A-71 of the SPD Policy and Procedure Manual details the department's policy on bias-based policing. The policy articulated in this area demonstrates the SPD's commitment to professional policing and incorporates an excellent integration of problem identification, training, discipline, oversight, and reporting. The SPD delivers traffic stop and traffic ticket data to Northwestern University for review to ensure the department adheres to this policy. In addition to traffic stop/ticket data, ICMA recommends that "Terry Stop" data be recorded and monitored as well.

The department has a clear policy regarding sick leave, which provides for a physician's documentation, investigations, and possible home visits, when necessary. Over the last three years average sick leave has been 6.3 days per sworn officer, and 6.6 days per civilian.

Field supervisors are required to audit and review audio and video recordings of officers on patrol.

The above discussion presents a well-designed internal affairs policy. The obvious strength and weakness of the overall internal affairs function is that it is diffused throughout the organization. On the positive side, engaging numerous levels, units, and individuals in the process raises awareness and fosters acceptance and implementation of professional police practices. On the negative side, however, distribution of responsibilities throughout the department can create a “silo” effect, where important parts of one process are missed by other areas.

The SPD is not so large that the possibility of issues going unaddressed is likely, but centralizing the oversight of these processes would contribute to the department’s overall success. For example, the Safety Board and PEWS are managed by different commanders. Instilling a common element to these administrative functions would more closely link the oversight, management, and remediation potential than they would otherwise have on their own.

ICMA, therefore, recommends that a dedicated sergeant position with the responsibility for internal affairs be created. The internal affairs sergeant would report to the professional standards commander and be responsible for coordinating the SPD internal affairs function. This position would undoubtedly enhance the professional policies and procedures already in place in the SPD.

Recommendations:

- The department should create a position of internal affairs sergeant. This sergeant would be responsible for the overall management and administration of:
 - The Safety Board
 - PEWS
 - Misconduct complaints
 - Training on internal affairs policies and procedures
 - Sick leave management
 - Discipline
 - Bias-free policing.
- In addition to normal reporting requirements, a separate monthly internal affairs report should be developed for the chief.
- The internal affairs sergeant should develop a system for routinely engaging in random audits and inspections of units, equipment, department records, etc., including random inspection of audio and video recordings from officers on patrol. For example, there could be random selection of ten accident reports and ten evidence receipts to review them for accuracy and completeness and to ensure that proper procedures were followed. The office of professional services/internal affairs should also perform periodic reviews of K9, traffic, and other individual units.
- Civilian complainants should be notified in writing of case dispositions.

- Disseminate findings and penalties associated with disciplinary cases, both inside the department and in the annual report.
- The policy and procedure governing “response to resistance” incidents should be altered so that a supervisor leads and conducts the preliminary investigation, complex cases should be forwarded to internal affairs for follow-up investigations, and results should be presented to the Safety Board for review.

Records Management

The SPD Records Unit is staffed by four full-time clerks and one part-time clerk. The unit is also supported by volunteers who work a total of approximately 90 hours per month. The unit supervisor position and one part-time position were vacant at the time of our site-visit.

The department utilizes a records management system known as OSSI, which is supplied by Sunguard. This is a new RMS system implemented in April 2013. The transition to OSSI is creating backlogs and delays as the staff adjusts to the new system. The system features numerous modules purchased by the SPD; in time these will provide added value to the records management system function of the department.

The Records Unit is responsible for the following functions:

- Warrant preparation, cancelation, and validation
- Subpoena processing
- Storing court files
- Checking for the accuracy and completeness of arrest paperwork
- Processing of Illinois Secretary of State forms
- Background and clearance checks
- Abandoned vehicle process
- Tow slips
- Administrative hearing packages
- Alarm database
- Ticket processing
- Expunging of criminal records
- Expunging of local ordinances
- Freedom of Information Act requests
- Processing handbill permits
- Reviewing reports (incident reports, crash reports, etc.)

- Keg tags
- Requests for reports.

The unit often backfills the front desk during business hours and performs numerous other administrative assignments as directed. This unit processes hundreds of documents and records each day, and is expected to perform a wide array of functions. Information presented by the SPD indicates that position vacancies and the transition to OSSI are creating backlogs in most areas of operation. For example, one communications supervisor has been detailed full-time to help with implementation of the new system.

In addition, it appears that many tasks performed by the Records Unit could be further automated and/or be performed by another unit in the department. For example, the unit dedicates a substantial amount of time to processing tickets. Hand-held technology exists that would completely automate this process and relieve the entire administrative burden from the unit. Also, FOI requests could be shifted to the community relations unit for processing. Similarly, vehicle-related records management duties could be shifted to a vehicle/fleet coordinator.

It does not appear that routine data audits are conducted, nor is there a system for quality control review in the Records Unit. It is beyond the scope of this study to perform a task analysis for the Records Unit; however, it appears one is necessary. It is recommended that the vacant supervisor position be filled immediately, and this individual, in coordination with the deputy chief for administrative services, conduct a task analysis for each component of the unit. The aim should be to shift administrative work to the appropriate unit where possible, and further assess the workload and staffing needs.

Recommendations:

- Fill as soon as possible the vacant supervisor position in the Records Unit.
- Conduct a thorough task analysis of Records Unit operations to eliminate unnecessary tasks.
- Conduct a quality control review of both data entry and prepared reports

Identification and Property

The Identification and Property Unit is staffed by one police officer and one community services officer. The unit's area, like the rest of the physical plant, is well designed and equipped. The property storage facility consists of approximately 1,500 square feet of storage space that utilizes high-density shelving. The entry to the property room is appropriately secured and controlled. Access can only be obtained by the unit personnel and an alarm system link to the communication center is in place. Appropriately, the ICMA site-visit team was required to sign in and out of the facility. The unit relies on the Illinois State Police lab information system for property management and bar codes to label and track property stored through the OSSI records management system.

This unit is responsible for the management of physical, photographic, digital, and forensic property and evidence that comes into custody of the SPD. This includes intake, transport, storage, destruction, and disbursement of thousands of items each year. The 2012 annual report of the unit indicates that almost 2,900 new cases representing more than 6,600 items were processed in 2012.

In addition to property management, the unit is also responsible for processing subpoena; expunging of documents processed by the Records Unit; providing fingerprinting services to the public; processing licenses for cab drivers, solicitors, etc.; supply maintenance for the headquarters facility and evidence technicians; emptying the "drug drop box" in the lobby; as well as backfilling other administrative positions in the department as needed.

An additional responsibility of this unit is the processing of video and digital evidence required by officers for presentation in court. In 2012, more than 1,100 cases required photo/video evidence processing. This is a time-consuming task and with the continued growth of video technology and the use of this technology in the court process, the workload of the unit in this area will likely increase. In addition, the SPD maintains thousands of paper-based records and files that should be archived using digital technology. The department does not have the resources to address this need now, but should consider digital media as a way of storing records of all forms.

The SPD conducts quarterly and annual inspections of the property facility. During the quarterly inspections an independent supervisor inspects the security of the facility and randomly selected property involving drugs, firearms, jewelry, and currency. The annual inspection involves a larger random sample of property and is conducted by a separate supervisor. Although regular unannounced inspections of the property are commendable, the property room has not been subject to a rigorous inventory in recent years. This is a major shortcoming of the operation and consideration needs to be given to conducting a complete and thorough inventory of the property room as soon as practical.

The identification and property function in the SPD is administrative in nature. The members assigned to the unit are hard-working and conscientious. However, like many other facets of the Administrative Services Division, they are pulled in many different directions and struggle to keep up with the day-to-day requirements of their core function. There are several options that the SPD should consider to enhance the operations of this unit.

In its basic administrative role, this unit does not require sworn personnel. If the current administrative approach is maintained, the sworn officer assigned to this unit should be redeployed to another function in the SPD and replaced with an additional CSO. Many departments around the U.S., however, are integrating the evidence collection function and the evidence management function and staffing this function with properly trained evidence/forensic technicians.

Currently, the SPD relies on patrol officers and detectives to process crime scenes and collect evidence. An alternative approach would be to transform the mission of this unit from a strictly administrative position (current state) to an operational support role. This new role would involve evidence collection AND management. In this capacity the involvement of a sworn officer would be instrumental in processing crime scenes, providing training and support to operational personnel, and facilitating the transfer of evidence/property through the court process and ultimately to the owner.

In addition, the SPD assigns the supervision of evidence technicians as a collateral duty to one of the patrol sergeants. This sergeant could be tasked with developing the combined program and working with the unit officer to identify the staffing and training necessary to evolve from an administrative posture to an operational support role. This approach is not possible, however, under the current circumstances because the personnel assigned to the unit are burdened with too many administrative responsibilities.

Recommendations:

- Maintain the administrative posture of the Identification and Property Unit as currently deployed and explore the opportunity of integrating the evidence collection and management function.
- Staff the Identification and Property Unit with nonsworn personnel and provide appropriate training in criminalistics and information technology.
- Conduct a comprehensive inventory of the property room.
- Reassign “non-property” related functions to other administrative personnel in the SPD.

Crime Prevention and Community Relations

The crime prevention and community relations unit is staffed by two police officers who are supervised by the administrative sergeant. The unit’s focus is on the development and maintenance of programs in three key areas: crime reduction initiatives, service to the organized community, and public information. The scope and breadth of their work is nothing short of impressive.

The officers assigned to the unit have six and eleven years of experience, respectively, in this assignment and have attended numerous training programs on residential and commercial security, lighting, and crime prevention through environmental design (CPTED). In the area of crime reduction, the SPD participates in the following organized programs:

- National Night Out.

- Hazard Card interviews.
- Neighborhood Watch – Currently, the unit coordinates block-watch activities with 216 blocks representing 6,480 households. A map of the blocks covered in Skokie reveals a wide and even participation in this program. Officers are diligent in signing up new blocks, both residential and commercial, but are struggling to maintain meaningful contact with all of the participants.
- Security Surveys – Officers estimate residential, commercial, and religious institution security surveys are conducted approximately 60 times per year. This is an important area to focus crime prevention efforts. There has been a 23 percent reduction in burglary over the last five years and this program is undoubtedly partly responsible for that reduction. The SPD averages approximately 350 burglaries each year (over the last five years). Research shows that burglaries tend to occur more than once at the same locations and this would be an opportunity to focus security surveys on locations victimized in the past.

In the area of providing services to the organized community, the SPD participates in the following programs:

- Citizens police academy.
- Citizens police academy alumni association.
- Explorers program – There are currently fourteen active Explorers in the program.
- Triad – This is a program designed to increase the lines of communication between the SPD and the senior community.
- Park District Liaison – A program to provide training and contact with park monitors.
- Crossing Guards – A recently hired part-time employee coordinates the 37 crossing guards assigned in Skokie.
- Bicycle helmet citation follow-up – The officers send written notification and attend court when necessary on citations issued to youth for not wearing bike helmets.
- Community Presentations – The officers make approximately 50 presentations each year to various community groups in the area of public and personal safety and crime prevention.
- Sundry other activities that deal with interaction with the organized community, including station house tours, special events planning, child safety seat installations, parking enforcement, animal complaints, etc.

In general, departments the size of the SPD do not have a dedicated position of Public Information Officer (PIO). Typically, the PIO duties are performed by an individual who works closely with the chief of police, has a good understanding of media and community expectations, and is an effective communicator. In the SPD, these duties largely rest with the crime prevention and community relations unit, and this unit does an excellent job providing important information to the community. Inspection of the public information outlets used by the SPD reveals a wide range of media and an impressive amount of information disseminated. It is clear that the SPD values providing current and critical information to the public and should be commended for its efforts in

this regard. The SPD participates in numerous avenues of public information coordinated by this unit:

- Community alerts – Notifications to the organized community about emerging crime trends or important police issues.
- Special bulletins – Summaries of crime reports and arrests occurring in Skokie.
- Email blasts – Informational articles written periodically (approximately every two weeks) on a subject of importance.
- Quarterly newsletter.
- NIXLE – Web-based media outlet. SPD prepares and distributes messages to the local media.
- Development and distribution of brochures and pamphlets.

The area of public information is a critical one. The access and use of instant means of communication is evolving the way police departments communicate with the public. The public expects information rapidly, but departments are often not in a position to meet that expectation.

Social media (Facebook, Twitter, etc.) is rapidly outpacing the ability of the police to provide information. A social media policy essentially uses available social media outlets to develop ongoing and two-way communication with the public about emerging events. This benefits the police by using social media for public relations, crime prevention, and criminal investigation. Police departments around the country are leveraging social media to their advantage. The SPD should be commended for its efforts in this area.

Inspection of the department's Facebook page reveals an active and informative presence. The assorted alerts and bulletins mentioned above are posted to the SPD page and provide Facebook users with a wealth of information about police activities in the community. This is not only useful in disseminating information about crime prevention and public events, but it would also be useful in receiving and developing information for the department regarding criminal intelligence and public opinions.

Investigative units rely on social media to develop intelligence and informants, gather digital evidence on past crimes as well as gangs, drugs, and guns, and identify the locations of flash-mobs, demonstrations, and protests in the community.

At the same time, social media can also present problems for departments where work and personal worlds collide. Departments need to balance the rights of individuals to post information with the need to protect the image and integrity of the department. Derogatory information posted by officers (photos, profanity, etc.) can jeopardize criminal prosecutions, and work-related "gossip" can disrupt employee morale.

The Social Media the Internet and Law Enforcement (SMILE) conference supports and encourages the use of social media as a means of improving law enforcement and engaging the community. The fundamental concept of this organization is to develop social media as a tool to improve policing and prepare departments to avoid the negative consequences associated with social media. It is

recommended that the SPD create a committee, made up of department and community members, to develop a formalized social media policy.

Examination of the operations of the crime prevention and community relations unit indicate that it shares a common bond with other administrative functions in the department. This unit is performing an impressive amount of work and responsible for a large number of programs and services. This unit is also understaffed and a dedicated supervisor assigned to the unit would enhance performance greatly.

Assigning a sergeant supervisor to this unit would allow the officers to apply sharper focus to the programs already being implemented. They are currently pulled in too many directions and not able to maximize performance in any one area. The sergeant could be instrumental in developing the social media policy discussed above and act as the primary PIO for the department. The sergeant could also be responsible for liaison with operational units in the department to drive crime prevention programs tailored to address emerging crime trends.

Recommendations:

- The SPD should create a committee, made up of department and community members, to develop a formalized social media policy.
- Add a sergeant to the crime prevention and community relations unit to supervise and coordinate unit functions.

Miscellaneous

ICMA thoroughly reviewed the department's current use of force policy, as well as the means used to disseminate it, monitor it, and to train sworn members of the department as to its contents and related practices. The policy was last revised on May 9, 2012.

Recruitment and Background Investigations

Entry level employment in the SPD requires that a candidate be at least 21 years of age but less than 35, have at least 60 college credits or military experience, and reside in either Cook, Lake, or DuPage county. Prospective candidates must undergo a series of written, fitness, and polygraph tests, and thorough character investigation. Eligible applicants are also screened by the police commission prior to investigation and employment. The department is required to maintain an active list for police applicants and the village manages the testing process. No issues with recruitment, retention, or attrition issues were reported.

However, one shortcoming in the process is in the area of background investigations. Currently, these investigations are forwarded to commanders in the SPD, and are then delegated to sergeants. The SPD would be better served centralizing this function. Undoubtedly the current process exists because the SPD lacks personnel to commit to this function and thus resorts to a distribution of casework. However, it is recommended that this responsibility be shifted to the professional standards division once it is formed.

Accreditation

The SPD has earned accreditation from both the Commission on Accreditation for Law Enforcement Agencies, Inc. (CALEA) and the Illinois Law Enforcement Accreditation Program (ILEAP). The SPD earned reaccreditation from CALEA in October 2010 and was selected as a “flagship” agency at that time. A flagship agency designation is given to superior performing agencies during the accreditation process. The SPD also earned a “meritorious” award signifying more than 15 years of continuous accredited status. The SPD earned accreditation from ILEAP in January 2012 and performed equally well during that process.

The accreditation processes recognize SPD as an outstanding organization. The development, implementation, and maintenance of policies and procedures in the SPD are outstanding. This process undoubtedly contributes to this fact.

Management Information Systems

The village assigns an MIS specialist to the police and fire departments. This position is intended to be split evenly between the departments and assist in the maintenance of existing systems and peripherals as well as developing new projects the agencies require. While the centralization of MIS personnel within the village is sound practice, the current one-half of an employee assigned to the SPD is not sufficient to meet the MIS needs of the department.

The current MIS specialist is responsible for the maintenance and upkeep of over 200 machines and their operating systems. This translates into handling approximately 15 call/tickets per day, daily maintenance and backup of systems, troubleshooting, training, and software development. It is an enormous task for a part-time employee. The irony here is that the SPD has invested millions of dollars in acquiring state-of-the-art equipment, but does not have the resources to support this equipment. In fact, there is newly purchased equipment sitting idle because the department does not have adequate resources to utilize it.

Additionally, other MIS needs of the SPD are not being met. There is a long list of programming demands (asset/inventory management, video conferencing, e-commerce and social media, investigations/case management/forensics, personnel management) that are in need of development. For example, the “Daily Absence Report” used to track employee absences is hand-written and processed manually through the chain of command. This process, with the proper application of programming and training, can be completely automated, thus yielding improved efficiency and accuracy. However, the day-to-day maintenance and support issues facing MIS personnel preclude the development of this type of system or any other for that matter.

Research, Planning & Special Projects

The research, planning, and special projects capacity of the SPD is outstanding. The new police facility presents a concrete display of the high-function planning process at work. The new headquarters facility is in a renovated 80,000 square-foot bottling factory, which is now a state-of-the-art police facility. It is also an L.E.E.D. (Leadership in Energy and Environmental Design) gold-certified building that combines energy efficiency and a well-designed and functional workplace. Every conceivable amenity appropriate for police operations seems to have been accounted for during design and construction of this facility, which was completed on-time and on-budget.

The SPD centralizes research and planning under the Chief of Police, with strong stewardship by the assistant to the chief. Special projects, grant writing, budget, planning, and policy analysis are all coordinated. This level of coordination leads to the intelligent acquisition and implementation of equipment and resources for the SPD. This model should be utilized for other facets of the department's operations.

Field Services

The SPD staffs a position known as Field Services Coordinator with a full-duty police officer. This officer is assigned to the hundreds of tasks necessary to support the smooth and efficient running of a modern police department. This officer is responsible for ordering, purchasing, and inventorying all supplies and equipment, in addition to overseeing the cleaning and maintenance of the entire facility. This is a critical and essential function that should be filled by a trained and qualified civilian member of the SPD.

Fleet Management

Fleet management in the SPD is coordinated by a full-duty police officer. The SPD has 58 vehicles (cars, trailers, light towers, etc.) in its fleet and all maintenance is performed by the village of Skokie. This officer is responsible for scheduling vehicle maintenance, repair of damaged vehicles, and maintenance of all the equipment deployed in the vehicles (radio, video, MDB, radar, fire extinguishers, etc.).

The assignment of a full-duty sworn police officer to this position is not warranted. It is a full-time position, but it should be filled by appropriate civilian personnel. In addition, the duties and responsibilities of this position could be expanded to support the vehicle management functions performed by the Records Unit related to towing and recovery of abandoned autos.

Crime Analysis

The department lacks a robust crime analysis function. Currently, crime analysis duties are performed part-time by a civilian member of the criminal investigations division. Although the command staff regularly reviews crime reports, a more deliberate and coordinated process is recommended. The SPD should have a dedicated full-time crime analysis and intelligence position. This sworn position would be responsible for analyzing crime reports, identifying patterns and hot-spots, developing intelligence on gangs and recidivist offenders, and establishing liaison with other law enforcement organizations in the area, including the Department of Corrections.

Recommendations:

- Shift to the office of professional standards, once it is constituted, responsibility for background investigations of candidates.
- Add a full-time MIS position to the current personnel allotment to the SPD to better support computer and systems operations in the department.
- Fill the Field Services Coordinator position with a civilian employee; reassign the sworn officer in the position to other law enforcement functions.

- Assign a civilian member of the department to the position of Fleet Coordinator and reassign the sworn officer in the position to other law enforcement functions.
- Assign a sworn member of the department as the crime analysis and intelligence officer.

Workload and Staffing Analysis

The SPD provides the community with a full range of police services, including responding to emergencies and calls for service (CFS), performing directed activities, and solving problems. The SPD is a service-oriented department that provides a high level of service to the community.

Demand

Table 2 presents the main categories of calls for service that were handled by the SPD from January 1, 2012, to December 31, 2102. During this 12-month period SPD officers were dispatched to 38,712 calls, an average of approximately 106 calls per day.

To evaluate the workload demands placed on the SPD, it is useful to examine the number of calls for service (CFS) received from the public in relation to the population size. As noted, the SPD handles nearly 39,000 calls per year. With a population estimated to be approximately 65,000, this translates to about 600 CFS per 1,000 residents. While there is no accepted standard ratio between calls for service and population, ICMA studies of other communities show a CFS-to-population ratio ranging between 400 and 1,000 CFS per 1,000 persons per year. Lower ratios typically suggest a well-managed approach to CFS. Although the value of 600 CFS/person/year indicates that SPD call volume is managed effectively, additional steps can be taken to triage the calls more efficiently, which would likely result in a decrease in the volume of CFS to which officers respond.

TABLE 2: SPD Calls for Service by Category

Category	Police-initiated			Other-initiated			Total Calls
	Calls	Units per Call	Minutes	Calls	Units per Call	Minutes	
Accidents	165	1.8	80.7	1,747	2.1	77.8	1,912
Alarm	204	2.4	19.4	2,524	2.3	18.8	2,728
Assist other agency	187	1.3	26.3	2,045	1.7	27.2	2,232
Check/investigation	308	1.5	28.8	2,267	1.8	28.5	2,575
Crime—persons	90	2.2	107.7	1,139	3.1	75.5	1,229
Crime—property	156	1.9	82.0	1,587	2.3	86.2	1,743
Disturbance	54	2.4	45.8	2,691	2.4	20.8	2,745
Miscellaneous	297	1.6	35.1	2,314	1.8	34.2	2,611
Ordinance enforcement	34	1.5	42.4	269	1.6	31.6	303
Parking enforcement	234	1.1	25.7	1,332	1.2	19.8	1,566
Prisoner—arrest	456	1.8	115.1	175	2.1	119.1	631
Prisoner—transport	67	1.3	105.4	141	1.5	104.4	208
Suspicious person/vehicle	533	1.7	19.2	4,099	2.2	19.7	4,632
Traffic service	12,179	1.0	11.5	1,418	1.4	18.1	13,597
Total	14,964	1.1	18.9	23,748	2.1	35.3	38,712

Note: We removed three calls with inaccurate busy times. The information is limited to calls and excludes all events that show zero time on scene. A unit's occupied time is measured as the time from when the call was received until the unit 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.

ICMA's experience indicates that without effective management, the 911 system can become a catch-all for community demands. Being open 24 hours a day, 365 days each year, 911 is often the "go-to" resource for community concerns. If not properly managed, this can result in the misuse or ineffective deployment of valuable police resources. The data indicate that the SPD is screening calls to limit police response. Therefore, while it appears that CFS are being managed appropriately, perhaps the SPD should take a closer look at the calls actually being dispatched to see if they can be screened even more aggressively. Several recommendations will be offered to manage this call volume more effectively and make better use of available patrol resources to meet service demands more efficiently.

Overall, the demand management of CFS in Skokie can be evaluated to reduce CFS volume, triage CFS more effectively, and reduce police response to nonpolice CFS. The quantity and quality of calls for service can be examined for enormous potential for operational efficiencies. Certain types of calls—burglar alarms, traffic crashes-property damage only, other-agency assists, and miscellaneous CFS—do not necessarily require the response of a sworn police officer. Combined,

these four CFS categories account for almost 25 percent of all CFS in Skokie. The bottom line here is that a substantial number of CFS dispatches to officers in the SPD could be eliminated.

In other communities, departments have been very effective at identifying CFS that can be shifted away from a direct police response to another service or eliminated altogether. In order to properly identify these categories of calls, however, the department must undertake a deliberate process. The command staff should create a committee to explore this issue and determine what and how CFS get processed and dispatched. The overall goal of this committee should be to minimize unnecessary CFS while still maintaining a high level of customer service.

