Police Department Final Operations and Data Analysis Report

Victoria, Texas

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POLICE OPERATIONS POLICE OPERATIONS

CENTER FOR PUBLIC SAFETY MANAGEMENT

Submitted by and reply to:
ICMA Center for Public Safety
International City/County Management Association
777 North Capitol Street NE, Suite 500
Washington, DC 20002
202-962-3607

ICMA

Leaders at the Core of Better Communities

Background

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, brown-fields, 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 we 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 assisting with building wastewater treatment plants and have teams in Central America conducting assessments and developing training programs for disaster preparedness working with SOUTHCOM.

ICMA Center for Public Safety Management

The ICMA *Center for Public Safety Management* (ICMA/CPSM) is one of four centers within the ICMA's U.S. Programs Division, providing 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 and the identification of core competencies of police and fire managers and by providing 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 identifying 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 Wieczorek is the Director of the Center for Public Safety Management. Leonard Matarese is the Director of Research & Project Development.

The ICMA Center for Public Safety Management team follows a standardized approach to conducting analyses of police departments and other departments involved in providing public

safety services to the public. We have developed this standardized approach by combining the experience sets of dozens of subject matter experts in the areas of police, fire, and EMS. Our collective team has more than one hundred years of conducting research in these areas for cities in and beyond the United States.

The Public Safety Management 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 to 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 logistical format. Due to 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. Prior to the arrival of an on-site team, agencies are asked to provide the team with key operational documents (e.g., policies and procedures, asset lists, etc.). The team visits each city on-site and interviews police department managers, supervisors, 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 strengths, weaknesses, opportunities, and threats of the organizations and operations under review. To generate recommendations, the team reviews operational documents; interviews key stakeholders and 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 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 Center for Public Safety Project Contributors

Thomas J. Wieczorek, Director, ICMA Center for Public Safety
Leonard A. Matarese, Director, Research & Program Development
James E. McCabe, Senior Associate, Team Lead
Paul O'Connell, Senior Associate
Dov N. Chelst, Senior Quantitative Analyst
Priscila Monachesi Kale, Quantitative Analyst
Sarita Vasudevan, Quantitative Analyst
Dennis Kouba, Editor

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Executive Summary

ICMA was commissioned to review the operations of the Victoria Police Department (VPD). While our analysis covered all aspects of the department's operations, a particular focus of our study was on identifying the appropriate staffing of the agency given its workload, community demographics, and crime levels.

We analyzed departmental workload using operations research methodology[1] and compared that workload to staffing and deployment levels. We reviewed thousands of pages of documents provided by the department to better understand the implications of service demand on current staffing and the department's organizational design to determine if the many functions required of a modern police agency are staffed appropriately. Our study involved extensive data collection, interviews with key police and administration personnel, on-site observations of the job environment, data analysis, comparative analyses, and development of alternatives and recommendations. Major recommendations appear below and are described in detail throughout the report.

Based on our review, it is our opinion that the VPD is substantially understaffed. The authorized sworn personnel headcount is 116, and currently the VPD has only 103 officers assigned. Recent attrition caused a sudden reduction in staffing. The crime, quality-of-life issues, and workload from calls for service from the community are placing a heavy burden on the department, and additional resources are required. ICMA contends that the VPD should be brought back up to full staffing, and an additional 10 officers assigned on top of the authorized headcount. Based upon our analysis, the recommended staffing of the VPD is 126 sworn officers.

The recommendations provided here seek to ensure that police resources are deployed optimally to streamline operations and improve efficiency. Implementation of these recommendations should be undertaken with full participation of all the stakeholders associated with the department.

Major Recommendations:

1. Create a calls for service (CFS) committee made up of members of the VPD and stakeholders in the community (representatives from the department, VPOA, and community) to evaluate all CFS received and dispatched in Victoria with the goals of screening and triaging calls more effectively, reducing CFS responses, and creating a robust differential response function.
2. Add police officers to patrol shifts to accommodate peak service demands.
3. Immediately develop an executive liaison with the Victoria County Sheriff's Office to coordinate school security, crime prevention, and safety programs in Victoria schools.
4. Adopt the following measures in the Investigations Division:
    - Restructure the division to create a General Case Team and a Special Crimes Team.

[1] Operations research is a discipline that deals with the application of advanced analytical methods to help make better management decisions.

- Implement a more aggressive case management system for criminal investigations
- Stretch the current schedule to ensure detectives work evenings and weekends.

5. The department should create a standing technology taskforce. This group would consist of civilian and uniformed personnel from various ranks and units who would meet regularly to address the department's technology and technology training needs.
6. The department should designate, train, and support one senior member of the department to serve as primary field training officer (FTO). This individual would work with the department's training lieutenant to review and revise the department's field training program and procedures.
7. Enhance the role of the Professional Standards Officer (Lieutenant) to include supervision and coordination of the following functions: recruitment, employee background screening, training, evaluations, internal investigations, promotions, accreditation, sick leave management, use of force management, inspection and audits, and public information.
8. Implement a robust system of performance management using relevant data to develop strategies and hold supervisors accountable for the effective execution of these strategies.
9. Identify, train and support one uniformed or non-sworn member of the department to serve as the department's primary crime analyst.
10. Empanel a committee comprised of civilian and uniformed personnel of various ranks in order to perform a detailed review of employee turnover. This committee should also undertake a recruitment and retention study to determine what, if any, steps can be taken to reduce the turnover rate going forward.
11. Institute an informal employee working committee. This committee should be comprised of representatives of the employee union, the different units in the department, and the command staff.

If the VPD implemented all of the personnel changes recommended in this study, the overall size of the department would grow to 126 sworn officers, with 40 civilian members (including 3 part-time). A table of organization, with the proposed organizational modifications, is shown in Table 1.