In addition to the CFS committee, the department should consider adopting a differential police response program. The department website features a list of incidents for which the public can prepare a report online and without the response of an officer. Inspection of the website reveals a professional and well-designed portal for the community to use. This is a positive approach to reducing CFS volume and the SPD should be commended for this effort, but it does not appear to alleviate the CFS demand on patrol officers.

In addition to the web-based reporting, the SPD could consider staffing a telephone response program to various categories of CFS. The telephone response or differential response function could deal with past crimes and routine inquiries to the SPD, thus eliminating the response of a sworn officer. Nonemergency calls, such as past crimes, minor property damage, and harassment (all of the categories of web-based reporting options) can be handled by this program. Instead of dispatching an officer to these types of calls, the information is deferred (delayed) until a unit becomes available to respond to the call. Dispatchers can record reports for certain categories of nonemergency incidents over the telephone. This process could divert nonemergency calls from the patrol units, and thus provide officers with more time to engage in proactive and directed patrols or traffic enforcement duties.

Recommendation:

- The command staff should create a committee to review the department's response protocols for nonemergency calls and should consider and implement alternatives for handling certain types of calls, including such methods as greater use of CSOs, telephone reporting, and Web reporting.

Time Spent on Calls

Further examination of various elements of CFS and patrol response data prompts further discussion. The data analysis section of this report provides a wealth of information about SPD service demand, workload, and deployment. This section of the report is meant to highlight the effective use of patrol resources in Skokie. The data analysis should be referenced for a more detailed discussion and description of the methodology employed.

Two key pieces of information need to be highlighted to demonstrate the effective use of patrol resources in Skokie. Service time and units per call are important variables to examine in order to determine the effectiveness of the patrol response. Taken together these statistics provide an excellent lens through which to view the efficiency of patrol operations.

As shown in Table 2, SPD patrol units on average take 35.3 minutes to handle a call for service from the public, and an average of 18.1 minutes when the officer initiates the CFS. A unit's occupied time is measured as the time from when the call was received until the unit becomes available. This figure is slightly higher than the average occupied of about 30 minutes for a CFS, based on our experience.⁷

Also, the SPD dispatches an average of 2.1 officers per "other-initiated" CFS. The number of officers dispatched (like occupied time) varies by category of call. In general, prisoner transports, crimes in progress, alarms, and disturbances require more officers to be assigned, and traffic-related CFS would likely have fewer officers assigned. The data in Table 2 also confirm these assumptions and indicate that SPD officers are assigned appropriately in that regard. More revealing, however, is that the SPD assigns a high number of officers to the average CFS. The benchmark in this area is approximately 1.6 officers per CFS. With an average of 2.1 officers per CFS, the SPD assigns approximately 25 percent more officers to the average CFS than the benchmark developed by ICMA.

In order to evaluate effectiveness in this area, ICMA employs a benchmark of 60 unit-minutes for the average "other-initiated" CFS. In this case the SPD average service time per CFS is 35.3 minutes, and there is an average of 2.1 units per CFS. The combination of service minutes times average number of units assigned equals 74.1 unit-minutes ($35.3 \times 2.1 = 74.1$). This is 23.6 percent higher than the expected service benchmark of 60 unit-minutes. The variables that drive CFS completion time are numerous and beyond the scope of this analysis. However, the data suggest that the SPD must take a hard look at the factors driving the relatively high completion time.

To put these statistics into perspective, in Skokie during the 12-month period of CFS observation, the SPD average time per call to an "other-initiated" call for service was 35.3 minutes, with an average of 2.1 officers per call. To handle 23,748 other-initiated calls for service, the SPD employed 29,341 police hours ($35.3 \text{ min} \times 2.1 \text{ officers} \times 23,748 / 60 \text{ min} = 29,341 \text{ police officer-hours}$). This contrasts with the number of hours that would be employed using the average values from previous ICMA research. With a benchmark of 1.6 police officers per call, and 30 minutes per call, it would take 18,998 hours to handle 23,748 calls ($30 \text{ min} \times 1.6 \text{ officers} \times 23,748 \text{ CFS} / 60 \text{ min} = 18,998 \text{ police officer-hours}$). Therefore, in the average community studied by ICMA, it would require 35.3 percent fewer police officer hours to handle 23,748 calls than is the experience in Skokie ($29,341 - 18,998 / 29,341 = -35.3 \text{ percent}$).

Once again, the factors associated with the number of officers required to handle a CFS and the amount of time spent on each call for service are well beyond the scope of this report. However, patrol commanders and supervisors should more closely inspect the response to CFS and seek ways to improve efficiencies noted above. For example, in the SPD it takes more than an hour (77.8 minutes) to handle the average traffic accident (an accident where the response is probably not necessary), and more than an hour to handle the average response to a "crime-person" CFS. Clearly, these categories of calls, and several others, require closer inspection with an eye towards eliminating unnecessary delays in handling calls.

⁷ ICMA considers 30 minutes to be a benchmark of police departments to handle CFS. This figure is derived from data analyses of police agencies similar to the SPD.

Pulling all these variables together gives support to the conclusion that the patrol officers handling calls for service dedicate more time than expected to handle these calls. The reasons driving extended CFS service time could be numerous and a thorough examination of the CFS handling process should be undertaken. Eliminating calls for service in some categories and improving service times could lower demand for police services and, therefore, reduce the number of police officer-hours required to handle these calls.

Patrol Deployment

Uniformed patrol is considered the backbone of policing in the United States. Bureau of Justice Statistics indicate that more than 95 percent of U. S. police departments in the same size category as the SPD provide uniformed patrol. Officers assigned to this important function are the members of the department most visible to the public and occupy the largest share of resources committed by the department. Proper allocation of these resources is critical in order to have officers available to respond to calls for service and provide numerous law enforcement services to the public.

Although some police administrators suggest that there are national standards for the number of patrol officers per thousand people, no such standards exist. The International Association of Chiefs of Police (IACP) states that ready-made, universally applicable patrol staffing standards do not exist. Furthermore, ratios such as officers-per-thousand population are inappropriate data to use as the basis for staffing decisions.

Staffing decisions, particularly in patrol, must be based on actual workload. Only after the actual workload is analyzed can a determination be made as to the amount of discretionary patrol time that should exist, consistent with the community's ability to fund it. To understand actual workload (the time required to complete certain activities) it is critical to review in detail the total reported events, separated into different categories such as directed patrol, administrative tasks, officer-initiated activities, and citizen-initiated activities. This analysis allows identification of activities that are really "calls" from those activities that are other events.

Understanding the difference between the various types of police department events and the staffing implications is critical to determining actual deployment needs. This requires looking at the total deployed hours of the police department with a comparison to the time being spent currently to provide services.

Rule of 60 – Part 1

In general, a "Rule of 60" can be applied to evaluate patrol staffing. This rule has two parts. The first part states that 60 percent of the sworn officers in a department should be dedicated to the patrol function (patrol staffing) and the second part states that no more than 60 percent of their time should be committed to calls for service. This commitment of 60 percent of their time is referred to as the patrol saturation index.

The Rule of 60 is not a hard-and-fast rule, but rather a starting point for discussion on patrol deployment. Resource allocation decisions must be made from a policy and/or managerial perspective through which costs and benefits of competing demands are considered. The patrol

saturation index indicates the percentage of time dedicated by police officers to public demands for service and administrative duties related to their jobs. Effective patrol deployment would exist at amounts where the saturation index was less than 60.

This Rule of 60 for patrol deployment does not mean the remaining 40 percent of time is downtime or break time. It is a reflection of the extent that patrol officer time is saturated by calls for service. The time when police personnel are not responding to calls should be committed to management-directed operations. This is a more focused use of time and can include supervised allocation of patrol officer activities toward proactive enforcement, crime prevention, community policing, and citizen safety initiatives. It will also provide ready and available resources in the event of a large-scale emergency.

From an organizational standpoint, it is important to have uniformed patrol resources available at all times of the day to deal with issues such as proactive enforcement, community policing, and emergency response. Patrol is generally the most visible and available resource in policing, and the ability to harness this resource is critical for successful operations.

From an officer's standpoint, once a certain level of CFS activity is reached, the officer's focus shifts to a CFS-based reactionary mode. Once a threshold is reached, the patrol officer's mindset begins to shift from one that looks for ways to deal with crime and quality-of-life conditions in the community to one that continually prepares for the next call for service. After a point of CFS saturation, officers cease proactive policing and engage in a reactionary style of policing. The outlook becomes "Why act proactively when my actions are only going to be interrupted by a call for service?" Uncommitted time is spent waiting for the next call. The saturation threshold is generally considered to be 60 percent.

The ICMA data analysis at the end of this report provides a rich overview of CFS and staffing demands experienced by the SPD. The analysis here looks specifically at patrol deployment and maximizing the personnel resources of the SPD to meet CFS demands and engage in proactive policing to combat crime, disorder, and traffic issues in the community.

According to the SPD Organizational Chart the patrol function is staffed by three commanders, nine sergeants, and 61 police officers, for a total of 73 sworn officers assigned to the patrol. These 73 officers represent 67.6 percent of the 108 sworn officers in the SPD. Adding the four traffic officers to this patrol staff brings this percentage to 71.3. This indicates a higher percentage of officers assigned to patrol than desired.

Rule of 60 – Part 2

The second part of the Rule of 60 examines workload and discretionary time and suggests that no more than 60 percent of total patrol time should be committed to calls for service. In other words, ICMA suggests that no more than 60 percent of available patrol officer time be spent responding to the service demands of the community. The remaining 40 percent of the time is the discretionary time for officers to be available to address community problems and be available for serious emergencies. This Rule of 60 for patrol deployment does not mean the remaining 40 percent of time is downtime or break time. It is simply a reflection of the point at which patrol officer time is saturated by CFS.

This ratio of dedicated time compared to discretionary time is referred to as the saturation index (SI). It is ICMA's contention that patrol staffing is optimally deployed when the SI is less than 60 percent. An SI greater than 60 percent indicates that the patrol manpower is largely reactive, and overburdened with CFS and workload demands. An SI of somewhat less than 60 percent indicates that patrol manpower is optimally staffed. SI levels much lower than 60 percent, however, indicate patrol resources that are underutilized and signal an opportunity for a reduction in patrol resources or reallocation of police personnel.

Departments must be cautious in interpreting the SI too narrowly. For example, one should not conclude that SI can never exceed 60 percent at any time during the day, or that in any given hour no more than 60 percent of any officer's time be committed to CFS. The SI at 60 percent is intended to be a benchmark to evaluate service demands on patrol staffing. If SI levels are near or exceed 60 percent for substantial periods of a given shift, or at isolated and specific times during the day, decisions should be made to reallocate or realign personnel to reduce the SI to levels below 60. Lastly, this is not a hard-and-fast rule, but a benchmark to be used in evaluating staffing decisions.

The ICMA data analysis in the second part of this report provides a rich overview of CFS and staffing demands experienced by the SPD. The analysis here looks specifically at patrol deployment and how to maximize the personnel resources of the SPD to meet the demands of calls for service while also engaging in proactive policing to combat crime, disorder, and traffic issues in the community.

The eight figures that follow represent the personnel staffing and demand during weekdays and weekends during two months studied in-depth, one in winter and one in summer 2012. Examination of these figures permits exploration of the second part of the Rule of 60. Again, the Rule of 60 examines the relationship between total work and total patrol, and to comply with this rule, total work should be less than 60 percent of total patrol.

The figures graphically represent the workload and saturation index (SI) of patrol resources in the SPD during February and August, 2012. The amount of available patrol resources is denoted by the dashed green line at the top of Figures 3, 5, 7, and 9. The 100 percent value indicates the total police officer hours available during the 24-hour period. This amount varies during the day consistent with the staffing of the shifts, but at any given hour the total amount of available manpower will equal 100 percent. The red dashed line fixed at the 60 percent level represents the upper level of the saturation index. This is the point at which patrol resources become largely reactive as CFS and workload demands consume a large portion of available resources.

It is ICMA's contention that patrol staffing is deployed optimally when the SI is in the 60 percent range. An SI greater than 60 percent indicates that the patrol manpower is largely reactive and overburdened with CFS and workload demands. An SI of approximately 60 percent indicates that patrol manpower is staffed optimally. SI levels much lower than 60 percent, however, indicate underutilized patrol deployment and opportunities for a reduction in patrol resources or reallocation of police personnel.

Departments must be cautious in interpreting the SI too narrowly. One should not conclude that the SI can never exceed 60 percent at any time during the day or that in any given hour no more than

60 percent of any officer's time be committed to calls for service. The SI at 60 percent is intended to be a benchmark to evaluate service demands on patrol staffing. When SI levels exceed 60 percent for substantial periods of a given shift or at isolated and specific times during the day, decisions should be made to reallocate or realign personnel to reduce the SI to levels below 60. (The data analysis section of this report goes into great detail of the exact elements of this information).

Examination of Figures 3, 5, 7, and 9 permits exploration of the second prong of the Rule of 60. Again, the Rule of 60 examines the relationship between total work and total patrol, and to comply with this rule, total work should be less than 60 percent of total patrol. The black line represents the total combination of activities, including out-of-service time—which could be for administrative duties related to CFS and personal time—and all other activities related to service provision. This black line also includes time spent on police-initiated calls for service, which can include traffic stops and calls for service received directly by the officer on patrol.

These various activities are represented cumulatively on the graph so each activity adds to the other. The total workload is arrived at by combining other-initiated, officer-initiated, out-of-service, and directed patrol times. Keep in mind that the black line does not represent just workload; it is the percentage of workload related to the amount of available manpower. So at any given hour of the day during these two representative months, workload is compared to available manpower and the result is the patrol saturation index. Total available manpower is represented by the dotted green line at the top of the figure and the 60 percent benchmark is the red dotted line in the middle.

In order to evaluate patrol staffing, the second prong of the Rule of 60 can be applied here. In this case, the most effective use of patrol resources occurs when officers are not committed to CFS activities greater than 60 percent of total available time. Examination of the data presented in the four figures indicates that ideal patrol in Skokie may not be staffed consistently throughout the day in both months. Even though average daily patrol saturation is below the 60 percent threshold, there are lengthy periods of the day during which the saturation index exceeds or stays above the 60 percent threshold.

Figures 2 and 3 present the workload demands and SI for weekdays in February 2012. Looking at Figure 2 (deployment and main workload), it appears that a large portion of the committed time involves “out-of-service” work. Throughout the day a bulk of the workload in Skokie is dedicated to “out of service” time. This could be driven by a number of factors, including paperwork completion, arrest processing, personal necessity, etc. However, it appears that this area occupies a substantial part of the workload and factors into the SI and also the supply of officers to handle other CFS.

Furthermore, as Figure 3 indicates, the SI exceeds the 60 percent threshold during a large part of the day. From about 8:00 a.m. until about 8:00 p.m. the patrol function in Skokie exceeds the saturation threshold. This is a situation that signals that patrol is under stress due to the workload and is likely reactive in nature. The SI ranges from a low of approximately 15 percent at 5:30 a.m. to a high of 70 percent at 6:30 p.m., with a daily average of 47 percent.

FIGURE 2: Deployment and Main Workload, Weekdays, February 2012

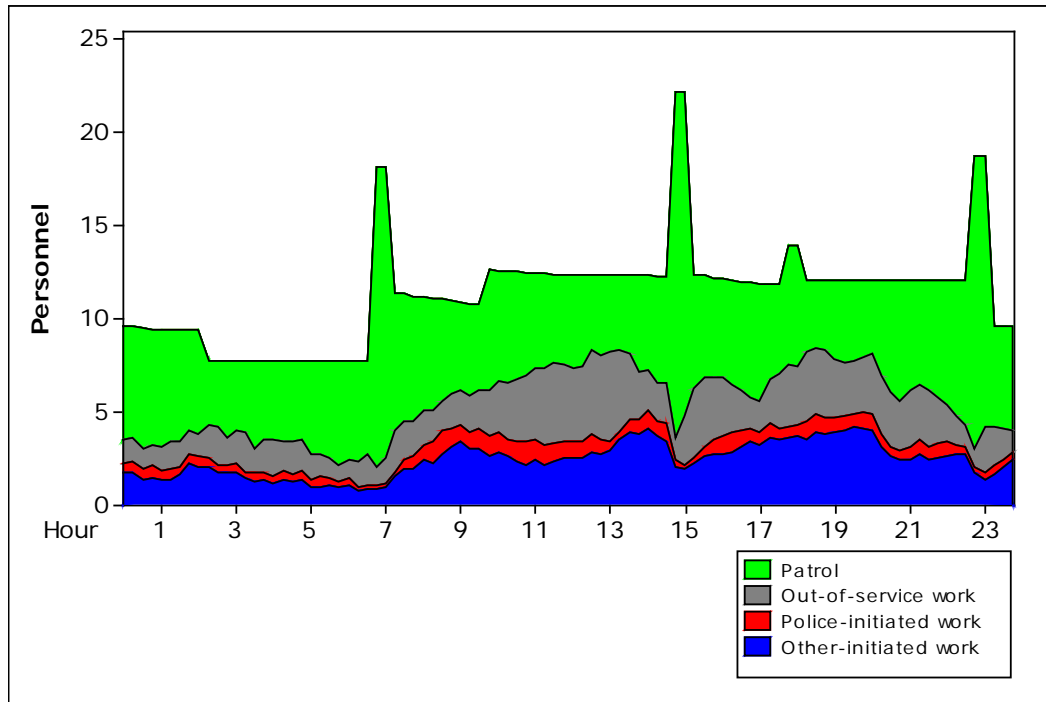
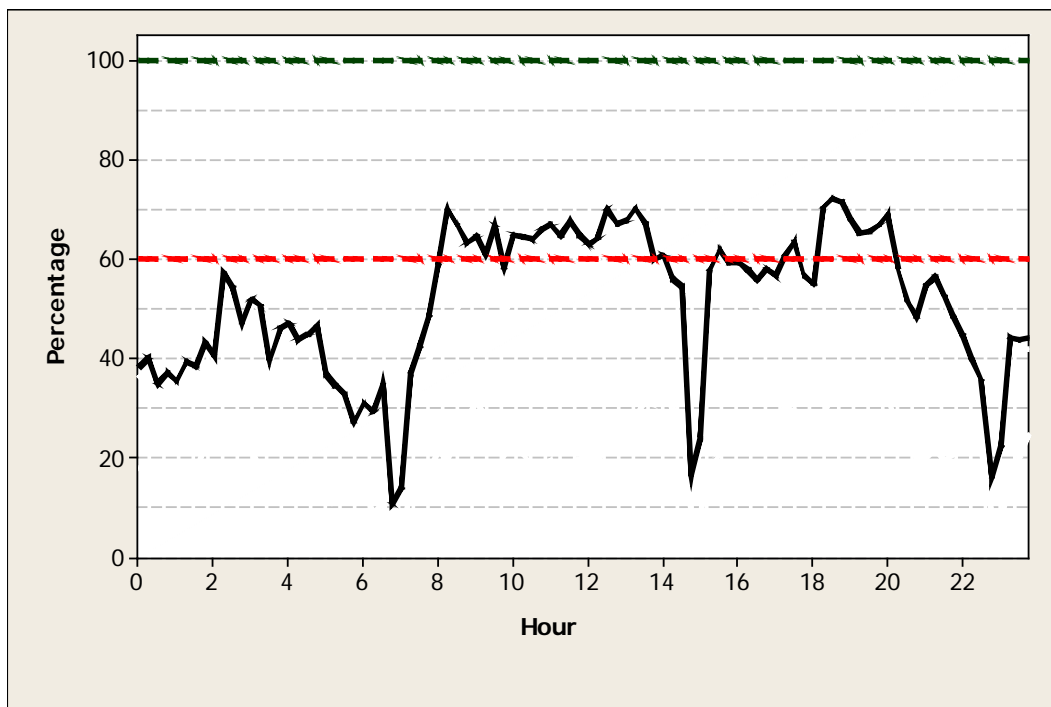


FIGURE 3: Patrol Saturation Index, Weekdays, February 2012



Workload vs. Deployment, February 2012, Weekdays:

Average workload:	5.4 officers per hour
Average % deployed (SI):	47%
Peak SI:	70%
Peak SI time:	6:30 p.m.

Figures 4 and 5 present the same information for weekends in February 2012. Here a similar pattern holds. There is a large body of out-of-service work as well as a high saturation index. As Figure 5 indicates, the SI exceeds 60 percent between 10:30 a.m. and 8:00 p.m. and then returns below the threshold for the remainder of the day. The SI ranges from a low of approximately 5 percent at 6:30 a.m. to high of 73 percent at 7:00 p.m., with a daily average of 45 percent.

FIGURE 4: Deployment and Main Workload, Weekends, February 2012

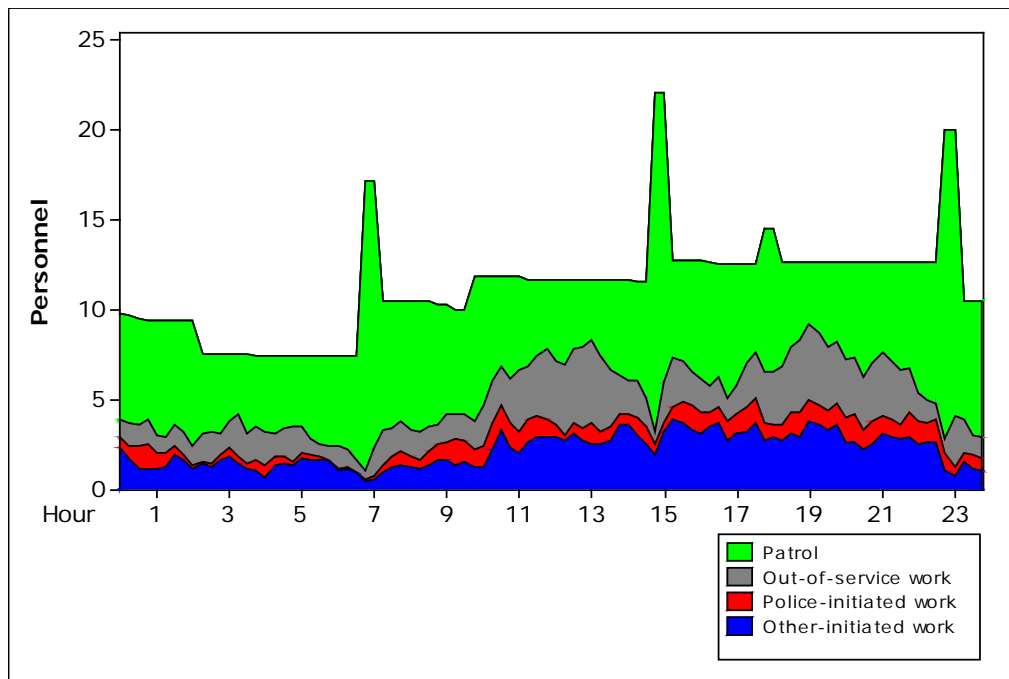
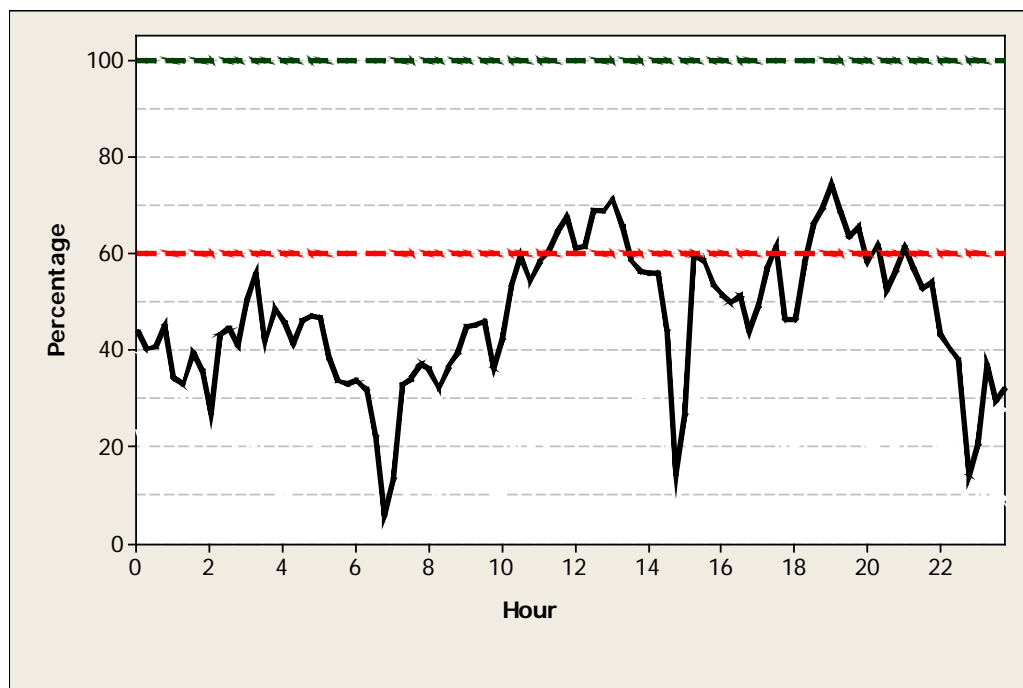


FIGURE 5: Patrol Saturation Index, Weekends, February 2012



Workload vs. Deployment, February 2012, Weekends:

Average workload: 5.0 officers per hour
 Average % deployed (SI): 45%
 Peak SI: 73%
 Peak SI time: 7:00 p.m.

Figures 6 and 7 present workload and SI for weekdays in August 2012. Here again, out-of-service time contributes greatly to overall workload demands. Also, the SI exceeds 60 percent for most of the day between 8:00 a.m. until 9:00 p.m. and then returns below the threshold for the remainder of the day. During these peak hours the SI is in the 70 to 80 percent range, indicating a reactive patrol function. The SI ranges from a low of approximately 10 percent at 6:30 a.m. to high of 74 percent at 12:45 p.m., with a daily average of 50 percent.

FIGURE 6: Deployment and Main Workload, Weekdays, August 2012

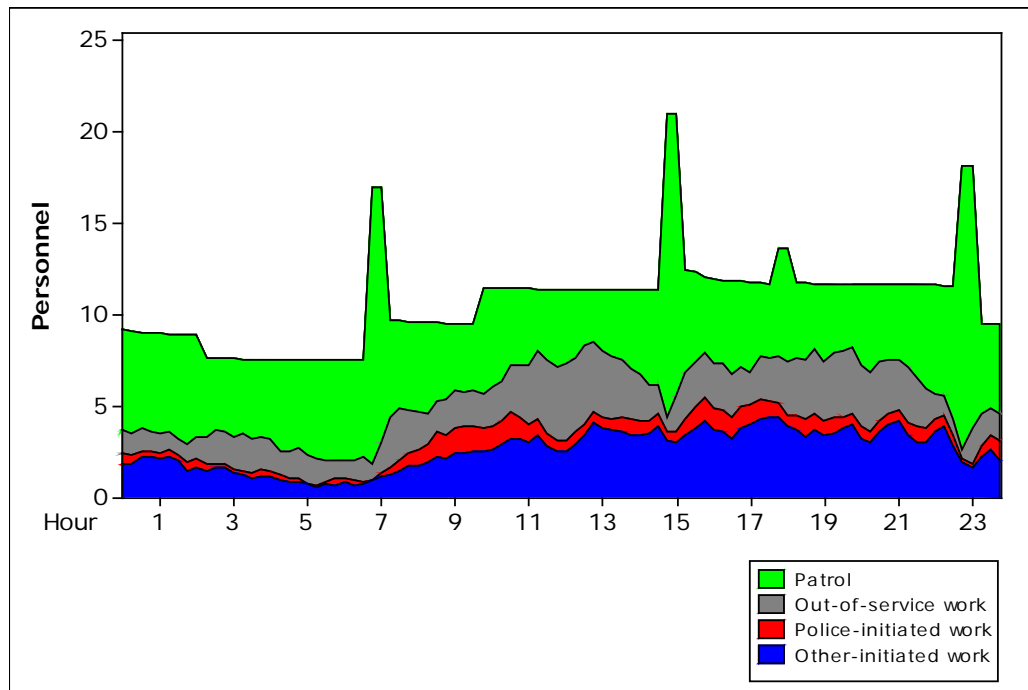
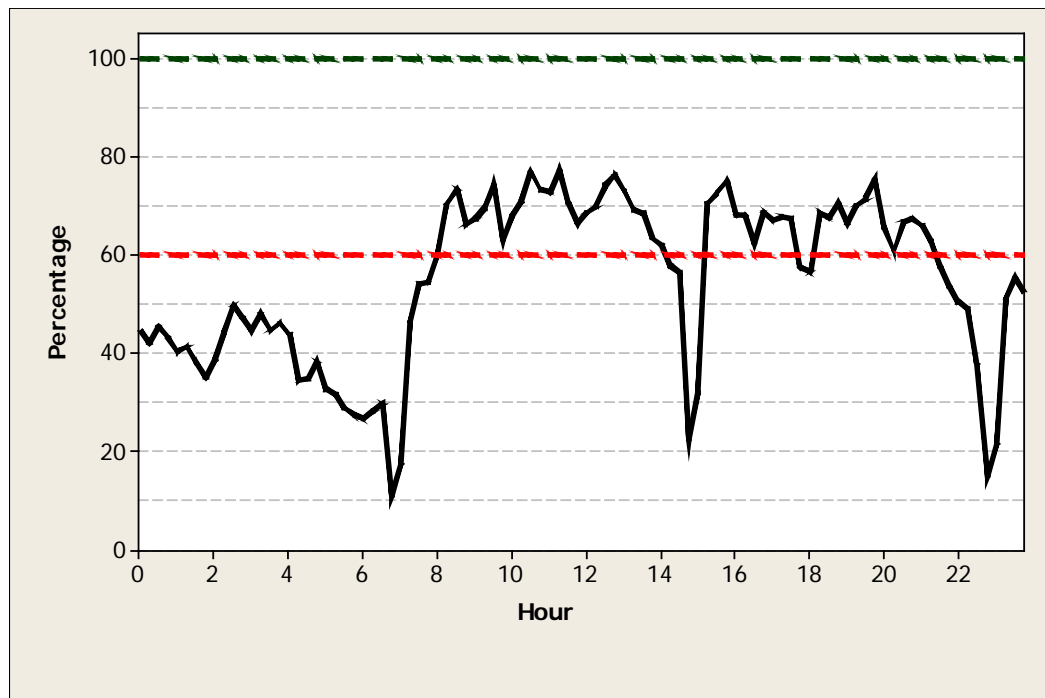


FIGURE 7: Patrol Saturation Index, Weekdays, August 2012



Workload vs. Deployment, August 2012, Weekdays:

Average workload: 5.4 officers per hour
Average % deployed (SI): 50%
Peak SI: 74%
Peak SI time: 12:45 p.m.

Figures 8 and 9 present the same information for weekends in August 2012; the same patterns emerge. The out-of-service workload is high and the SI exceeds the 60 percent threshold several times during the day. The SI ranges from a low of approximately 10 percent at 6:30 a.m. to a high of 71 percent at 12:00 p.m., with a daily average of 47 percent.

FIGURE 8: Deployment and Main Workload, Weekends, August 2012

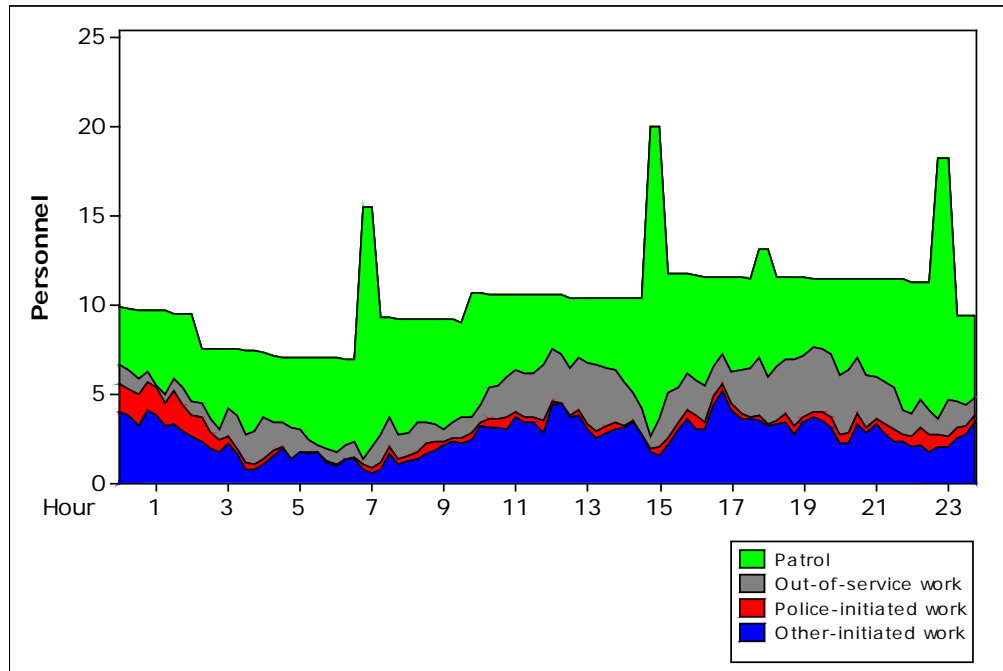
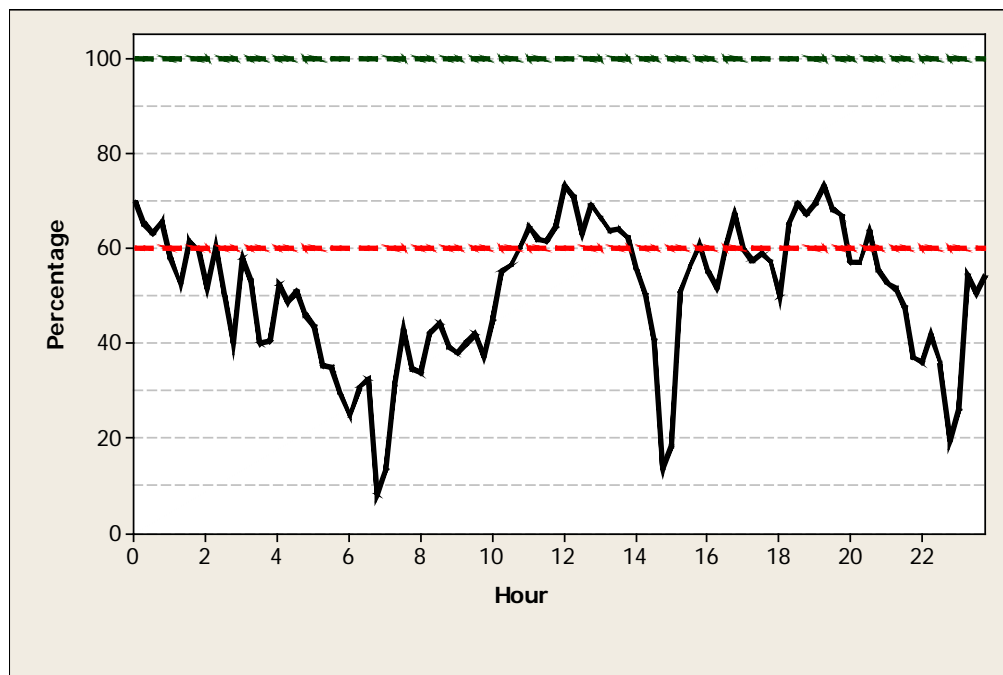


FIGURE 9: Patrol Saturation Index, Weekends, August 2012



Workload vs. Deployment, August 2012, Weekends:

Average workload: 4.9 officers per hour
 Average % deployed (SI): 47%
 Peak SI: 71%
 Peak SI time: 12:00 p.m.

Meeting Demand

Taking into consideration the demand for police services in Skokie and the concept of the saturation index, appropriate levels of patrol staffing can be determined. From the information presented in Figures 2 through 9, it is clear that the patrol function in Skokie is under stress. Two of the three shifts experience saturation index levels greater than the desired threshold. These shifts are staffed with the highest number of personnel; therefore, it is safe to presume that the perception of workload stress pervades the entire patrol function. Furthermore, this indicates that the posture of the patrol force is reactive, or at least struggles to perform proactive patrol in an overly reactive system.

One of the most important roles of the police is to respond to calls for service from the community. ICMA contends that the SPD is straining to meet this demand. The saturation index reported for the SPD indicates that the patrol function is overburdened and struggles to meet the demand for its services. The solution to this problem can be achieved in one of three ways. First, the SPD can reduce demand through a more aggressive triage of incoming CFS. Second, the SPD could examine the amount of time dedicated to handling CFS, the amount of administrative time expended, and the number of officers assigned to CFS. Lastly, the SPD can add more officers to patrol. Applying pressure to each one of these three “levers” would be a step in the right direction and would provide more resources during the times when they are needed most, addressing the CFS that are most appropriate for a police response.

Addressing any one of the three areas alone is a less than optimal approach and ICMA recommends that all measures be addressed successively. First, the issue of triaging demand and reducing nonpolice-related CFS should be addressed. Establishing a committee to explore this issue rigorously to identify categories of CFS that can be reduced, or potentially eliminated, should be the first step. It is understood the SPD already does a good job triaging calls. Perhaps the policies governing this effort can be revisited and the department can become even more aggressive at eliminating unnecessary service demands. This would provide immediate relief to the demand placed on patrol resources.

Workload and Staffing

The optimal level of patrol staffing will lead to the modeling of patrol schedules and act as the foundation for the staffing of the entire department.

The SPD has a unique patrol schedule. The department has a system of three Watches, with Watch I working from 10:45 p.m. until 7:15 a.m., Watch II working from 6:45 a.m. until 3:15 p.m., and Watch III working from 2:45 p.m. until 11:15 p.m. Watch I has one commander, three sergeants, and eight officers assigned permanently. Watch II has one commander, three sergeants, and seventeen officers assigned permanently. Watch III has one commander, three sergeants, and eighteen officers assigned permanently, with one officer vacancy. In addition to the permanent assignments, there are three groups (D, E, F) of seven officers each that rotate Watch assignments every two months.

The SPD does not rely on a fixed rotation of days off, but rather has a month-by-month selection of days off for each officer. By the 5th day of each month officers are required to submit their requests for nine days off for the following month. In consultation with the Watch commander and squad sergeants, and considering the needs of the department, days off for the upcoming month are then assigned. Officers are given the opportunity to identify high-priority days. The SPD sets minimum manning levels for each Watch. Watch I minimum is seven officers, Watch II is eleven officers, and Watch III is twelve officers. These minimum staffing levels are identified through an annual assessment of the allocation of personnel assigned to field operations. In order to maintain a minimum staffing of 7, 11, and 12 to the three Watches, the SPD assigns 14, 23, and 24 officers to Watch I, II, and III, respectively.

ICMA commends the SPD for the rigorous examination and assessment of staffing and workload. The approach taken in the department's 2012 "Field Allocation of Personnel" report uses a fairly sophisticated method of modeling workload with available staff. The conclusion drawn in that report is that the patrol function in the SPD is understaffed. The ICMA method of determining workload and staffing is somewhat different. ICMA relies on information drawn directly from the CAD system and compares data with the actual number of officers assigned each day. Nonetheless, as the following discussion will demonstrate, it is also our conclusion that the patrol function in Skokie is understaffed. Furthermore, the determination of the number of officers by which patrol is understaffed from both approaches is very similar. This gives validity to each method as a means of identifying appropriate staffing and strengthens the overall conclusions in this report.

Table 3 shows the demand for police services in terms of total workload during weekends and weekdays in February and August, 2012. These workload demands are listed in the left portion of the table and are presented for each hour of the day. For example, at midnight during the week in February, total workload demand for police service in Skokie was 3.64 police-hours. In other words, through citizen-initiated CFS, self-initiated activities by SPD officers, and out-of-service requirements, 3.64 hours of time were expended at that hour. Inspection of the table indicates that demand for services, or total workload, decreases as the night progresses, hitting a low point around 6:00 a.m., and then increases throughout the day until about 8:00 p.m. The next three columns represent workload demands for weekends in February and weekdays and weekends in August. Hour-by-hour workload patterns are slightly different on weekends and in August, but the general pattern appears in each column.

To staff appropriately, ICMA recommends looking at peak workload at each individual hour during the day, regardless of whether it is experienced in winter or summer. The "Peak" column represents the highest workload observed during that hour in any one of the four periods (weekends/weekdays in February/August). Looking at the 12:00 a.m. hour, the peak workload was 6.89 police-hours on weekends in August. The "peak workload" column, therefore, is constructed by selecting the highest workload figure from the preceding four columns for each hour of the 24-hour day.

The last column in Table 3, "Required Staff for 60% SI Peak," represents the number of police officers required to maintain staffing levels at the 60 percent saturation index for that given hour. Thus, for the 12:00 a.m. hour, with 6.89 hours of peak workload, 11.5 police officers are required to meet that workload while maintaining the 60 percent saturation threshold ($6.89/60\% = 11.5$). The

same calculation is made for each hour and the result is the number of police officers that are required to be available to meet peak workload and maintain the 60 percent saturation threshold every hour of the 24-hour day.

TABLE 3: Peak Workload Staffing

Time	Workload				Peak	Required Staff for 60% SI Peak
	February		August			
	Weekday	Weekend	Weekday	Weekend		
12 AM	3.64	4.28	4.09	6.89	6.89	12
1 AM	3.29	3.19	3.62	5.57	5.57	10
2 AM	3.77	2.51	3.41	4.90	4.90	9
3 AM	3.98	3.76	3.36	4.33	4.33	8
4 AM	3.61	3.37	3.26	3.78	3.78	7
5 AM	2.82	3.43	2.41	3.04	3.04	7
6 AM	2.38	2.47	1.99	1.73	2.47	5
7 AM	2.49	2.27	2.94	2.06	2.94	5
8 AM	6.55	3.76	5.72	3.08	6.55	11
9 AM	6.95	4.60	6.40	3.46	6.95	12
10 AM	8.09	5.02	7.72	4.78	8.09	14
11 AM	8.32	6.91	8.29	6.76	8.32	14
12 PM	7.77	7.09	7.79	7.67	7.79	13
1 PM	8.33	8.26	8.29	6.90	8.33	14
2 PM	7.46	6.49	7.02	5.75	7.46	13
3 PM	5.30	5.93	6.71	3.67	6.71	12
4 PM	7.21	6.56	8.11	6.36	8.11	14
5 PM	6.69	6.11	7.87	6.88	7.87	14
6 PM	7.66	6.72	7.68	6.53	7.68	13
7 PM	8.12	9.37	7.74	7.97	9.37	16
8 PM	8.28	7.34	7.63	6.48	8.28	14
9 PM	6.54	7.72	7.65	6.00	7.72	13
10 PM	5.36	5.43	5.83	4.03	5.83	10
11 PM	4.18	4.11	3.90	4.75	4.75	8

The challenge of managing patrol operations is to ensure that sufficient resources are available to meet demand through appropriate staffing and scheduling. The SPD employs three 8-hour shifts with variable personnel assignments during these three 8-hour blocks. The fixed nature of the staffing within these 8-hour blocks, combined with the variable nature of workload demands, will naturally create periods of personnel surplus and shortage throughout the day. The goal is to minimize these surpluses and shortages and create a work schedule that reduces the variance between demand and supply.

Table 4 presents a comparison between the number of officers needed, based upon the data from Table 3, current staffing in the SPD, and recommended staffing that minimizes the variability and workload demands currently being experienced.

In an ideal world, the SPD would be able to carve out exactly the number of people working at the precise hour to meet both supply and demand. Unfortunately, the rigid nature of the deployment schedule makes this impossible. Thus, the perfect state can only be approximated by creating the “best fit” of patrol staffing and workload demand. The best fit occurs when the variation between workload demand and police officer supply is the lowest. This best fit is created by modeling or manipulating combinations of officers and 8-hour blocks to reduce the variance between supply and demand to its lowest possible level.

Table 4 shows in a visual fashion the culmination of these factors working together. On the left side of the table, the “Time” column shows the hours of the 24-hour day. The “Needed” columns represent the number of police officers needed in that given hour to meet the 60 percent SI threshold. The “Current” column represents the current staffing on patrol in the SPD, and the “proposed” column represents recommended staffing. Finally, the “Deviation” column represents the difference between the number of officers staffed and the number of officers required. Where the deviation is negative, there are fewer officers assigned than needed to meet the 60 percent SI threshold; where the number is positive there are more officers assigned than required.

TABLE 4: Staffing Deviation

Time	Needed	Current	Deviation	Needed	Proposed	Deviation
12 AM	12	10	-2	12	10	-2
1 AM	10	9	-1	10	9	-1
2 AM	9	9	0	9	9	0
3 AM	8	8	0	8	8	0
4 AM	7	8	1	7	8	1
5 AM	6	7	1	6	7	1
6 AM	5	7	2	5	7	2
7 AM	5	10	5	5	10	5
8 AM	11	10	-1	11	12	1
9 AM	12	10	-2	12	12	0
10 AM	14	12	-2	14	12	-2
11 AM	14	12	-2	14	12	-2
12 PM	13	12	-1	13	12	-1
1 PM	14	12	-2	14	12	-2
2 PM	13	12	-1	13	12	-1
3 PM	12	12	0	12	12	0
4 PM	14	12	-2	14	13	-1
5 PM	14	12	-2	14	13	-1
6 PM	13	14	1	13	13	0
7 PM	16	12	-4	16	13	-3
8 PM	14	12	-2	14	13	-1
9 PM	13	12	-1	13	13	0
10 PM	10	12	2	10	13	3
11 PM	8	12	4	8	13	5
Total Deviation			-9			1
Patrol Officer Surplus			-0.38			0.04
Surplus			-1			0
Variance			4.42			4.22

In a perfect system, the deviations would all be zeros and demand would be met perfectly by appropriate staffing. Since this is impossible to achieve, “best fit” is the desired state. Adding up the deviations over the 24-hour day results in the surplus/deficit of staff on patrol. The term “variance” is simply a calculation that portrays the amount of variability in the deviation between demand and supply, or workload and staffing. The best fit seeks to minimize the variability to the greatest extent possible. Large differences between workload and available staff would indicate a poor fit and this would be captured by the level of variance.

Taking all of these factors together permits a comparison of the current staffing with the proposed staffing. According to Table 4, the best fit results from having minimum shift assignments as

follows: Watch I – 7 (unchanged); Watch II – 12 (one additional officer), and Watch III- 13 (one additional officer). The current allocation indicates that there not enough officers assigned to meet the demand. The table shows a staffing deviation of -9 staffing, which translates into a -1 officer surplus, and a variance of 4.42. The “Proposed” column in the table adds one additional officer to the second and third Watch minimums, and holds constant the current Watch I deployment. The result of these changes creates a total deviation of +1, a zero officer surplus, and a variance of 4.22. Essentially, the combination provides a near perfect fit of officer deployment with workload demand.

Returning to the SPD patrol allocation plan will permit the calculation of total personnel required for patrol. In an average month officers are permitted nine days off. In a typical 30-day month, an officer would be expected to work 21 days (not including time off for training, sick, vacation, etc. Also, months with 31 days would result in 22 appearances). Therefore, an officer works the equivalent of 0.7 day each day of the month ($21/30 = 0.7$). However, just because an officer is scheduled to work does not mean the officer will be available for duty. Training, sick time, court, vacations, and a myriad of other responsibilities take personnel away from their primary patrol assignments. On a typical shift it is common for 25 percent of the officers assigned to not be available because of another, competing responsibility.⁸ If 0.7 of an officer is assigned each day to work, then realistically only 0.525 of an officer will actually be available for patrol work ($0.7 \times 75 \text{ percent} = 0.525$). Therefore, in order to have one officer actually on patrol the SPD would require 1.90 officers ($1/0.525$), or approximately two officers, for each required position. Based upon the staffing requirements determined above, the SPD needs to increase its minimum shift staffing by one officer on both the second and third Watches. This would result in four additional officers assigned to patrol. Based on our analysis and discussion here, Table 5 presents the patrol staffing needs in the SPD.

TABLE 5: Recommended Patrol Division Staffing

	Commander	Sergeant	Patrol Officer	Total
Watch I	1	3	15	19
Watch II	1	3	24	28
Watch III	1	3	27	31
Total	3	9	66	78

The end result of this analysis is that the SPD patrol operations should be staffed with 78 sworn personnel with 19 on Watch I, 28 on Watch II, and 31 on Watch III. These assignments are in addition to the CSOs recommended for each Watch.

⁸ The Police Executive Research Forum recognizes 75 percent as the appropriate factor for determining patrol availability staffing.

Revisiting the Rule of 60

Based upon the above discussion it is necessary to revisit both parts of the Rule of 60 to demonstrate the impact this staffing model will have on workload, and to determine the foundation for staffing the department.

Table 6 illustrates our workload analysis in reverse. Based upon an additional officer each staffed to Watches II and III, the peak workload demands and saturation index can be calculated. The column labeled “Staffed” represents the recommended staffing. The peak demand for each hour is taken from Table 3; the far-right column is the saturation index based upon these data.

According to this analysis, the average peak saturation is approximately 56.5 percent. During the 24-hour day, the 60 percent threshold is breeched during eleven of the hourly periods (highlighted). Application of the other “levers” identified above (reducing demand and number of officers per CFS), could reduce the SI even further. Also, considering that these values represent peak demand, this appears to be an appropriate deployment plan to meet workload demands in Skokie.

TABLE 6: Projected Saturation Index at Peak Demand

Time	Staffed	Peak Demand	Saturation Index
12 AM	10	6.89	68.9
1 AM	9	5.57	61.9
2 AM	9	4.90	54.4
3 AM	8	4.33	54.1
4 AM	8	3.78	47.3
5 AM	7	3.04	43.5
6 AM	7	2.47	35.3
7 AM	10	2.94	29.4
8 AM	12	6.55	54.6
9 AM	12	6.95	57.9
10 AM	12	8.09	67.4
11 AM	12	8.32	69.3
12 PM	12	7.79	64.9
1 PM	12	8.33	69.4
2 PM	12	7.46	62.2
3 PM	12	6.71	55.9
4 PM	13	8.11	62.4
5 PM	13	7.87	60.5
6 PM	13	7.68	59.1
7 PM	13	9.37	72.1
8 PM	13	8.28	63.7
9 PM	13	7.72	59.4
10 PM	13	5.83	44.8
11 PM	13	4.75	36.5
Average			56.5

The staffing figures presented in these tables are only for personnel in the rank of police officer. Supervision, management, and community service officers must be added to these personnel figures to apply the second part of the Rule of 60. The second part of the Rule of 60 suggests that 60 percent of the department should be in patrol operations. The patrol function in Skokie can be configured according to Table 6 to meet workload demands.

Based upon 78 officers assigned to patrol, and applying the second part of the Rule of 60, there should be approximately 122 sworn officers in the entire SPD. This is approximately 17 more sworn positions than current headcount, and at least four of these additional positions should be assigned to field operations on patrol.

Recommendations:

- Staff the patrol division with 78 sworn personnel assigned to patrol, and staff the Watches as recommended in this report in order to better match service demands with available personnel.
- Continue with the assignment of four officers to traffic.
- Track elapsed time on calls for service and the number of officers assigned to calls with a goal of reducing both to the greatest extent possible. Perform a detailed analysis of the variables associated with CFS completion time, with an eye toward streamlining officer duties and responsibilities at these incidents.
- Total agency size should be approximately 122 sworn officers

TABLE 7: Recommended Organization and Staffing of the SPD

	Chief	Assist. to the Chief	Deputy Chief	Commander	Sgt.	Police Officer	Civilian
Executive	1	1					2
Subtotal	1	1					2
Administrative Services			1				
Internal Affairs					1		
Crime Prevention / Community Relations					1	2	1
Training					1	1	1
MIS							1
ID/Prop.					1(civ)		1
Records					1(civ)		4
Communication				1(civ)	3(civ)		14
Fleet							1
Field Services Coordinator						1	
Part Time/Crossing Guards							37
Administrative Subtotal			1	1	8	4	60
Field Services			1		1		
Investigations				1	2	14**	4
Crime Analysis						1	
Special Ops-TMT				1*	1	4	
-Traffic					1	4	1
Patrol							
Watch I				1	3	15	2
Watch II				1	3	24	2
Watch III				1	3	27	2
Misc. + listed recruits						4	
Field Services Subtotal			1	5	14	93	11
Total Staff: 202	1	1	2	6	22	97	73
Total Sworn: 122	1		2	5	17	97	
*optional, but more direct oversight of Special Operations is required to ensure mission focus **Includes 4 SRO's/adds CSO's for greater administrative support							

TABLE 8: Suggested Position Changes, Either Added or Reassigned (Excluding Patrol)

Position	Sworn/Civilian	Added	Reassigned
Internal Affairs Sergeant	Sworn	X	
Administrative Station Sergeant	Sworn	X	
Training Sergeant*	Sworn		X
Crime Prev./Comm. Relations Sergeant	Sworn	X (unfreeze)	
Crime Analyst/Intelligence Officer	Sworn		X
Property/Evidence Custodian	Civilian	X	
Administrative Station Officer	Sworn		X
Records Supervisor	Civilian	X (unfreeze)	
Fleet Coordinator**	Civilian	X	
MIS (IT) Coordinator	Civilian	X	
CSOs (cross-train as call takers)***	Civilian	X	

*The training Sergeant position is currently folded in with the Community Relations/Crime Prevention Unit. These two supervisory functions should be divided

**An alternative would be to outsource this function to another city department (i.e. Public Works

***There is a need to relieve the Communications Supervisors of performing dispatch/call-taking functions. As an alternative to cross-training the CSOs (who should be trained as report takers in the field), two additional call takers should be hired for communications.

Summary

The Skokie Police Department is a well-run, highly dedicated organization. From top to bottom, employees display a commitment to providing the residents of Skokie with the highest level of safety and service. There is a concern that crime is rising and that there are not enough police officers to deal with this concern. Neither of these concerns is borne out by the data.

Crime does not appear to be rising in terms of aggregate numbers, but it does appear to be becoming more complex relative to past experience. In addition, the transition from a true suburb of Chicago to being part of the contiguous urban sprawl is having an impact on both the village and the department.

ICMA's data analysis suggests that the number of officers is slightly less than adequate, and the manner in which they are assigned and utilized needs to be more thoroughly reviewed. There are too many collateral duties spread throughout the department, which makes it challenging to concentrate on a specific task and raise it to the level of excellence.

There are a number of activities which, if not properly handled, could expose the department and the village to significant liability. These include, but are not limited to, background investigations, the internal affairs process, and the property room. Each of these areas requires a high level of expertise, which the current distribution of workload does not permit.

ICMA is suggesting the creation of several additional positions. However, most of these can be staffed by reassigning existing personnel, and removing the network of collateral duties. Also, the addition of CSOs rather than additional officers and the use of CSOs in handling reports and assisting with call-taking and custodial supervision should result in a net gain of patrol time for the department.

The department should undertake a long-term strategic planning process to determine specific goals and objectives for the next five years. It needs to incorporate immediate improvements in its data collection process (specifically the call coding system within CAD) so as to meaningfully inform its decision making.

It was a pleasure for the ICMA team to work with the members of the Skokie Police Department. Their level of professionalism and commitment along with the widely expressed commitment to organizational improvement bodes well for the citizens of the village of Skokie.

Appendix I: Data Analysis Report

Introduction

This is the data analysis on police patrol operations for Skokie, Illinois; data collection and analysis were 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.

The majority of the first section of the report, concluding with Table D8, uses call and activity data for the entire year, from January 1, 2012, to December 31, 2012. For the detailed workload analysis and the response-time analysis, we use two four-week sample periods. The first period is February 2012 (February 1 to February 28), or winter, and the second period is August 2012 (August 1 to August 28), or summer.

Workload Analysis

When we analyze a set of dispatch records, we go through a series of steps:

1. We first process the data to improve its accuracy. For example, we remove duplicate units recorded on a single event. In addition, we remove records that do not indicate an actual activity. We also remove incomplete data. This includes situations where there is not enough time information to evaluate the record.
2. 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." The regional CAD system did not contain a field that would allow us to distinguish self-initiated calls.
3. Then, we remove all records that do not involve a patrol unit to get a total number of patrol-related **events**.
4. At important points during our analysis, we focus on a smaller group of events designed to represent actual **calls** for service. This excludes events with no officer time spent on scene and out-of-service activities.

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.

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.

- A moderate number (4 percent or approximately 3,970) of events involving patrol units showed less than thirty seconds of time spent on scene. We call this zero time on scene. We assumed zero time on scene to account for a significant portion of calls canceled on route.
- The computer-aided dispatch system used approximately 110 different event descriptions, which we reduced to eighteen categories for our tables and nine categories for our figures, (as shown in the chart on the following page).

In the period from January 1, 2012, to December 31, 2012, there were approximately 37,800 events recorded by the communications center. Of those events, about 30,800 calls included an adequate record of a patrol unit as either the primary or secondary unit. We also included approximately 63,800 additional activities that were recorded by the CAD system but were not assigned incident numbers.

In the period from January 1, 2012, to December 31, 2012, the police department reported an average of 261 events per day. As mentioned, approximately 4 percent of these events (an average of 11 per day) had less than 30 seconds spent on the call.

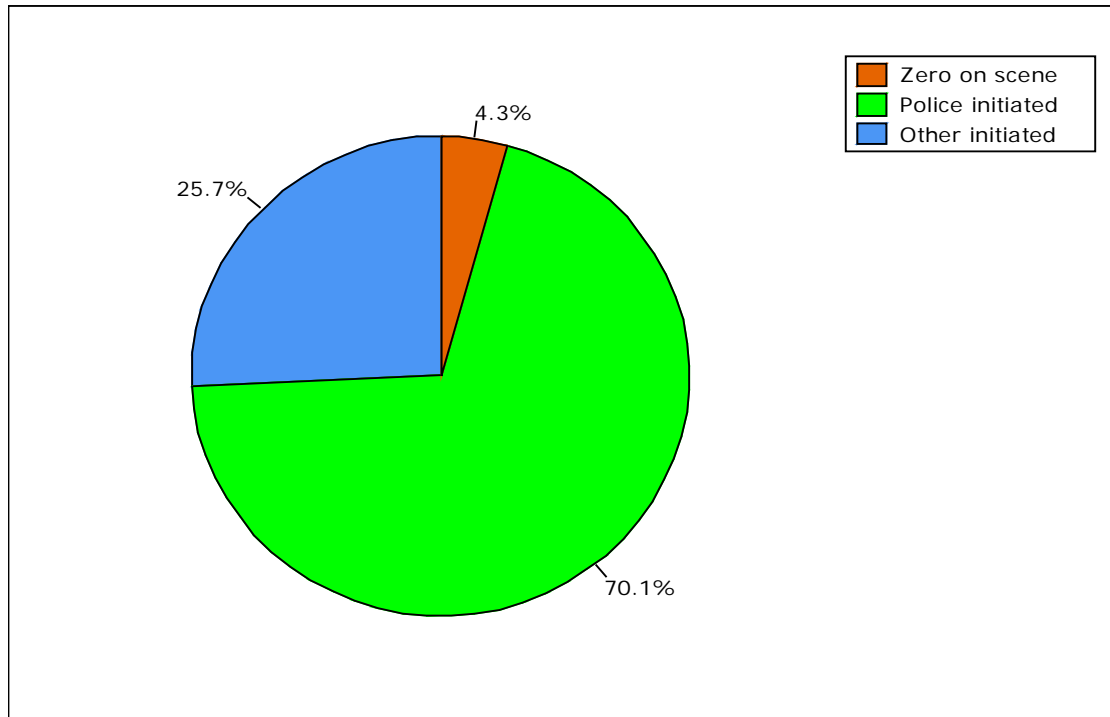
In the following pages we show two types of data: activity and workload. The activity levels are measured by the average number of calls per day, broken down by the type and origin of the calls and categorized by the nature of the calls (crime, traffic, etc.). Workloads are measured in average work-hours per day.

We routinely used eighteen call categories for tables and nine categories for graphs, as shown in Chart 1.

Chart 1: Call Categories Used in Tables and Figures

Table Categories	Figure Categories
Prisoner–arrest	Arrest
Prisoner–transport	
Assist other agency	Assist other agency
Crime–persons	Crime
Crime–property	
Directed assignment	Directed assignment
Directed patrol	
Miscellaneous	General noncriminal
Ordinance enforcement	
Parking enforcement	
Alarm	Investigations
Check/investigation	
Out of service–administrative	Out of service
Out of service–personal	
Disturbance	Suspicious incidents
Suspicious person/vehicle	
Accidents	Traffic
Traffic service	

FIGURE D1: Percentage Events per Day, by Initiator



Note: Percentages are based on a total of 92,545 events.

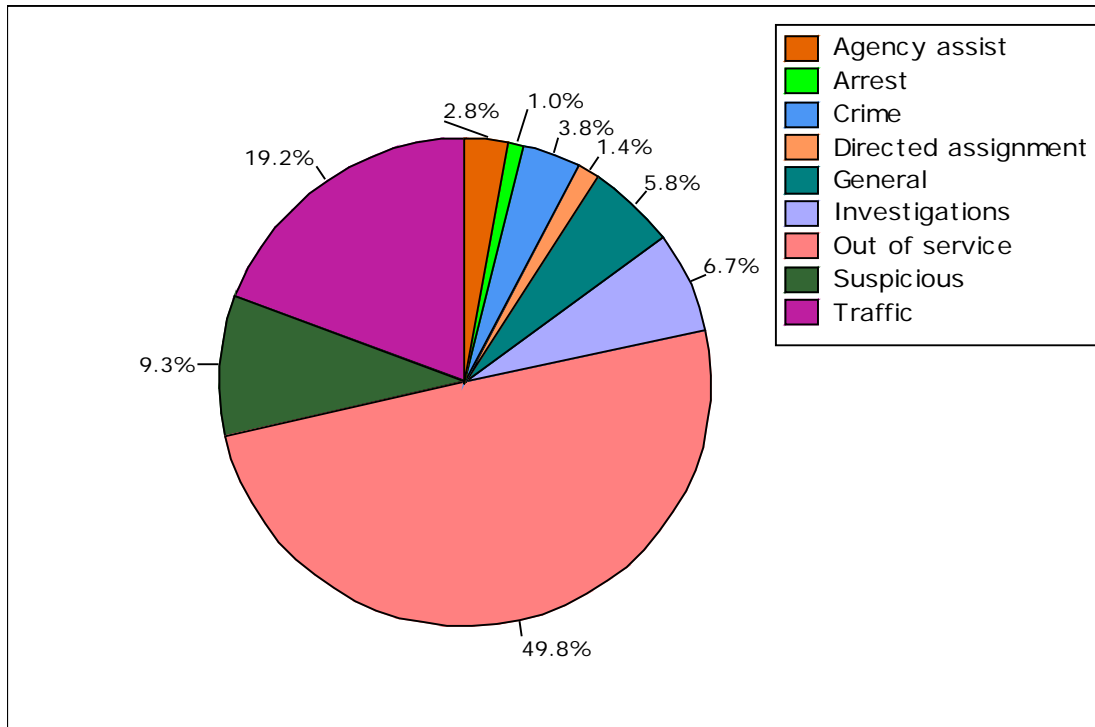
TABLE D1: Events per Day, by Initiator

Initiator	Total Events	Events per Day
Zero on scene	3,967	10.8
Police initiated	64,838	177.2
Other initiated	23,740	64.9
Total	92,545	252.9

Observations:

- 4 percent of the events had zero time on scene.
- 70 percent of all events were police initiated.
- 26 percent of all events were other initiated.
- There was an average of 253 events per day, or 10.5 per hour.

FIGURE D2: Percentage Events per Day, by Category



Note: The figure combines categories in the following table according to the description in Chart 1.

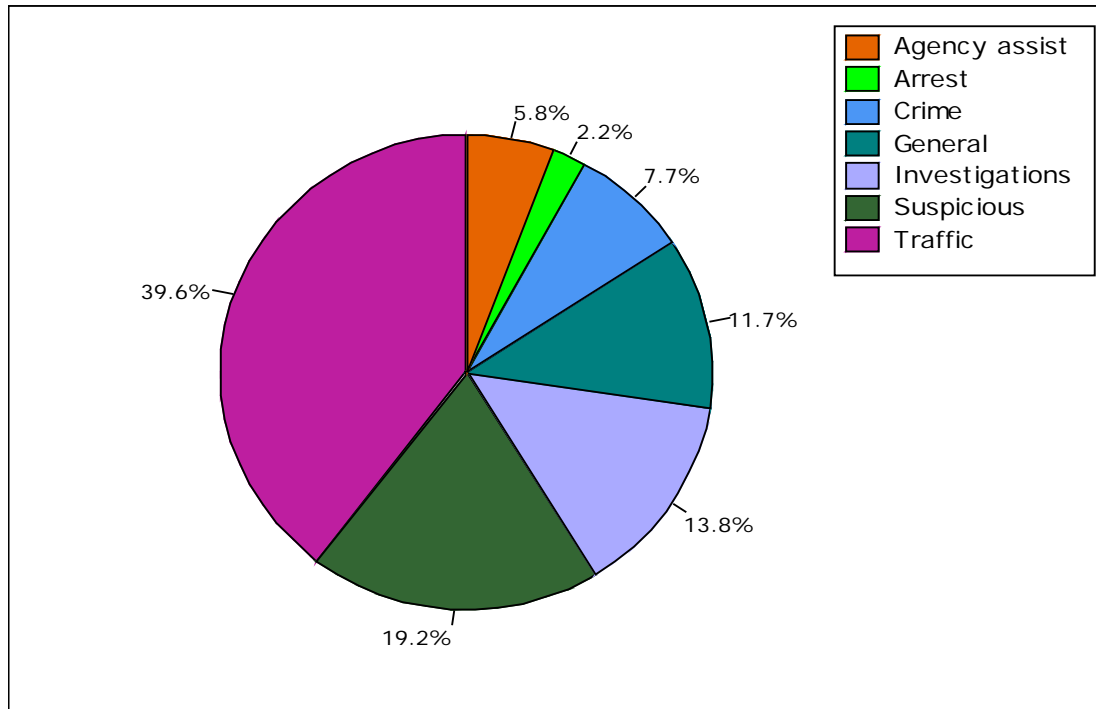
TABLE D2: Events per Day, by Category

Category	Total Events	Events per Day
Accidents	1,945	5.3
Alarm	2,739	7.5
Assist other agency	2,311	6.3
Check/investigation	2,738	7.5
Crime—persons	1,285	3.5
Crime—property	1,811	4.9
Directed Assignment	1,178	3.2
Directed patrol	10,762	29.4
Disturbance	2,844	7.8
Miscellaneous	2,721	7.4
Ordinance Enforcement	330	0.9
Out of service—administrative	28,771	78.6
Out of service—personal	11,967	32.7
Parking enforcement	1,733	4.7
Prisoner—arrest	638	1.7
Prisoner—transport	209	0.6
Suspicious person/vehicle	4,776	13.0
Traffic service	13,787	37.7
Total	92,545	252.9

Observations:

- The top three categories (out of service, traffic, and suspicious incidents) accounted for 78 percent of events.
- 50 percent of events were out-of-service activities. These activities include testifying at court, training, following up on incidents from earlier shifts, etc.
- 19 percent of events were traffic-related (accidents and traffic service).
- 9 percent of events were suspicious incidents (suspicious person/vehicle and disturbance).
- 4 percent of events were crime-related.

FIGURE D3: Percentage Calls per Day, by Category



Note: The figure combines categories in the following table according to the description in Chart 1.

TABLE D3: Calls per Day, by Category

Category	Total Calls	Calls per Day
Accidents	1,912	5.2
Alarm	2,728	7.5
Assist other agency	2,230	6.1
Check/investigation	2,577	7.0
Crime—persons	1,229	3.4
Crime—property	1,743	4.8
Disturbance	2,745	7.5
Miscellaneous	2,611	7.1
Ordinance enforcement	303	0.8
Parking enforcement	1,566	4.3
Prisoner—arrest	631	1.7
Prisoner—transport	208	0.6
Suspicious person/vehicle	4,609	12.6
Traffic service	13,271	36.3
Total	38,363	104.8

Note: The focus here is on recorded calls rather than recorded events. We removed events with zero time on scene, directed assignment events, and out-of-service activities.

Observations:

- There were an average of 105 calls per day, or 4.4 per hour.
- The top three categories (traffic, suspicious incidents, and investigations) accounted for 73 percent of calls.
- 40 percent of calls were traffic-related.
- 19 percent of calls were suspicious incidents.
- 14 percent of calls were investigations (alarm and check/investigation).
- 8 percent of calls were crime-related.

FIGURE D4: Calls per Day, by Initiator and Months

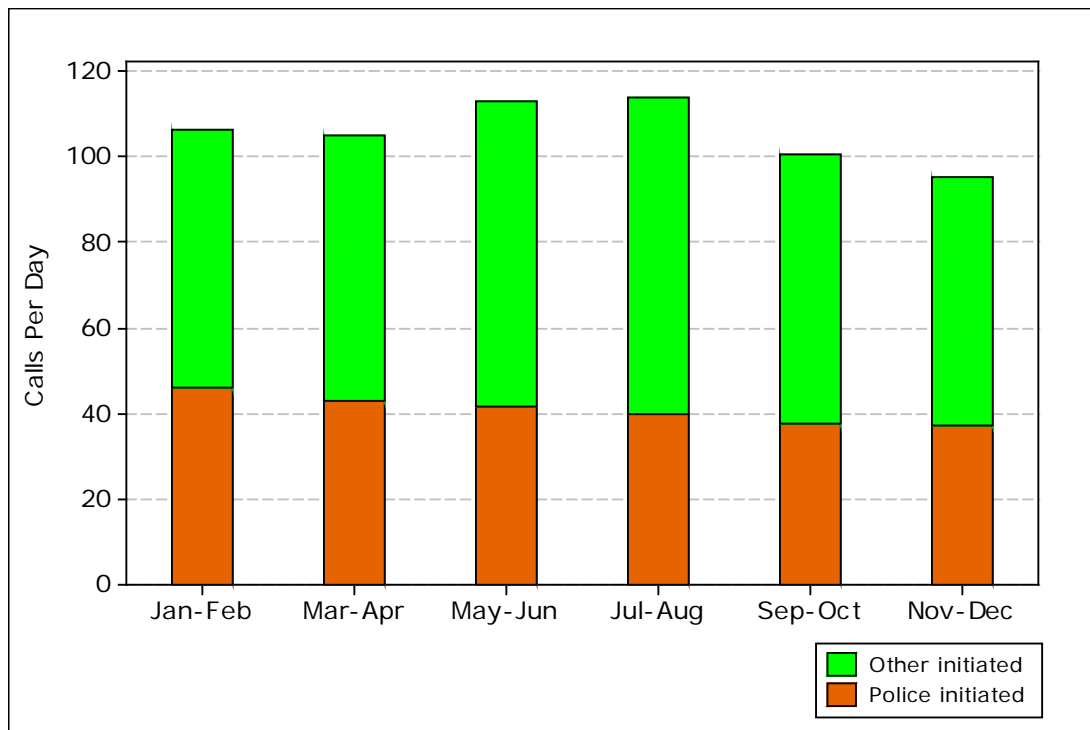


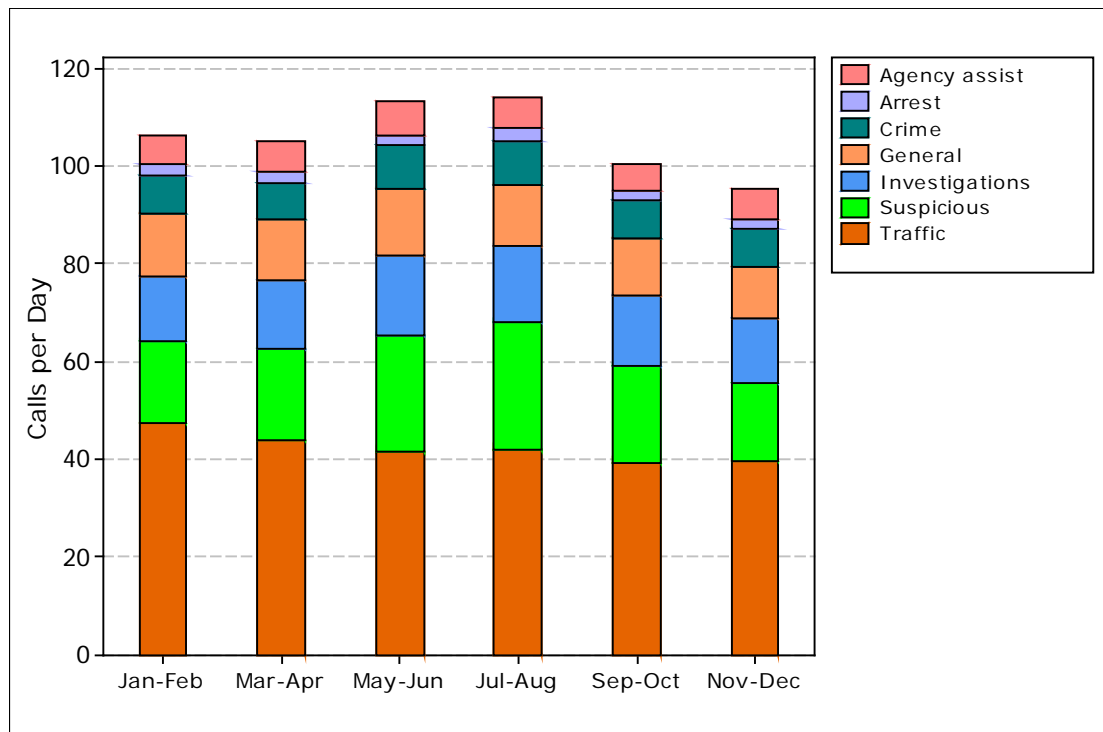
TABLE D4: Calls per Day, by Initiator and Months

Initiator	Jan.–Feb.	Mar.–Apr.	May–June	July–Aug.	Sept.–Oct.	Nov.–Dec.
Police initiated	44.9	42.3	40.3	39.0	36.7	36.5
Other initiated	60.3	62.0	71.6	74.0	63.0	58.0
Total	105.2	104.3	111.9	113.0	99.8	94.6

Observations:

- The number of calls per day was lowest in November-December.
- The number of calls per day was highest in July-August.
- The months with the most calls had 20 percent more calls than the months with the fewest calls.
- January-February had the most police-initiated calls, with 23 percent more than the period of September-October and November-December, which had the fewest.
- July-August had the most other-initiated calls, with 28 percent more than the period of November-December, which had the fewest.

FIGURE D5: Calls per Day, by Category and Months



Note: The figure combines categories in the following table according to the description in Chart 1.

TABLE D5: Calls per Day, by Category and Months

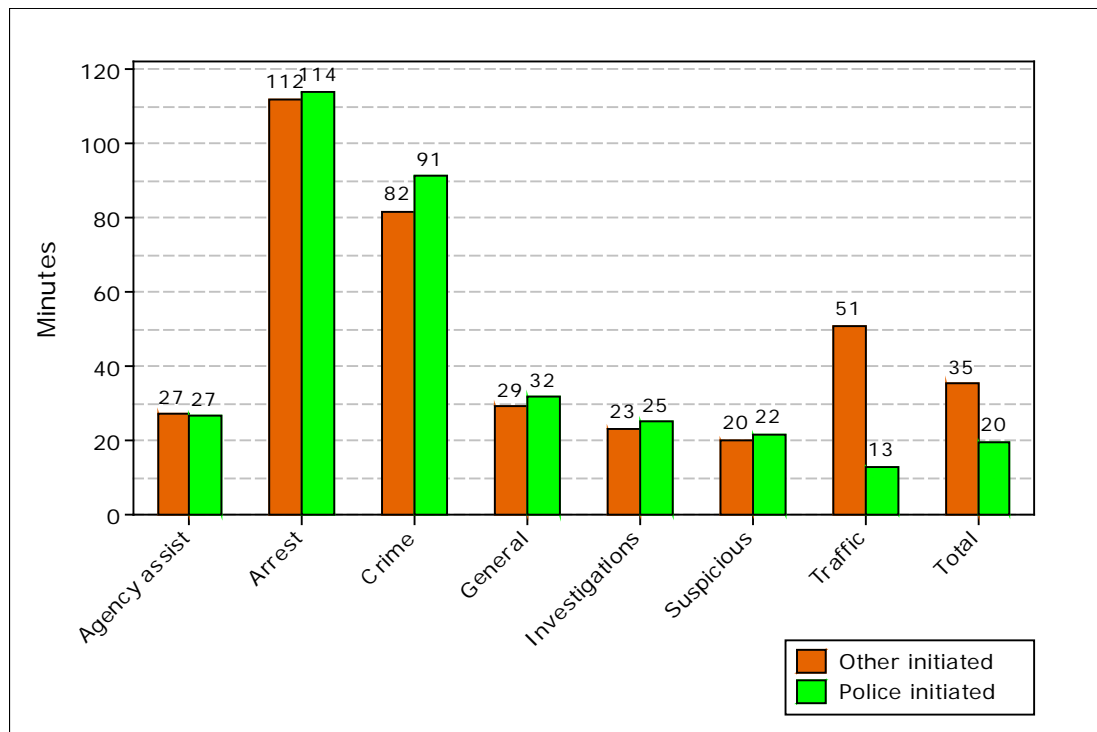
Category	Jan.-Feb.	Mar.-Apr.	May-June	July-Aug.	Sept.-Oct.	Nov.-Dec.
Accidents	4.6	4.8	5.2	5.6	5.9	5.2
Alarm	6.7	7.8	8.2	7.7	7.8	6.6
Assist other agency	5.7	6.3	6.8	6.3	5.5	6.0
Check/investigation	6.5	6.5	8.2	7.7	6.8	6.6
Crime—persons	3.9	2.9	3.5	3.3	3.3	3.3
Crime—property	4.0	4.6	5.4	5.7	4.3	4.6
Disturbance	5.4	6.8	9.6	10.9	7.1	5.1
Miscellaneous	6.6	6.8	7.8	7.6	7.3	6.7
Ordinance enforcement	0.5	1.0	1.0	1.2	0.8	0.5
Parking enforcement	5.6	4.4	4.9	3.9	3.7	3.2
Prisoner—arrest	2.0	1.7	1.6	1.9	1.5	1.7
Prisoner—transport	0.6	0.5	0.5	0.6	0.6	0.5
Suspicious person/vehicle	11.7	11.7	13.7	14.9	12.4	11.0
Traffic service	41.7	38.5	35.5	35.6	32.8	33.6
Total	105.2	104.3	111.9	113.0	99.8	94.6

Note: Calculations were limited to calls rather than events.

Observations:

- The top three categories (traffic, suspicious incidents, and investigations) averaged between 72 and 73 percent of calls throughout the year.
- Traffic calls averaged between 38.7 and 46.2 calls per day throughout the year.
- Suspicious incident calls averaged between 16.2 and 25.8 calls per day throughout the year.
- Investigation calls averaged between 13.1 and 16.4 calls per day throughout the year.
- Crime calls averaged between 10.4 and 13.7 calls per day throughout the year and accounted for 7 to 8 percent of total calls.

FIGURE D6: Average Occupied Times, by Category and Initiator



Note: The figure combines categories using weighted averages from the following table according to the description in Chart 1.

TABLE D6: Primary Unit's Average Occupied Times, by Category and Initiator

Category	Police Initiated		Other Initiated	
	Minutes	Total Calls	Minutes	Total Calls
Accidents	80.7	165	77.8	1,747
Alarm	19.4	204	18.8	2,524
Assist other agency	26.6	185	27.2	2,045
Check/investigation	28.6	310	28.5	2,267
Crime—persons	107.2	91	75.5	1,138
Crime—property	82.0	155	86.2	1,585
Disturbance	45.8	54	20.8	2,691
Miscellaneous	35.1	299	34.2	2,312
Ordinance enforcement	42.4	34	31.6	269
Parking enforcement	25.7	234	19.8	1,332
Prisoner—arrest	115.4	460	118.4	171
Prisoner—transport	105.4	67	104.4	141
Suspicious person/vehicle	19.3	510	19.7	4,099
Traffic service	12.0	11,854	18.1	1,417
Total	19.6	14,622	35.3	23,738

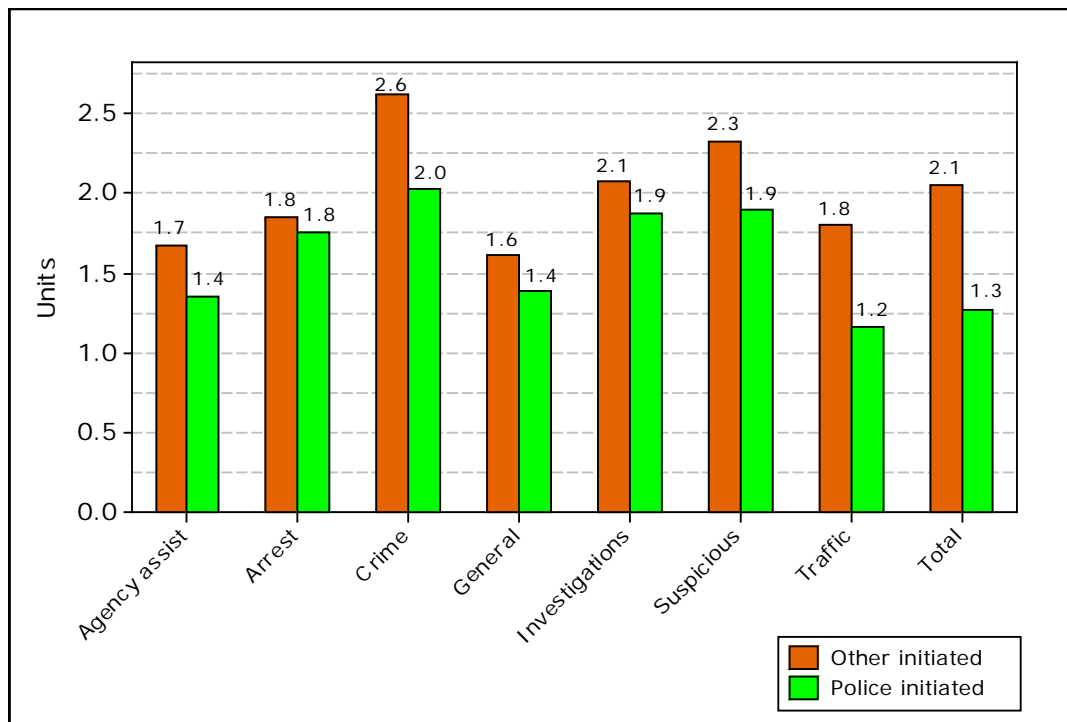
Note: We removed 3 calls with inaccurate busy times.

The information in Figure D6 and Table D6 is limited to calls and excludes all events that show zero time on scene. A unit's occupied time is measured as the time from when the call was received until the unit 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 below refer to times shown within the figure rather than the table.

Observations:

- A unit's average time spent on a call ranged from 13 to 114 minutes overall.
- The longest average times were for police-initiated arrest calls. These were calls that primarily involved arrests and do not include crime responses that led to arrests. In particular, the most common arrest calls were identified as "traffic arrest" and "detainee transport."
- The average time spent on crime calls was 82 minutes for other-initiated calls and 91 for police-initiated calls.

FIGURE D7: Number of Responding Units, by Initiator and Category

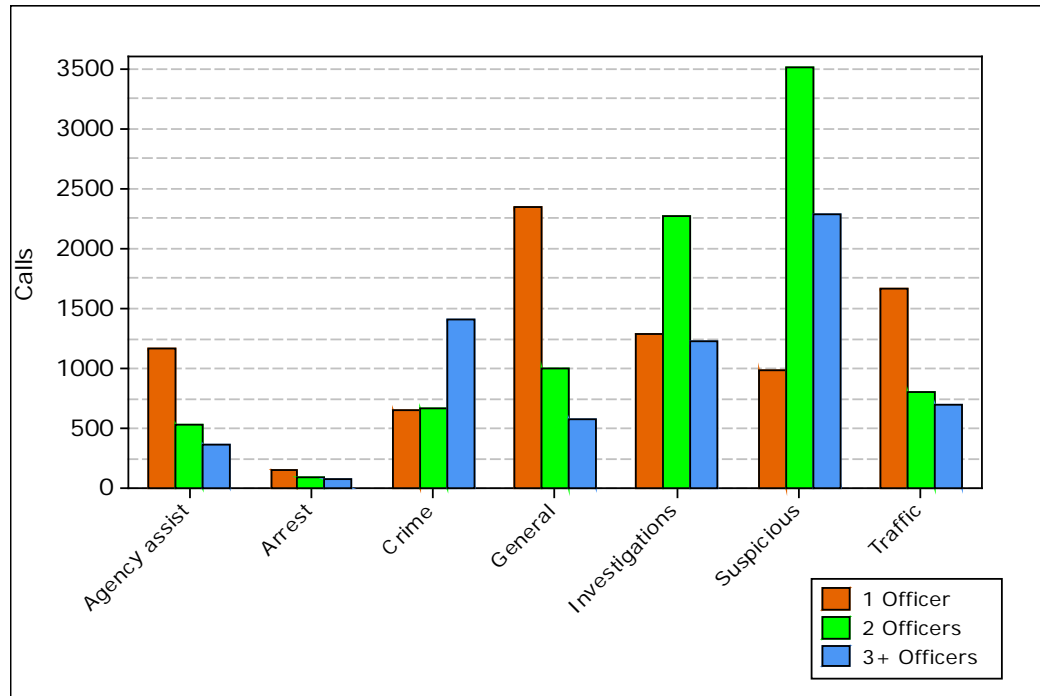


Note: The categories in this figure use weighted averages to combine those of the following table according to the description in Chart 1.

TABLE D7: Number of Responding Units, by Initiator and Category

Category	Police-Initiated		Other-Initiated	
	Average	Total Calls	Average	Total Calls
Accidents	1.8	165	2.1	1,747
Alarm	2.4	204	2.3	2,524
Assist other agency	1.4	185	1.7	2,045
Check/investigation	1.5	310	1.8	2,267
Crime—persons	2.2	91	3.1	1,138
Crime—property	1.9	156	2.3	1,587
Disturbance	2.4	54	2.4	2,691
Miscellaneous	1.6	299	1.8	2,312
Ordinance enforcement	1.5	34	1.6	269
Parking enforcement	1.1	234	1.2	1,332
Prisoner—arrest	1.8	460	2.1	171
Prisoner—transport	1.3	67	1.5	141
Suspicious person/vehicle	1.8	510	2.2	4,099
Traffic service	1.2	11,854	1.4	1,417
Total	1.3	14,623	2.1	23,740

FIGURE D8: Number of Responding Units, by Category, Other-Initiated Calls



Note: The categories in this figure use weighted averages to combine those of the following table according to the description in Chart 1.

TABLE D8-A: Number of Responding Units, by Category, Other-Initiated Calls

Category	Responding Units		
	One	Two	Three or More
Accidents	636	513	598
Alarm	198	1,557	769
Assist other agency	1,160	528	357
Check/investigation	1,093	719	455
Crime–persons	92	266	780
Crime–property	558	403	626
Disturbance	271	1,403	1,017
Miscellaneous	1,069	747	496
Ordinance enforcement	169	60	40
Parking enforcement	1,099	189	44
Prisoner–arrest	69	49	53
Prisoner–transport	83	44	14
Suspicious person/vehicle	717	2,112	1,270
Traffic service	1,033	282	102
Total	8,247	8,872	6,621

TABLE D8-B: Number of Responding Units, by Category, Police-Initiated Calls

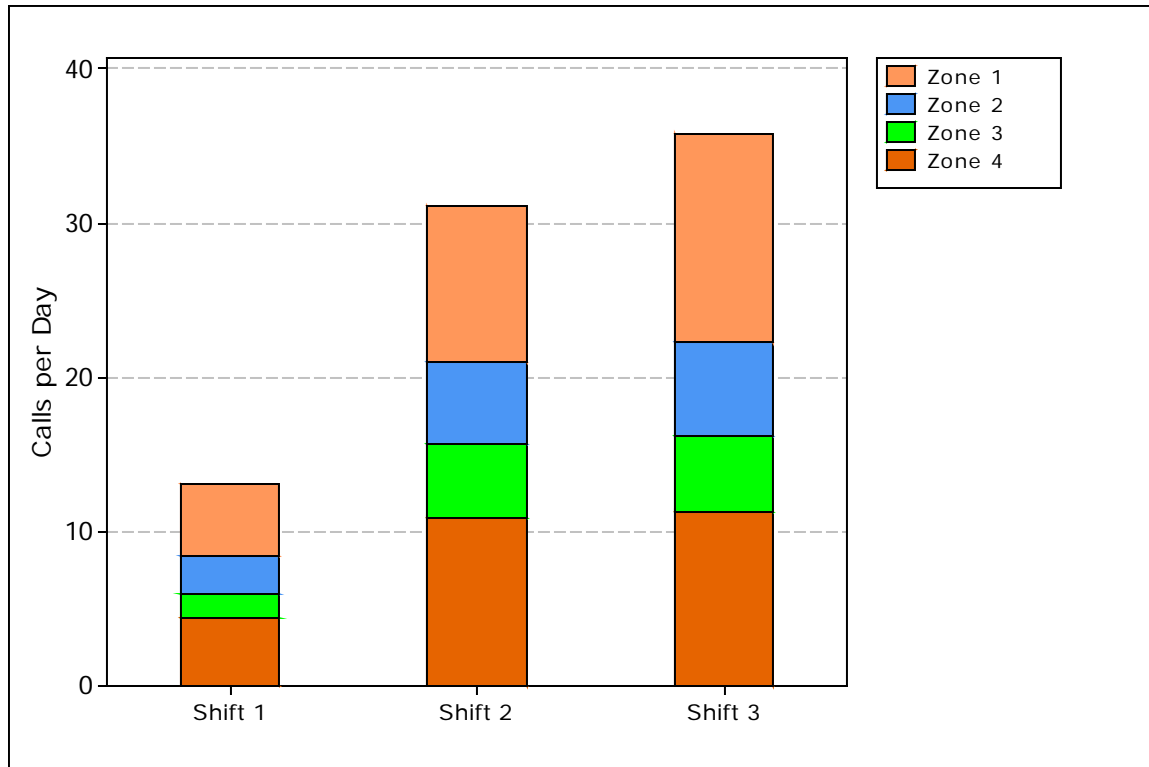
Category	Responding Units		
	One	Two	Three or More
Accidents	82	50	33
Alarm	15	115	74
Assist other agency	137	35	13
Check/investigation	196	74	40
Crime—persons	26	30	35
Crime—property	79	35	42
Disturbance	9	25	20
Miscellaneous	187	73	39
Ordinance enforcement	24	6	4
Parking enforcement	205	26	3
Prisoner—arrest	204	168	88
Prisoner—transport	50	14	3
Suspicious person/vehicle	193	241	76
Traffic service	10,152	1,559	143
Total	11,559	2,451	613

Note: The information in Table D7 and Figure D7 is limited to calls and excludes events with zero time on scene, as well as out-of-service records. The information in Figure D8 is further limited to other-initiated calls.

Observations:

- The overall mean number of responding units was 1.3 for police-initiated calls and 2.1 for other-initiated calls.
- The mean number of responding units was as high as 2.6 for crime calls that were other-initiated.
- 35 percent of other-initiated calls involved one responding unit.
- 37 percent of other-initiated calls involved two responding units.
- 28 percent of other-initiated calls involved three or more units.
- The largest group of other-initiated calls with three or more responding units involved suspicious incident calls.
- The largest group of police-initiated calls with three or more responding units involved traffic calls.

FIGURE D9: Calls per Day, by Beat and Shifts



Note: Calls per day are based on a total of 29,315 calls with assigned beat.

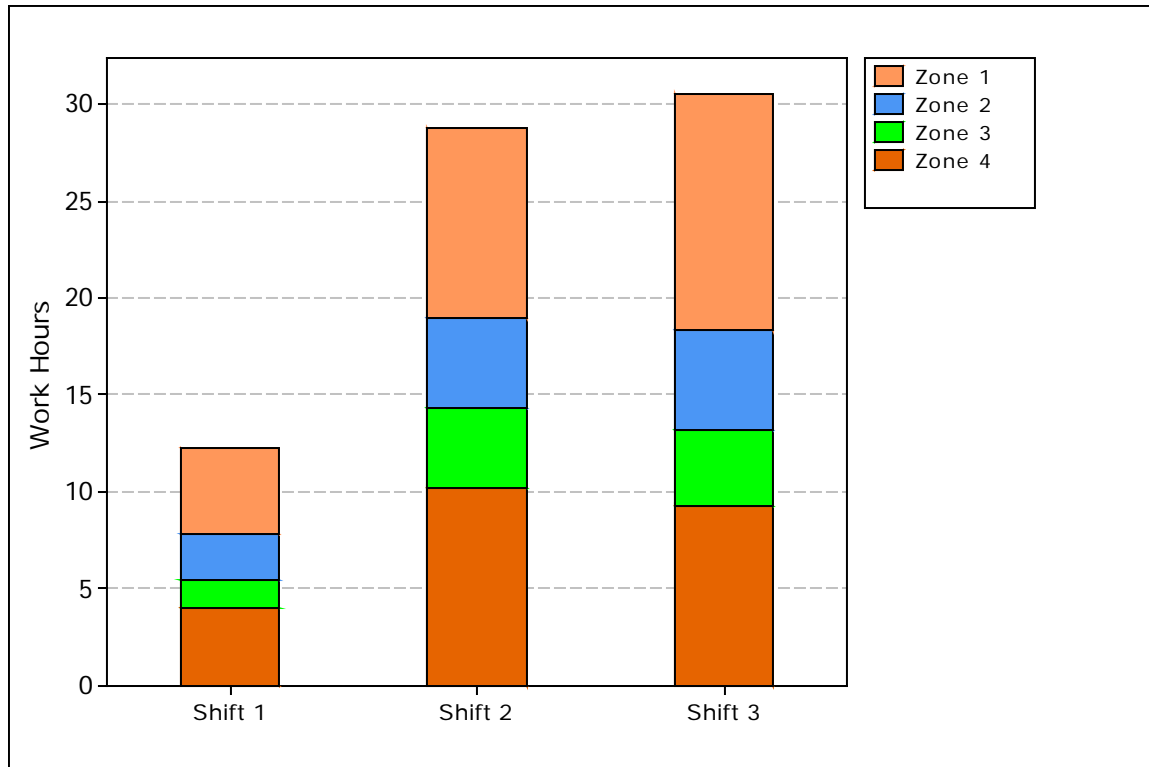
TABLE D9: Calls per Day, by Beat and Shifts

Beat	Shift 1	Shift 2	Shift 3
1-1	0.6	1.7	2.0
1-2	1.3	3.0	4.4
1-3	1.8	3.4	4.5
1-4	1.0	2.1	2.7
Total Zone 1	4.7	10.2	13.6
2-1	0.4	0.8	0.9
2-2	0.4	1.0	1.1
2-3	1.0	1.9	2.3
2-4	0.6	1.5	1.8
Total Zone 2	2.4	5.3	6.1
3-1	0.5	1.6	1.7
3-2	0.4	1.5	1.4
3-3	0.3	0.7	0.8
3-4	0.4	1.0	0.9
Total Zone 3	1.6	4.9	4.8
4-1	1.1	3.8	3.5
4-2	1.5	2.4	3.4
4-3	0.3	0.7	0.9
4-4	1.5	4.0	3.6
Total Zone 4	4.4	10.9	11.3
Total	13.1	31.2	35.8
Westfield Old Orchard Mall	0.4	0.8	1.5

Observations:

- The percentage of overall daily call volume for the four zones ranged from 14 percent for Zone 3 to 36 percent for Zone 1.
- The percentage of overall daily call volume for the three shifts ranged from 16 percent for Shift 1 to 45 percent for shift 3.
- Westfield Old Orchard Mall calls represented 31 percent of calls within Beat 1-2.

FIGURE D10: Workload per Day, by Beat and Shifts



Note: Workload per day is based on a total of 29,315 calls with assigned beat.

TABLE D10: Workload per Day, by Beat and Shifts

Beat	Shift 1	Shift 2	Shift 3
1-1	0.7	1.5	1.8
1-2	1.1	3.4	4.5
1-3	1.7	2.9	3.8
1-4	1.0	1.9	2.1
Total Zone 1	4.4	9.8	12.2
2-1	0.3	0.6	0.7
2-2	0.4	0.8	1.0
2-3	1.0	1.9	2.1
2-4	0.7	1.4	1.3
Total Zone 2	2.4	4.7	5.1
3-1	0.4	1.3	1.3
3-2	0.4	1.3	1.2
3-3	0.2	0.7	0.7
3-4	0.3	0.8	0.7
Total Zone 3	1.4	4.2	3.9
4-1	1.0	3.3	2.5
4-2	1.3	2.3	2.9
4-3	0.3	0.6	0.7
4-4	1.5	4.0	3.2
Total Zone 4	4.1	10.2	9.3
Total	12.3	28.8	30.6
Westfield Old Orchard Mall	0.2	1.1	2.0

Observations:

- The percentage of overall daily workload for the four zones ranged from 13 percent for Zone 3 to 37 percent for Zone 1.
- The percentage of overall daily workload for the three shifts ranged from 17 percent for Shift 1 to 43 percent for Shift 3.
- Westfield Old Orchard Mall calls represented 38 percent of work within beat 1-2.

FIGURE D11: Percentage Calls and Work Hours, by Category, Winter 2012

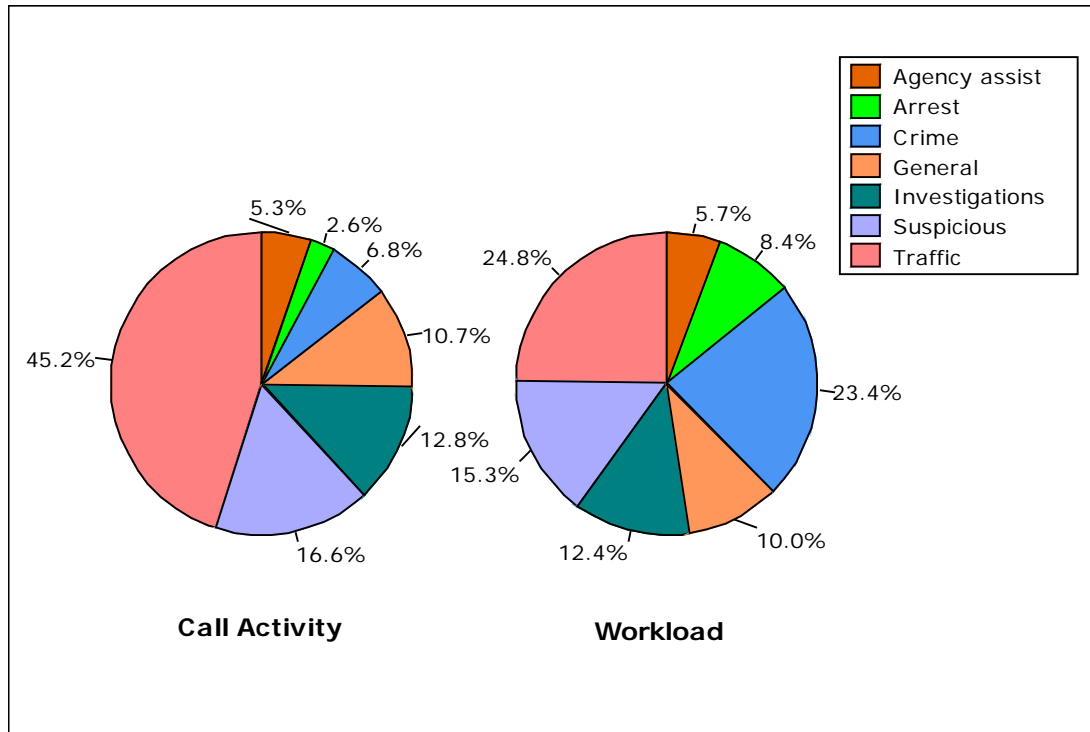


TABLE D11: Calls and Work Hours per Day, by Category, Winter 2012

Category	Per Day	
	Calls	Work Hours
Arrest	2.7	6.1
Assist other agency	5.6	4.2
Crime	7.3	16.9
General noncriminal	11.4	7.3
Investigations	13.6	9.0
Suspicious incidents	17.6	11.1
Traffic	48.0	17.9
Total	106.1	72.4

Observations:

- Total calls averaged 106 per day, or 4.4 per hour.
- Total workload averaged 72 hours per day, meaning that on average 3.0 officers per hour were busy responding to calls.
- Traffic-related incidents constituted 45 percent of calls and 25 percent of workload.
- Suspicious incidents constituted 17 percent of calls and 15 percent of workload.
- Investigations constituted 13 percent of calls and 12 percent of workload.
- These top three categories constituted 75 percent of calls and 53 percent of workload.
- Crimes constituted 7 percent of calls and 23 percent of workload.

FIGURE D12: Percentage Calls and Work Hours, by Category, Summer 2012

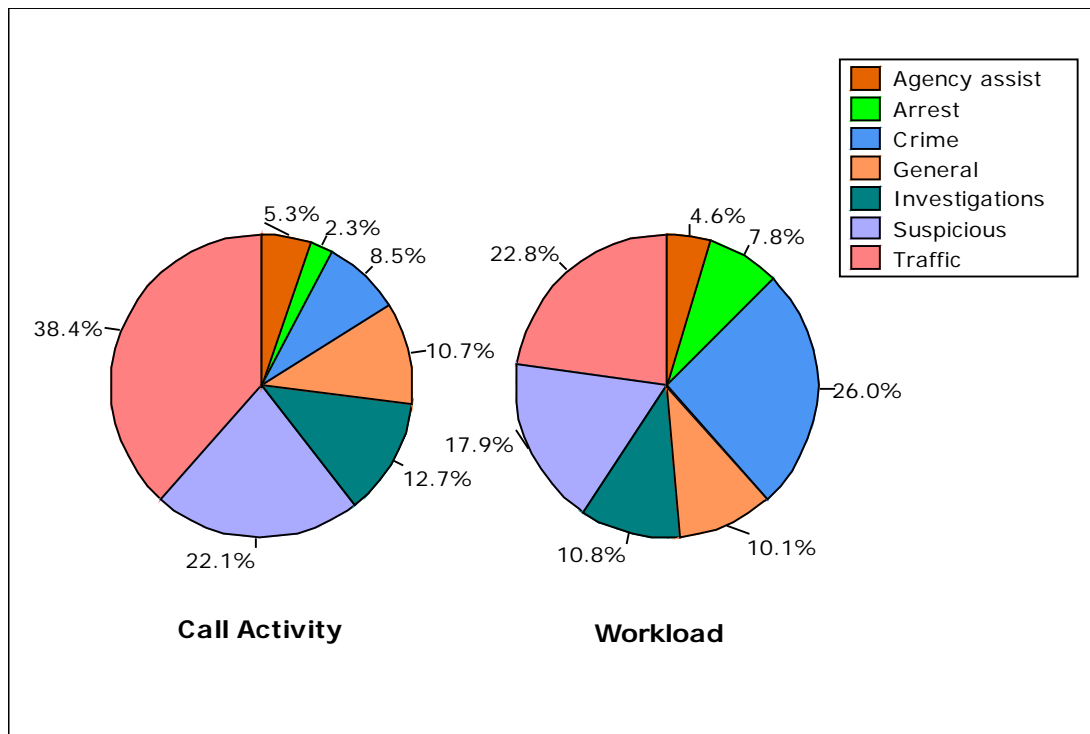


TABLE D12: Calls and Work Hours per Day, by Category, Summer 2012

Category	Per Day	
	Calls	Work Hours
Arrest	2.5	6.0
Assist other agency	5.6	3.6
Crime	9.0	20.0
General noncriminal	11.4	7.8
Investigations	13.5	8.3
Suspicious incidents	23.5	13.8
Traffic	40.8	17.5
Total	106.4	77.0

Note: Workload calculations focused on calls rather than events.

Observations:

- The average workload per day was higher in the summer than in the winter.
- Total calls averaged 106 per day, or 4.4 per hour.
- Total workload averaged 77 hours per day, meaning that on average 3.2 officers per hour were busy responding to calls.
- Traffic-related activities constituted 38 percent of calls and 23 percent of workload.
- Suspicious incidents constituted 22 percent of calls and 18 percent of workload.
- Investigations constituted 13 percent of calls and 11 percent of workload.
- These top three categories constituted 73 percent of calls and 52 percent of workload.
- Crimes constituted 9 percent of calls and 26 percent of workload.

Deployment

For this study, we examined deployment information for four weeks in winter (February 2012) and four weeks in summer (August 2012). The police department's main patrol force is scheduled on three 8.5-hour shifts that start at 6:45 a.m., 2:45 p.m., and 10:45 p.m. and late car shifts that start at 9:45 a.m. and 5:45 p.m. This schedule leads to half-hour overlaps between shifts from 6:45 a.m. to 7:15 a.m., from 2:45 p.m. to 3:15 p.m., and from 10:45 p.m. to 11:15 p.m.

Skokie Police Department's main patrol force includes only patrol officers. All other sworn and nonsworn personnel were excluded. For example, patrol sergeants, detectives, community service officers (CSOs), and specialized units (traffic and K9) were excluded. The police department's main patrol force deployed an average of 11.4 officers per hour during the 24-hour day in winter 2012 and 10.7 officers per hour during the 24-hour day in summer 2012.

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 alone.
- Next, we compare the deployment against workload based upon other-initiated calls for service.
- Finally, we draw a comparison based upon "all" workload, which includes police-initiated calls and directed patrol activities.

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

FIGURE D13: Deployed Officers, Weekdays, Winter 2012

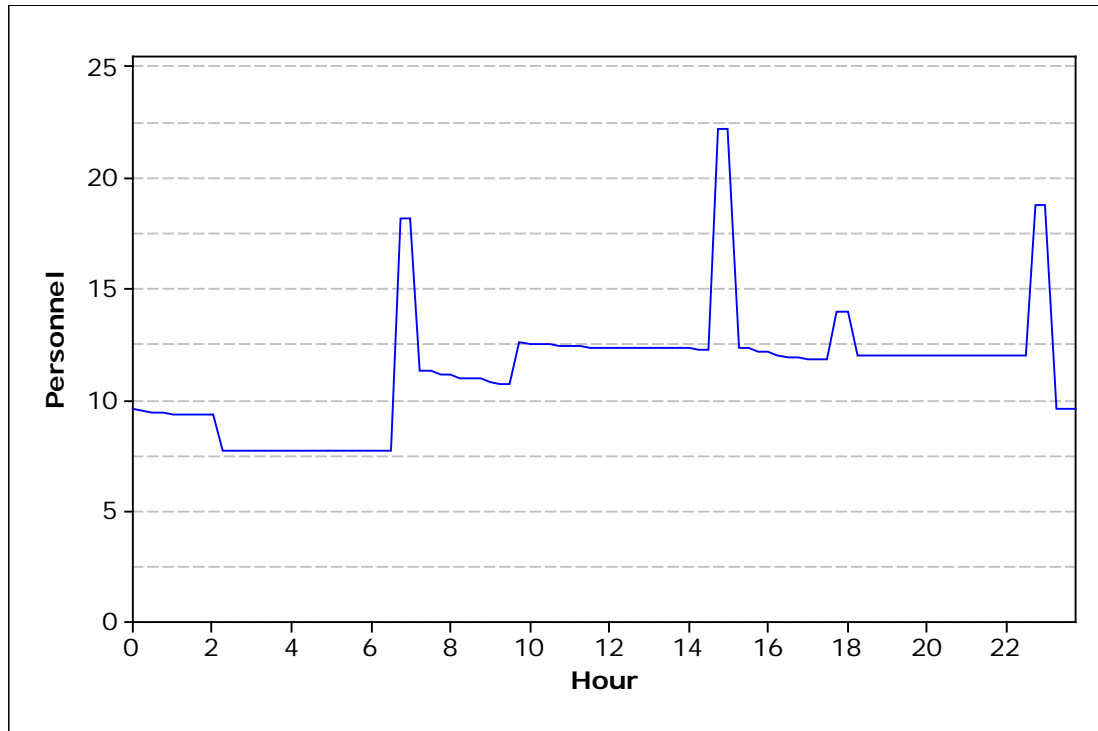


FIGURE D14: Deployed Officers, Weekends, Winter 2012

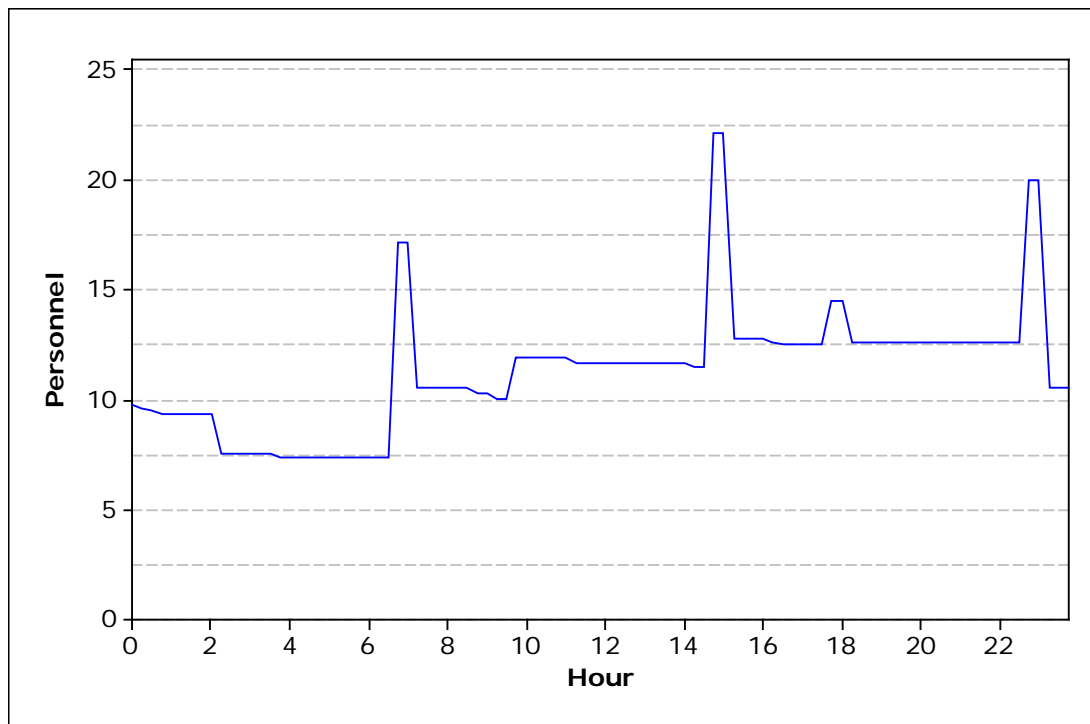


FIGURE D15: Deployed Officers, Weekdays, Summer 2012

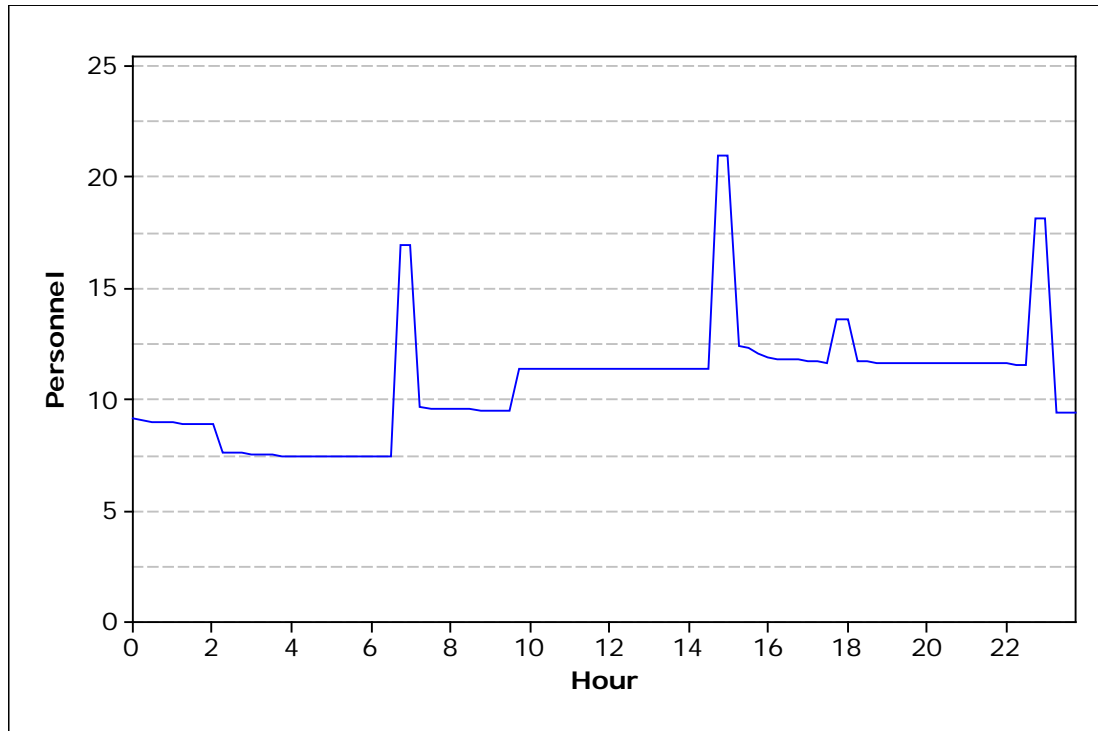
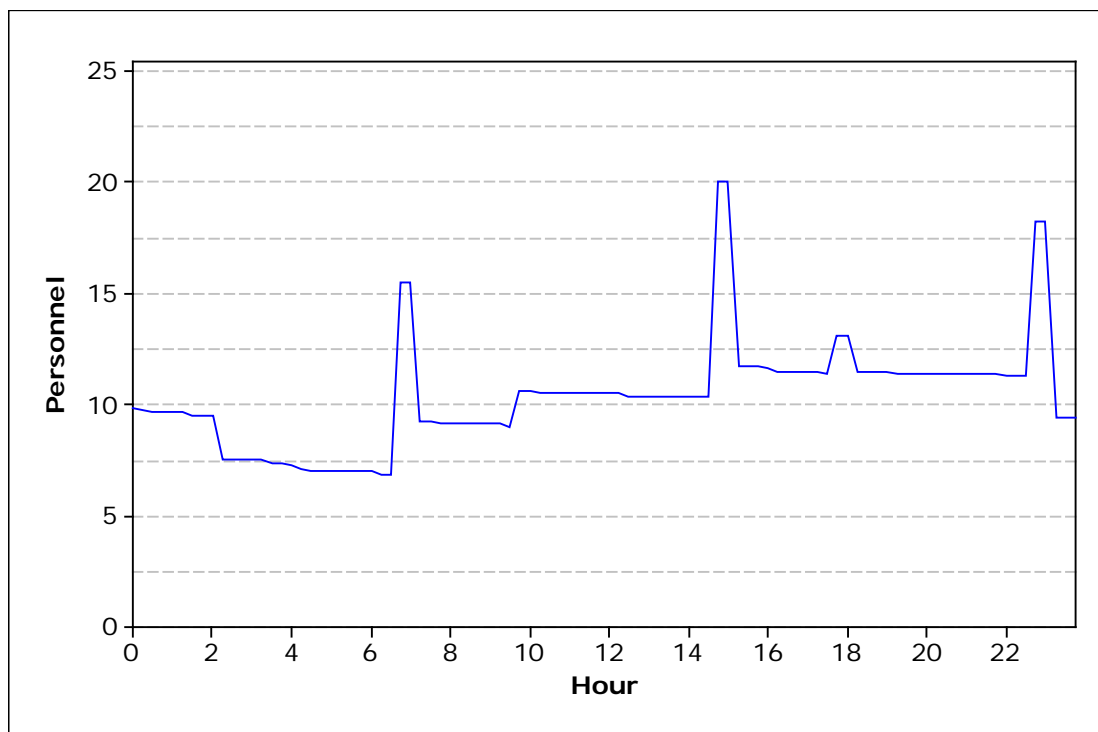


FIGURE D16: Deployed Officers, Weekends, Summer 2012



Observations:

- For winter 2012:
 - The average deployment was 11.4 officers per hour both during the week and 11.3 officers per hour on weekend.
 - With the exclusion of the half-hour overlap between shifts, average deployment varied from 7.7 to 14.0 officers per hour on weekdays and 7.4 to 14.5 officers per hour on weekends.
- For summer 2012:
 - The average deployment was 10.8 officers per hour during the week and 10.4 officers per hour on weekends.
 - Average deployment varied from 7.5 to 13.6 officers per hour on weekdays and 6.9 to 13.1 officers per hour on weekends.

FIGURE D17: Deployment and Other-Initiated Workload, Weekdays, Winter 2012

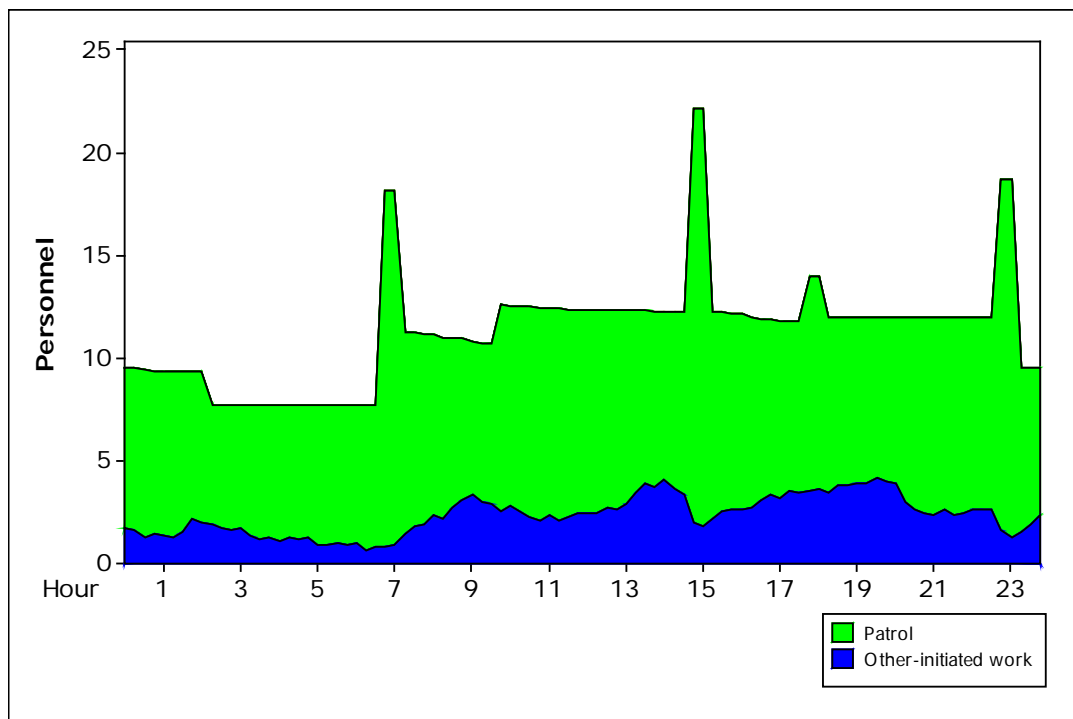


FIGURE D18: Deployment and Other-Initiated Workload, Weekends, Winter 2012

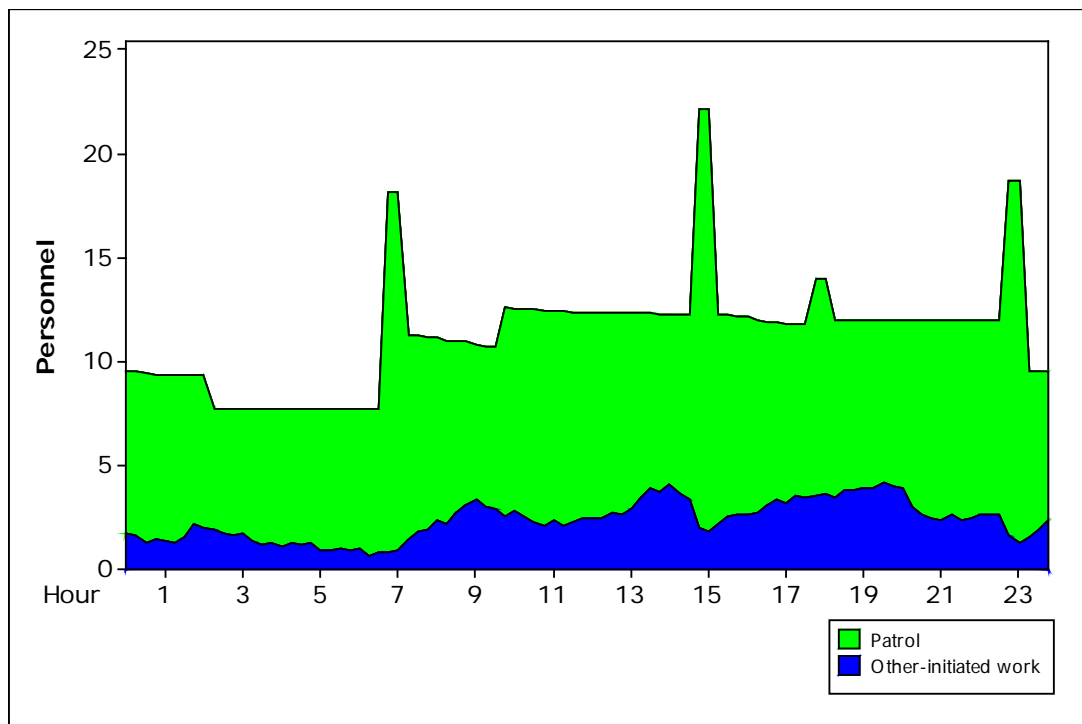


FIGURE D19: Deployment and Other-Initiated Workload, Weekdays, Summer 2012

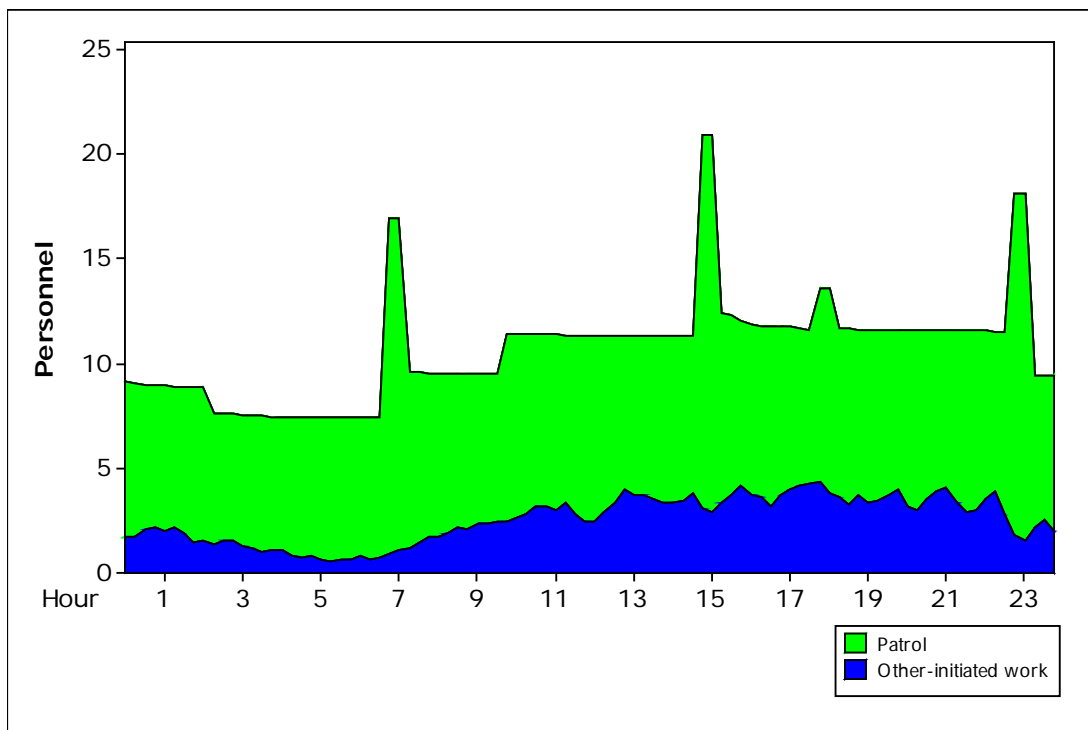
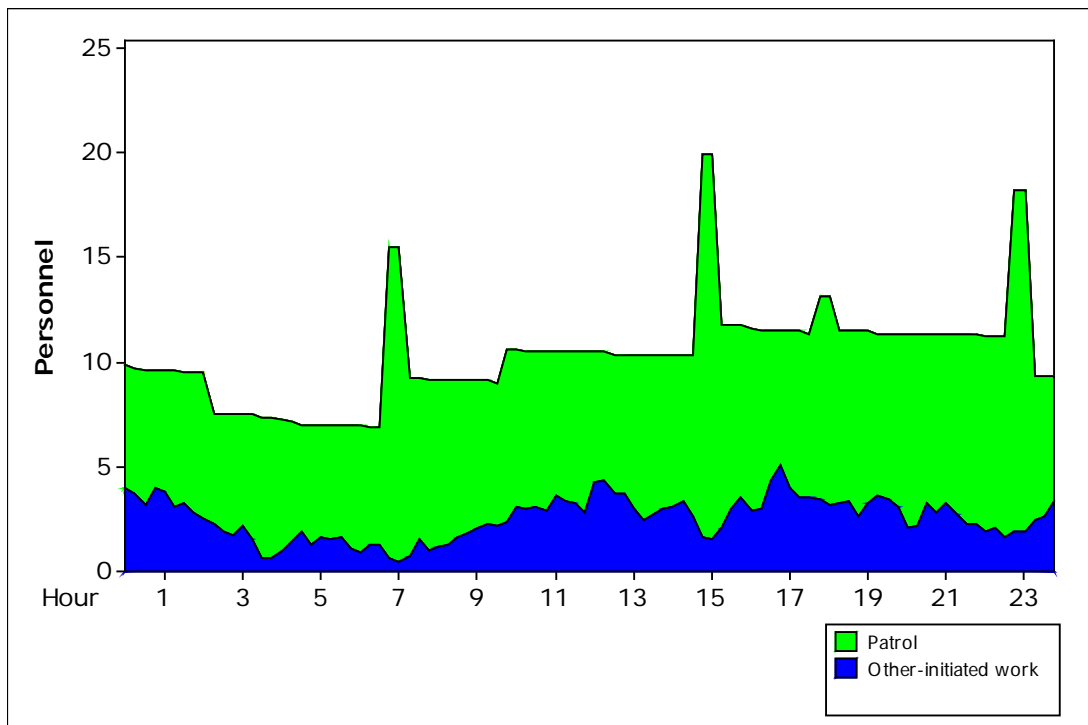


FIGURE D20: Deployment and Other-Initiated Workload, Weekends, Summer 2012



Observations:

- For winter 2012:
 - Average other-initiated workload was 2.3 officers per hour during the week and 2.1 officers per hour on weekends.
 - This was approximately 21 percent of hourly deployment during the week and 19 percent of hourly deployment on weekends.
 - During the week, workload reached a maximum of 35 percent of deployment between 7:30 p.m. and 7:45 p.m.
 - On weekends, workload reached a maximum of 31 percent of deployment between 1:45 p.m. and 2:00 p.m.
- For summer 2012:
 - Average other-initiated workload was 2.5 officers per hour during the week and weekends.
 - This was approximately 23 percent of hourly deployment during the week and 24 percent of hourly deployment on weekends.
 - During the week, workload reached a maximum of 37 percent of deployment between 5:30 p.m. and 5:45 p.m.
 - On weekends, workload reached a maximum of 44 percent of deployment between 4:45 p.m. and 5:00 p.m.

FIGURE D21: Deployment and Main Workload, Weekdays, Winter 2012

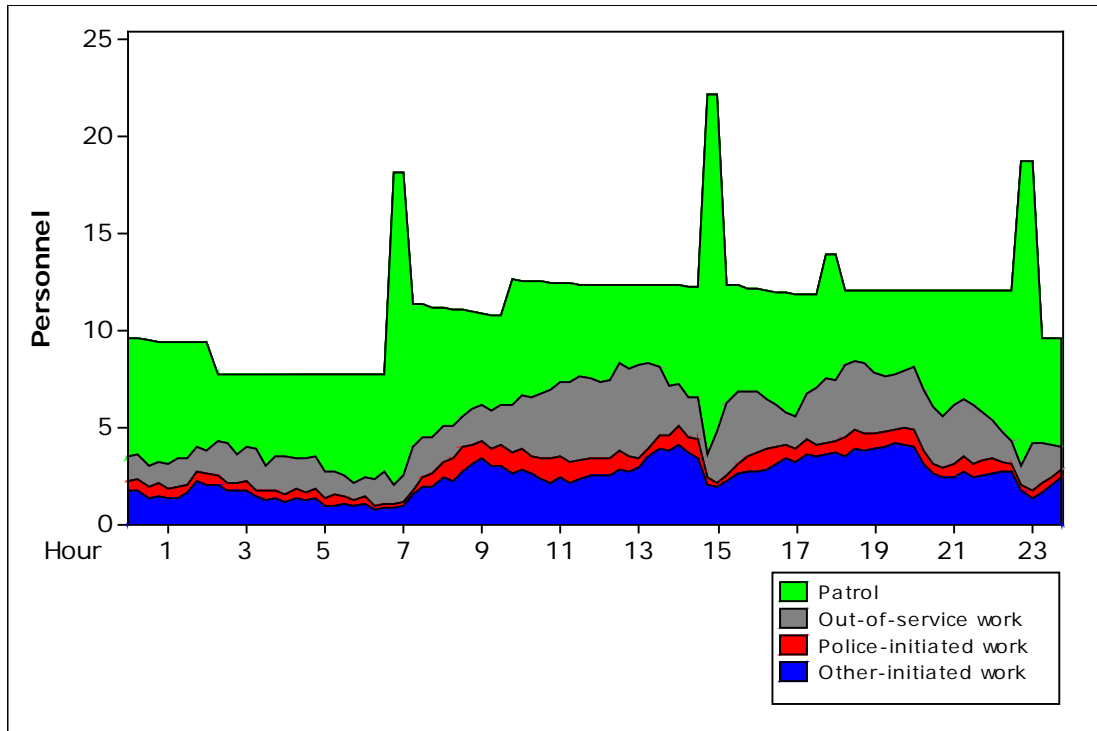


FIGURE D22: Deployment and Main Workload, Weekends, Winter 2012

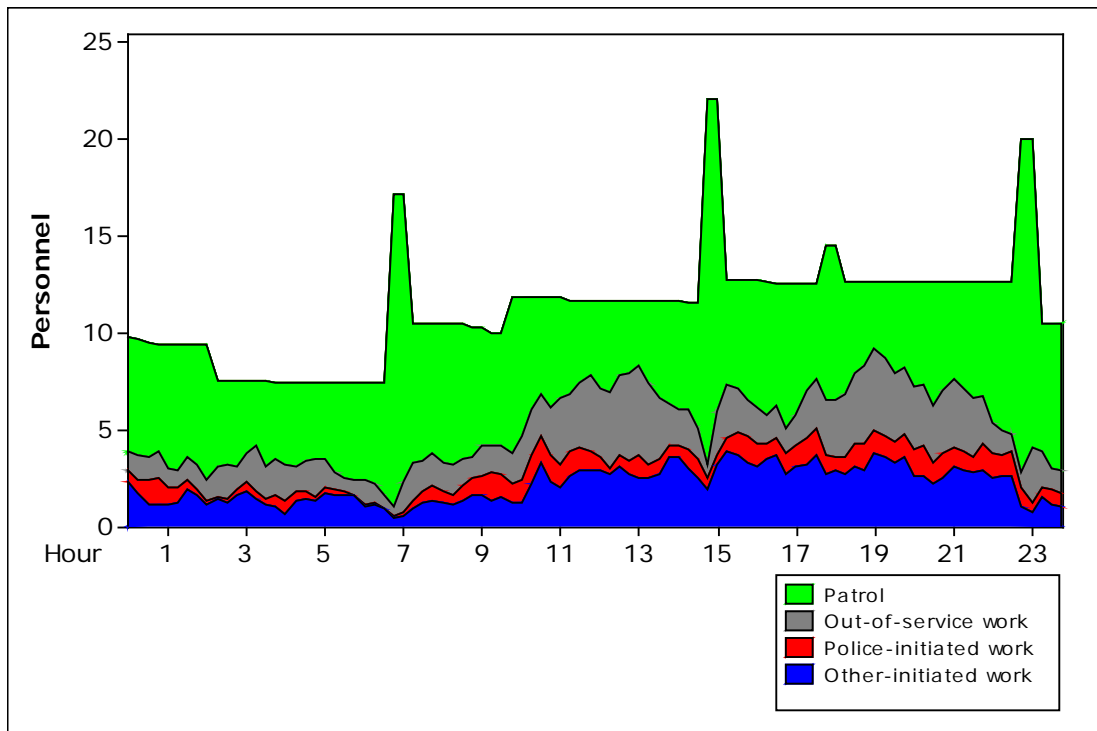


FIGURE D23: Deployment and Main Workload, Weekdays, Summer 2012

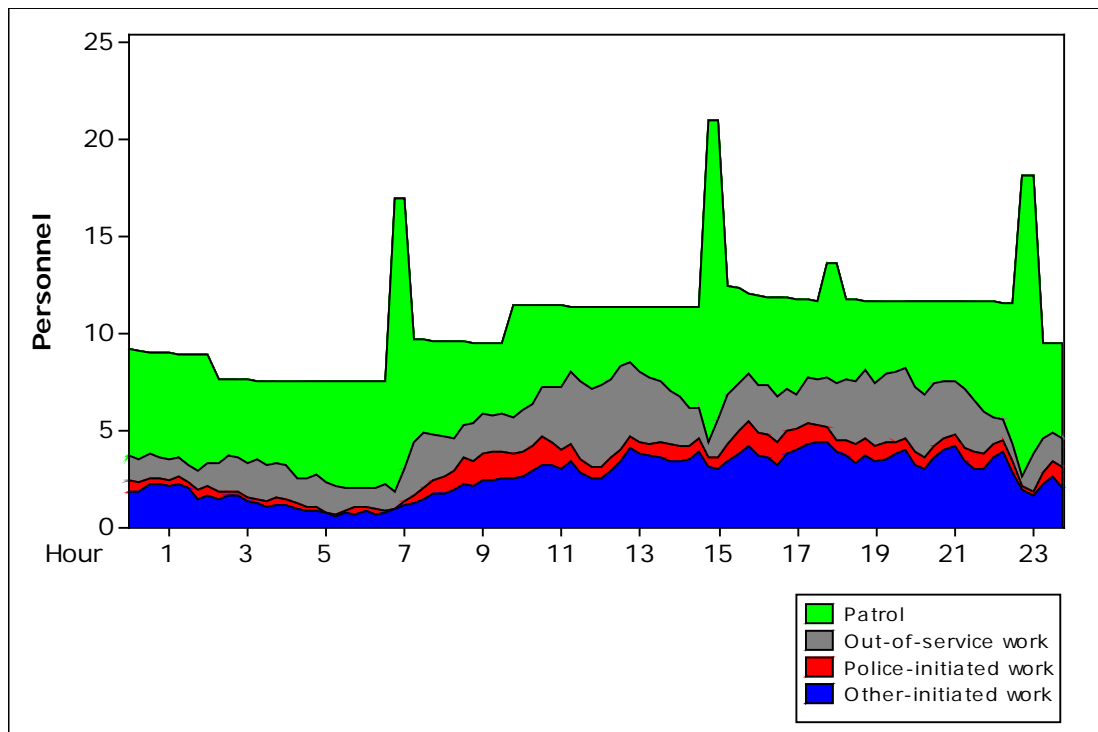
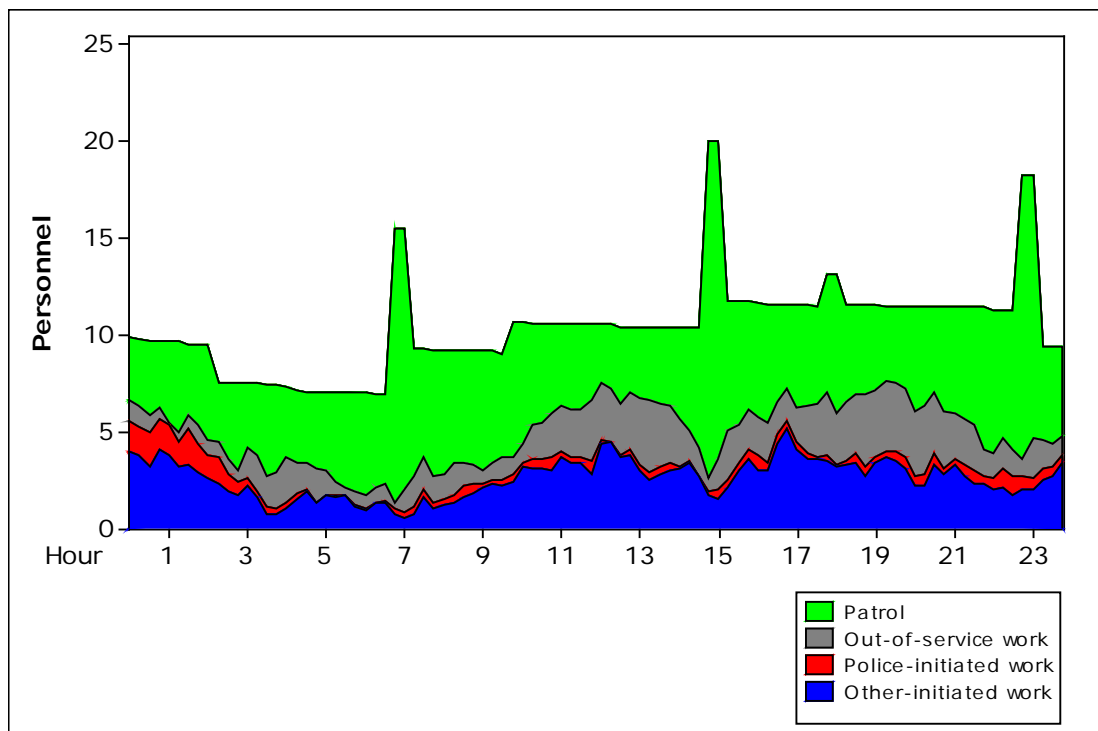


FIGURE D24: Deployment and Main Workload, Weekends, Summer 2012



Note: Figures D21 to D24 include deployment along with all workload from other-initiated, police-initiated, and out-of-service activities.

Observations:

- For winter 2012:
 - Average workload was 5.4 officers per hour during the week and 5.0 officers per hour on weekends.
 - This was approximately 47 percent of hourly deployment during the week and 45 percent of hourly deployment on weekends.
 - During the week, workload reached a maximum of 70 percent of deployment between 6:30 p.m. and 6:45 p.m.
 - On weekends, workload reached a maximum of 73 percent of deployment between 7:00 p.m. and 7:15 p.m.
- For summer 2012:
 - Average workload was 5.4 officers per hour during the week and 4.9 officers per hour on weekends.
 - This was approximately 50 percent of hourly deployment during the week and 47 percent of hourly deployment on weekends.
 - During the week, workload reached a maximum of 74 percent of deployment between 12:45 p.m. and 1:00 p.m.
 - On weekends, workload reached a maximum of 71 percent of deployment between 12:00 p.m. and 12:15 p.m.

FIGURE D25: Deployment and All Workload, Weekdays, Winter 2012

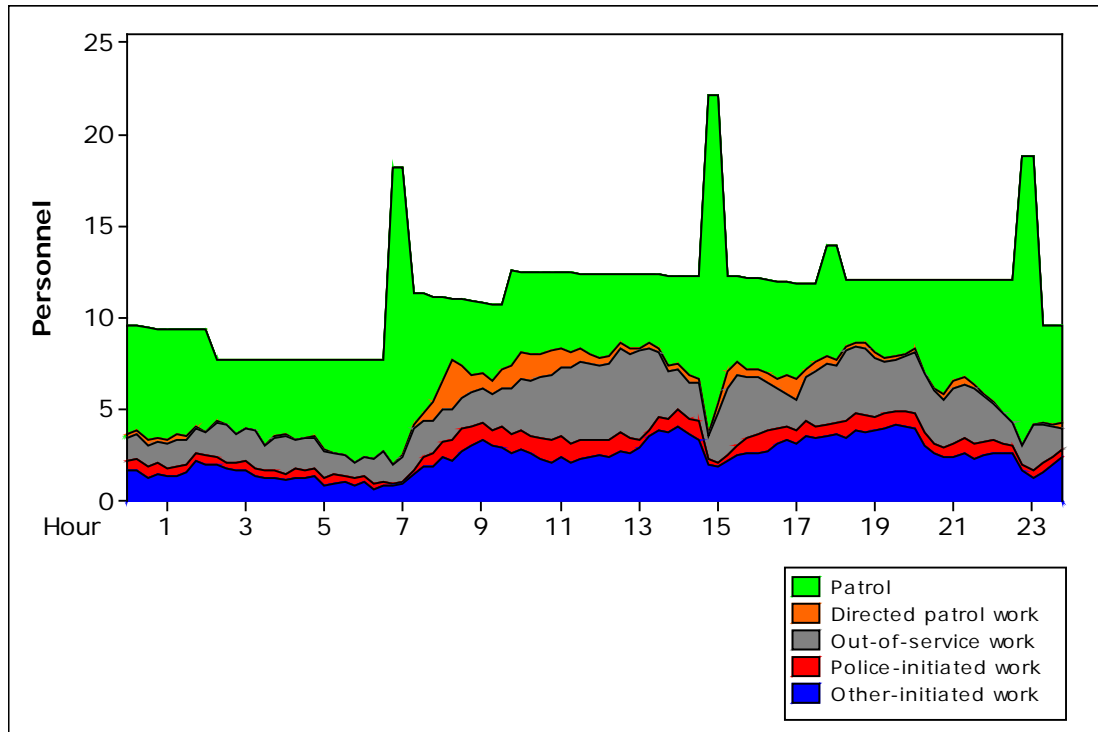


FIGURE D26: Deployment and All Workload, Weekends, Winter 2012

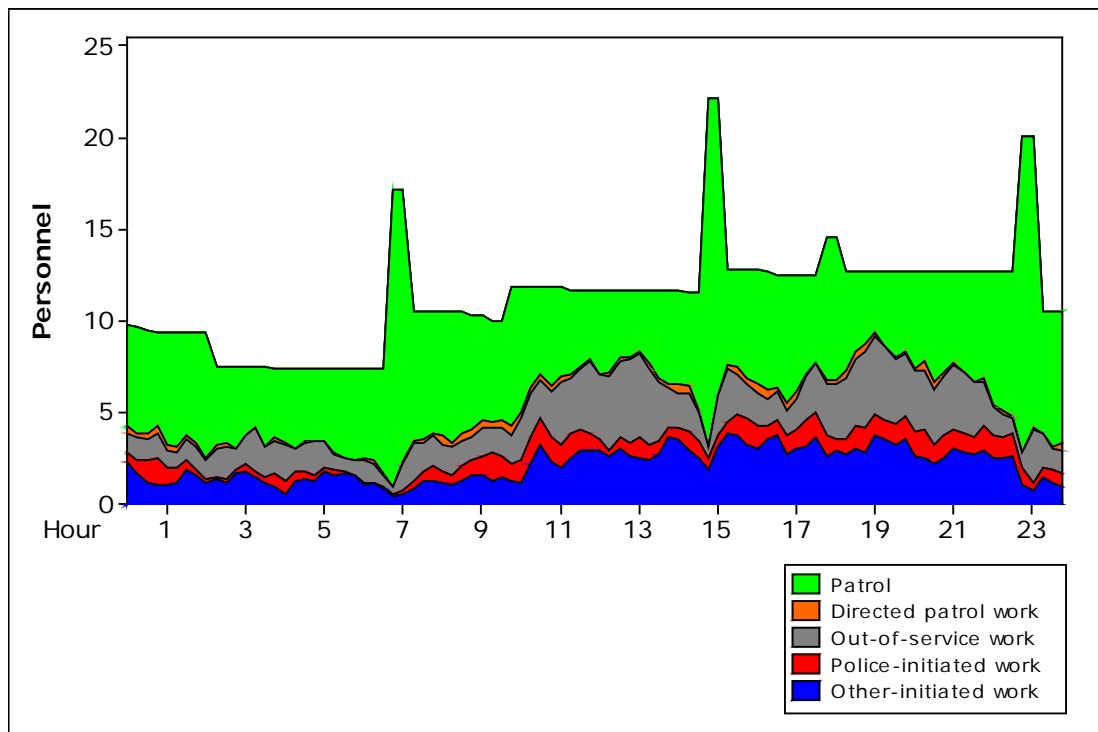


FIGURE D27: Deployment and All Workload, Weekdays, Summer 2012

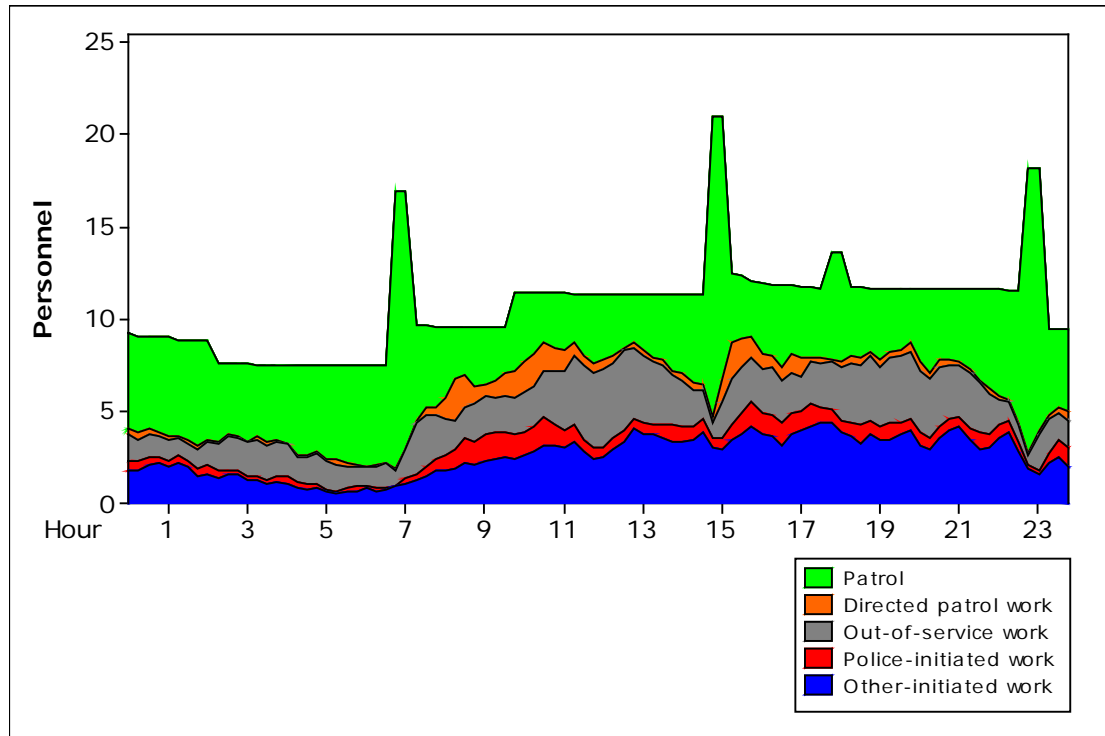
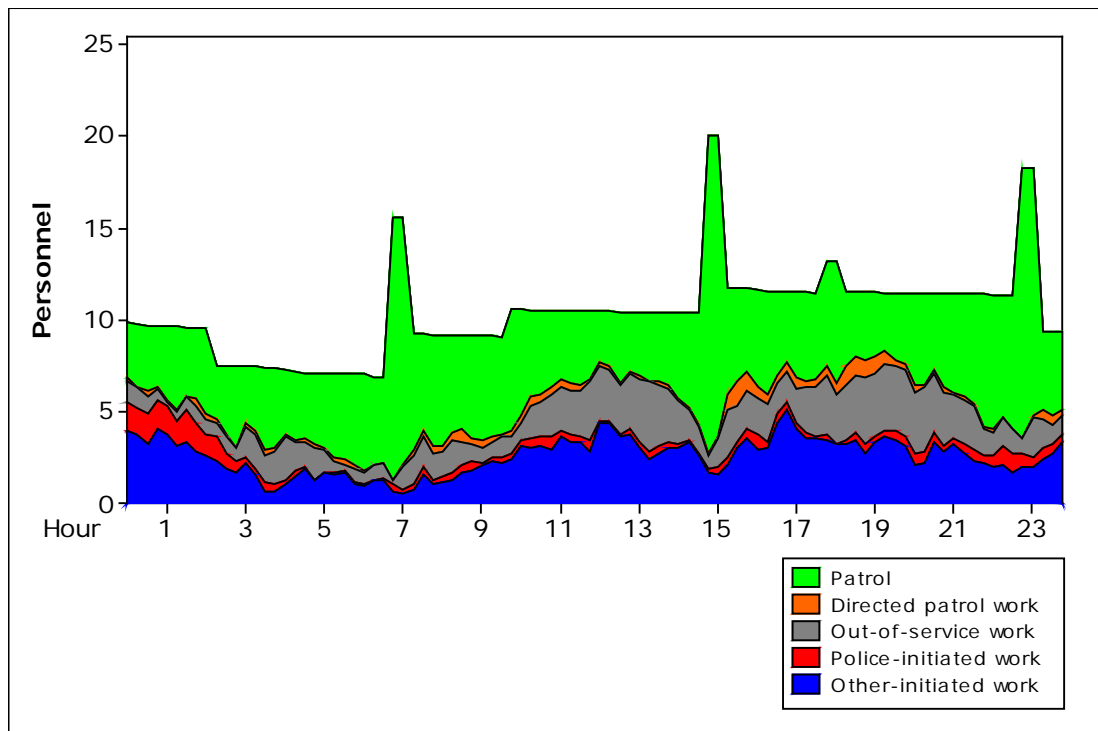


FIGURE D28: Deployment and All Workload, Weekends, Summer 2012



Note: Figures D25 to D28 include deployment along with all workload from other-initiated, police-initiated, out of service activities, and directed patrol events.

Observations:

- For winter 2012:
 - Average workload was 5.8 officers per hour during the week and 5.3 officers per hour during the weekends.
 - This was approximately 51 percent of hourly deployment during the week and 46 percent on weekends.
 - During the week, workload reached a maximum of 72 percent of deployment between 6:30 p.m. and 6:45 p.m.
 - On weekends, workload reached a maximum of 74 percent of deployment between 7:00 p.m. and 7:15 p.m.
- For summer 2012:
 - Average workload was 5.9 officers per hour during the week and 5.2 officers per hour during the weekends.
 - This was approximately 55 percent of hourly deployment during the week and 50 percent on weekends.
 - During the week, workload reached a maximum of 77 percent of deployment between 10:30 a.m. and 10:45 a.m. and between 11:15 a.m. and 11:30 a.m.
 - On weekends, workload reached a maximum of 73 percent of deployment between 12:00 p.m. and 12:15 p.m. and between 7:15 p.m. and 7:30 p.m.

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.

Before presenting the specific figures and tables, we summarize our observations. We started with 7,676 events for winter 2012 and 7,837 events for summer 2012. We limited our analysis to other-initiated calls and calls within Skokie. We also encountered some calls without arrival times that we were forced to exclude from our analysis due to lack of information. This left 1,571 calls in winter and 1,865 calls in summer for our analysis. Table D14 and Figures D29, D30, and D31 represent response times for calls recorded from January 1, 2012 to December 31, 2012.

The computer-aided dispatch (CAD) software in use in 2012 could not differentiate emergency calls from regular calls. In April 2013 the Skokie Police Department implemented a major CAD software upgrade that could now provide this additional information. As it is important to examine the department's response times for emergency calls, we analyzed a sample of 199 calls for the period of April 2, 2013 to October 7, 2013 for three categories that are considered emergencies and for which either delayed dispatch or delayed police response would be extremely unlikely.

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

Emergency Calls

Below is an analysis of emergency calls extracted from the upgraded CAD system during the period from April to October 2013. We included calls from three emergency categories: injury accidents, shots fired, and still alarms. Table D13 shows average response times for these emergency calls. These averages include nonzero-on-scene, calls from April 2, 2013 to October 7, 2013. There were 199 Emergency calls with valid response times. Analysis of this data indicates that emergency calls had a shorter average response time of 4.7 minutes compared with the overall 2012 yearly average of 9.6 minutes.

TABLE D13: Average Dispatch, Travel, and Response Times, by Emergency

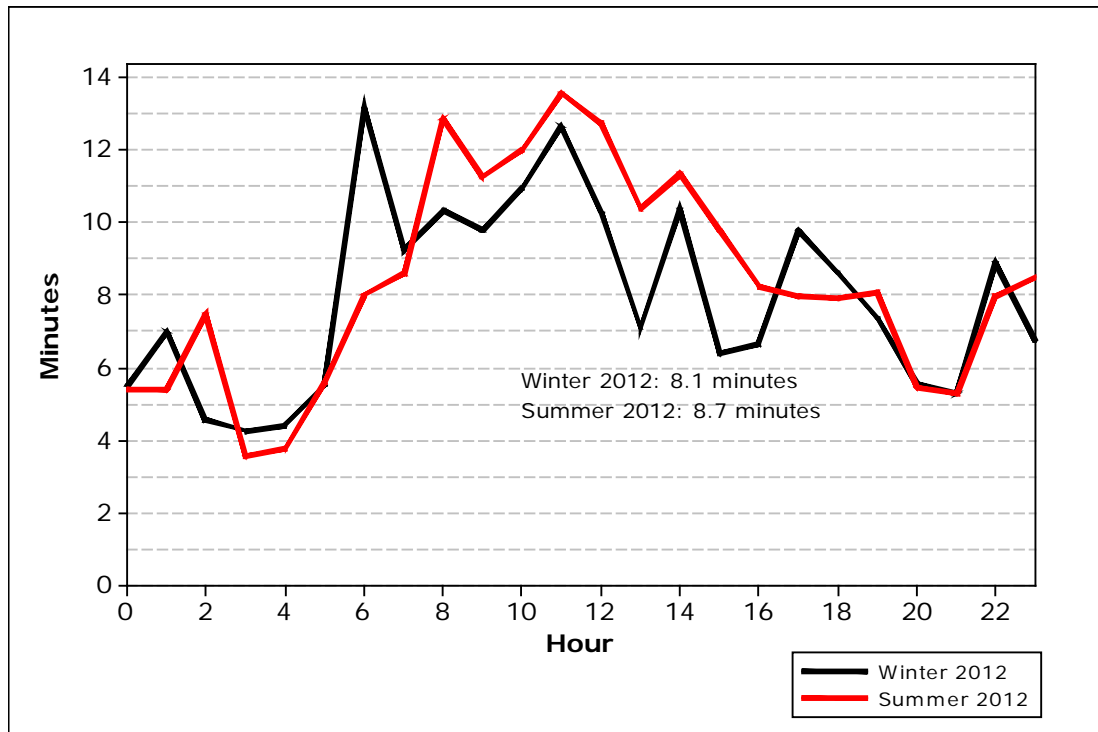
Category	Dispatch	Travel	Response	Total Calls
Injury accidents	1.6	3.3	4.9	128
Shots fired	1.2	1.7	2.9	5
Still alarms	1.4	3.1	4.5	66
Total Emergency	1.5	3.2	4.7	199
All calls	4.5	5.2	9.6	20,878

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

All Calls

This section looks at all calls without considering their priorities. We examine the differences in response by both time of day and season (summer versus winter). We also show differences in response times by category.

FIGURE D29: Average Response Time, by Hour of Day, Winter 2012 and Summer 2012



Observations:

- Average response times varied significantly by hour of day.
- In winter, the longest average response time was between 6:00 a.m. and 7:00 a.m., with an average of about 13.2 minutes.
- In winter, the shortest average response time was between 3:00 a.m. and 4:00 a.m., with an average of 4.3 minutes.
- In summer, the longest average response time was between 11:00 a.m. and 12:00 p.m., with an average of about 13.5 minutes.
- In summer, the shortest average response time was between 3:00 a.m. and 4:00 a.m., with an average of 3.6 minutes.

FIGURE D30: Average Response Time by Category, Winter 2012

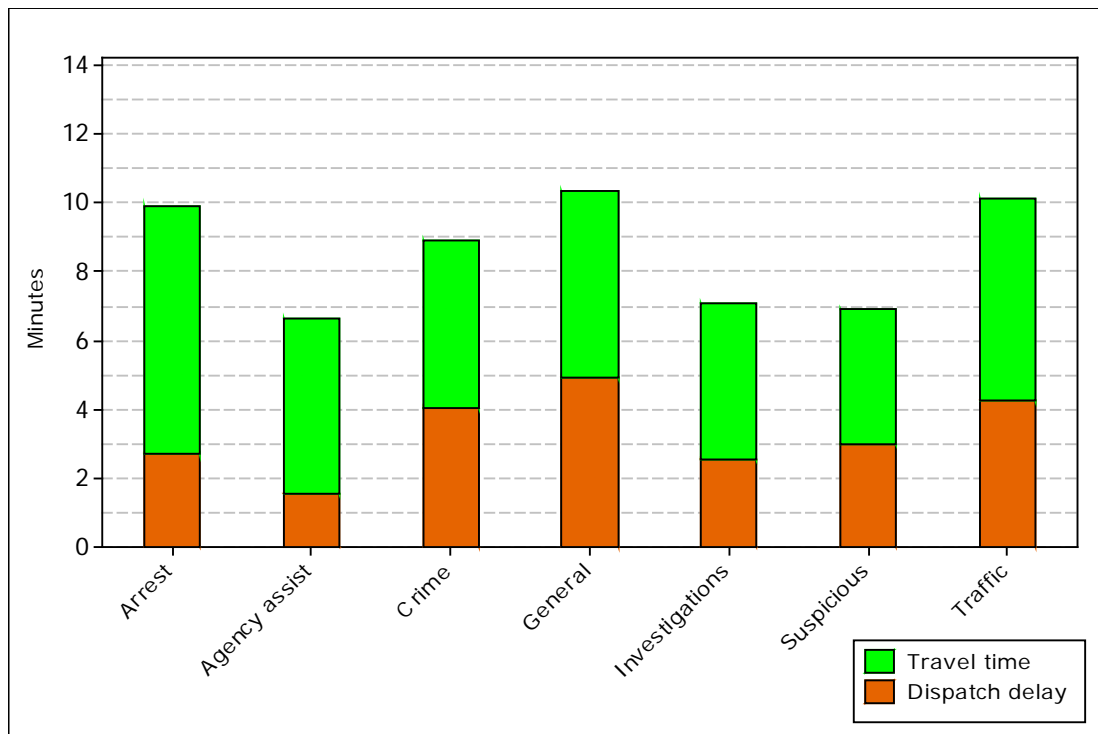


FIGURE D31: Average Response Time by Category, Summer 2012

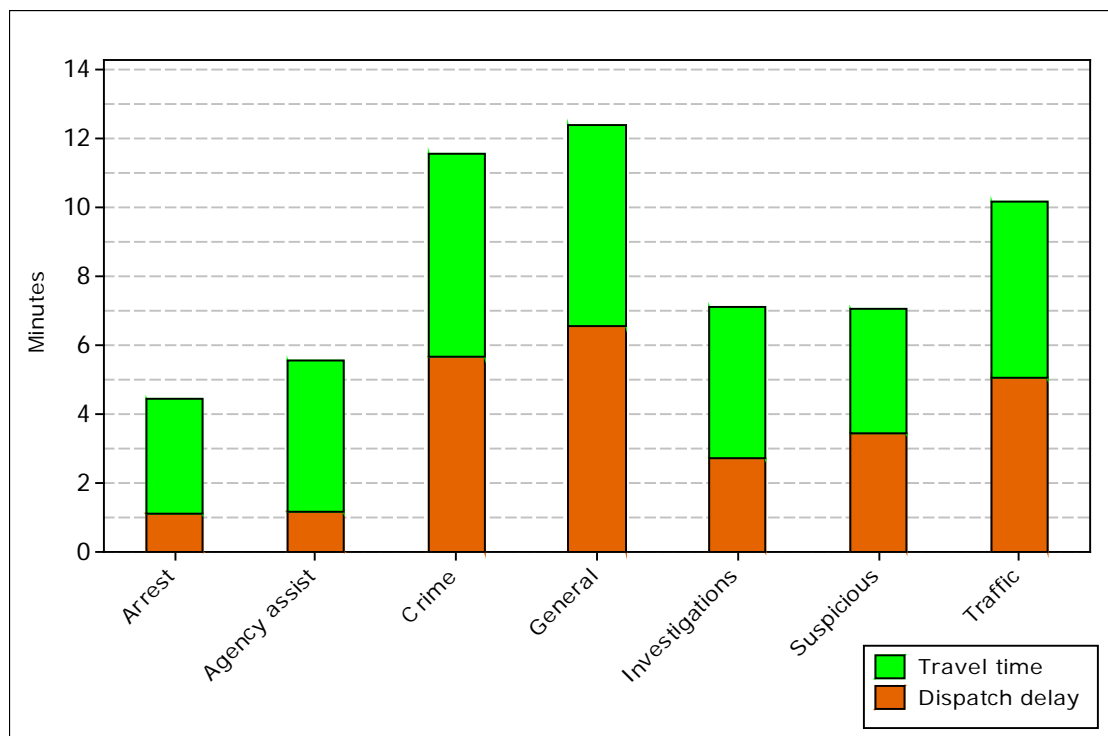


TABLE D14: Average Response Time Components, by Category

Category	Winter 2012			Summer 2012		
	Dispatch	Travel	Response	Dispatch	Travel	Response
Arrest	2.7	7.2	9.9	1.1	3.3	4.4
Assist other agency	1.6	5.0	6.6	1.1	4.4	5.5
Crime	4.0	4.9	8.9	5.7	5.9	11.5
General noncriminal	4.9	5.4	10.3	6.5	5.8	12.4
Investigations	2.5	4.6	7.1	2.7	4.4	7.1
Suspicious incidents	3.0	3.9	6.9	3.4	3.6	7.0
Traffic	4.3	5.8	10.1	5.1	5.1	10.2
Total	3.4	4.8	8.1	4.1	4.6	8.7

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

Observations:

- In winter, the average response time was as short as 7 minutes (for investigations and suspicious incidents) and as long as 10 minutes (for general noncriminal and traffic calls).
- In summer, the average response time was as short as 4 minutes (for arrest calls) and as long as 12 minutes (for crime and general noncriminal calls).
- The average response time for crimes was approximately 9 minutes in winter and 12 minutes in summer.

TABLE D15: 90th Percentiles for Response Time Components, by Category

Category	Winter 2012			Summer 2012		
	Dispatch	Travel	Response	Dispatch	Travel	Response
Arrest	15.1	23.8	23.8	4.7	15.0	15.2
Assist other agency	3.3	8.8	13.1	2.3	8.0	9.6
Crime	12.1	11.3	21.3	18.3	12.5	30.0
General noncriminal	13.0	11.4	24.0	18.7	11.5	30.1
Investigations	4.4	8.3	12.1	6.3	8.4	12.3
Suspicious incidents	6.4	7.4	12.7	9.8	6.9	14.0
Traffic	11.0	13.3	23.1	14.9	11.5	24.4
Total	8.2	9.6	17.1	10.8	9.0	19.0

Note: A 90th percentile value of 17 minutes means that 90 percent of all calls are responded to in fewer than 17 minutes. For this reason, the columns for dispatch delay and travel time may not be equal to the total response time.

Observations:

- In winter, 90th percentile values for response times were as short as 12 minutes (for investigations) and as long as 24 minutes (for general noncriminal calls).
- In summer, 90th percentile values for response times were as short as 10 minutes (for agency assists) and as long as 30 minutes (for general noncriminal and crime calls).

Attachment I – Nature Code Classification

The nature codes for the department's calls for service from January 1, 2012, to December 31, 2012 were classified within the following categories:

Nature Code	Table Category	Graph Category
Suspended, Revoked Drivers License	Prisoner-arrest	Arrest
Traffic Arrest		
Warrant Arrest		
Warrant Service		
Detainee transport	Prisoner-transport	
Amb. -	Assist other agency	Assist other agency
Ambulance Request		
Assist Animal Officer		
Assist Fire Department		
Assist Health Department		
Assist Other Agency-Ment. Hlth		
Assist Other Police		
Assist Public Works		
Assist Sheriff-County		
Assist State Police		
Health Hazard		
Public Fall		
Repossessed Auto		

Nature Code	Table Category	Graph Category
Annoying-Susp. Calls	Crime-persons	Crime
Assault		
Battery		
Child Abuse		
Domestic		
Domestic Related Incident		
Narcotics Offense		
Robbery		
Sex Offenses		
Stalking		
Weapons Violation		
Arson	Crime-property	
Burglary		
Burglary From Motor Vehicle		
Burglary-Attempt		
Criminal Damage to Property		
Criminal Trespass to Land		
Deceptive Practices		
Recovered Stolen Auto		
Residential Burglary (Forcible Entry)		
Stolen Auto		
Stolen Auto-Attempt		
Theft		
Theft-Attempt		
Vandalism		
Away From Home	Directed assignment	Directed assignment
Mail Run		
Swift Escort		
Village Hall Crossing		
Foot Patrol	Directed patrol	
Selective Enforcement		
Stroll-Business		
Stroll- Neighbor.		
Stroll PK-School		

Nature Code	Table Category	Graph Category
Accidental Damage	Miscellaneous	General noncriminal
Assist Citizen		
Lock Out-Auto		
Lock Out-Home		
Notification		
Other Misc. Incidents		
Curfew Violation	Ordinance enforcement	
Dumping Violation		
Liquor Violations		
Ordinance Violation		
Fire Hydrant Violation	Parking enforcement	
Fire Lane Violation		
Handicap Parking Violation		
Parking Enforcement		
Parking Problem - Street		
Parking Problem-Priv. Prop.		
Scofflaw Violation/Car Boot		
Zone Parking		

Nature Code	Table Category	Graph Category
Burglar Alarm	Alarm	Investigations
Burglar Alarm		
Hold-Up Alarm		
Station Alarm		
Station Trouble Alarm		
Vehicle Alarm		
Verify Alarm Work		
9-1-1 Investigations	Check/investigation	
Barking Dog		
Check on Well-Being		
Community Concern		
Confused Person		
Death Investigation		
Field Interview		
Found Property		
Lost License Plates		
Lost Property		
Missing Person		
Open Door/Window		
Police Request Nature Unknown		
Premise Exam		
Shots Fired		
Speeding/Racing Auto		
Well Being Check		
Court	Out of service-administrative	Out of service
Detention Officer		
E.T Follow up		
Supplementary Report		
Training		

Nature Code	Table Category	Graph Category
Customer Problem	Disturbance	Suspicious incident
Disorderly Conduct		
Disturbance		
Neighbor Problem		
Noise Complaint		
Rowdy Youths		
Traffic Dispute		
Suspicious Circumstances	Suspicious person/vehicle	
Suspicious Incident		
Suspicious Noises		
Suspicious Person		
Suspicious Vehicle		
Auto Accident	Accidents	Traffic
Abandoned Auto-Priv. Prop.	Traffic service	
Abandoned Auto-Street		
Condition Report		
Disabled Auto		
Misc. Traffic Incident		
RR Gate/Signal Complaint		
Traffic Light Malfunction		
Traffic Problem		
Traffic Stop		

END