The ICMA team thanks the city and police administrations of Victoria for their assistance in completing this project. In particular, ICMA commends City Manager Charmelle Garrett and Police Chief J.J. Craig for their enthusiasm and cooperation with the ICMA team regarding documentation requests and the overall project.

TABLE 1: Recommended Organization and Staffing of the VPD

	Chief	Assistant Chief	Captain	Lieutenant	Sergeant	Police Officer	Civilian
Executive	1	1					2
Administration				1			
Professional Standards				1	3	1	1
LT Military						2	
Subtotal	1	1	0	2	3	3	3
Investigations & Support Division			1				
Records							3
Crime Prevention						1	1
Crime Analysis							1
Communication				1			17(3PT)
Radio							1
Building							1
Investigations				1			3
General Case Team							
Assault Unit					1	8	
Property Unit					1	8	
Special Crimes					1	8	
Crime Stoppers						1	
Warrants						1	
Crime Victim Liaison							1
Intelligence						1	
Crime Scene Unit							4
Subtotal			1	2	3	28	32(3)
Patrol Division			1	1			2
1st Platoon				1	2	15	
2nd Platoon				1	2	15	
3rd Platoon				1	2	18	
4th Platoon				1	2	18	
Traffic						2	
Subtotal			1	5	8	68	2
Total	1	1	2	9	14	99	37(3)
Grand Total Sworn: 126							

Methodology

Data Analysis

We used numerous sources of data to support our conclusions and recommendations for the Victoria Police Department. Information was obtained from the FBI Uniform Crime Reporting (UCR) Program, Part I offenses, along with numerous sources of VPD internal information. UCR Part I crimes are defined as murder, rape, robbery, aggravated assault, burglary, larceny-theft, and larceny of a motor vehicle. Internal sources included data from the computer-aided dispatch (CAD) system for information on calls for service (CFS).

Interviews

This study relied extensively on intensive interviews with VPD personnel. On-site and in-person interviews were conducted with all division commanders regarding their operations.

Focus Groups

A focus group is an unstructured group interview in which the moderator actively encourages discussion among participants. Focus groups generally consist of eight to ten participants and are used to explore issues that are difficult to define. Group discussion permits greater exploration of topics. For the purposes of this study, focus groups were held with a representative cross-section of employees within the department.

Document Review

ICMA consultants were furnished with numerous reports and summary documents by the Victoria Police Department. Information on strategic plans, personnel staffing and deployment, monthly and annual reports, operations manuals, and performance statistics were reviewed by project team staff. Follow-up phone calls were used to clarify information as needed.

Operational/Administrative Observations

Over the course of the evaluation period, numerous observations were conducted. These included observations of general patrol, special enforcement, investigations, and administrative functions. ICMA representatives engaged all facets of department operations from a "participant observation" perspective.

Implementing the Report's Recommendations

ICMA's conclusions and recommendations provide a blueprint for both the city and police administrations to move forward. It is strongly recommended that the chief identify and task one individual with responsibility for implementing these recommendations. This person should establish a liaison with the chief of police and should be given the authority and responsibility to effectuate the recommended changes. This includes ensuring the recommendations are executed in a timely fashion and then evaluating the department's progress.

All of ICMA's recommendations are practical and sensible and should be considered by the police administration within a reasonable period of time. If the city desires, ICMA can provide a service to

review, monitor, and evaluate the department's progress to help ensure that the recommendations adopted are being implemented properly. If the police administration experiences difficulty implementing the recommendations, ICMA can be of assistance.

Community Overview

Policing involves a complex set of activities. Police officers are not simply crime fighters whose responsibilities are to protect people's safety and property and to enhance the public's sense of security. The police have myriad other basic responsibilities on a daily basis, including preserving order in the community, guaranteeing the movement of pedestrian and vehicular traffic, protecting and extending the rights of persons to speak and assemble freely, and providing assistance for those who need it.

The VPD provides a full range of police services, including responding to emergencies and calls for service, performing directed activities, and solving problems. Both the city and the police department are dedicated to the principles of community policing, and the department strives to provide a high level of service to the Victoria community.

Victoria Demographics

When determining the appropriateness of the deployed resources—both current and future—it is important to take into account the demographics of the community.

Victoria is the seat of Victoria County and is located approximately 30 miles from the Gulf of Mexico. Victoria is known as "The Crossroads" because of its location within a two-hour drive of Corpus Christi, Houston, San Antonio, and Austin. Victoria is also the commercial and retail hub of a seven-county area. According to the U. S. Census Bureau, the city's population is approximately 63,000, and has been relatively stable over the last two decades. The stable population, however, does not reflect the substantial influx of commercial and retail traffic that pulses through Victoria each day. While the residential population is 63,000 and stable, the daily population of Victoria is considered to be much greater, with estimates of a 50 to 100 percent or more surge in population (and vehicular traffic) through the city each day. The attraction of Victoria as a commercial, retail, and entertainment hub for the region has important implications for the VPD as it deploys resources to meet the demands of both the residential and transient populations.

The racial makeup of the city is roughly 76 percent white (included in this total are 48.3 percent of persons reporting to be of Hispanic or Latino origin), 7 percent African-American, 0.6 percent American Indian, 1.4 percent Asian. The median household income in Victoria is $44,504, which is approximately 10 percent lower than the median household income for the state of Texas. From 2006 to 2010, an average of 18.6 percent of Victoria residents lived below the poverty level, which is slightly higher than the statewide rate of 16.8 percent.[2]

[2] The figures in this paragraph are taken from the U. S. Census Bureau at http://quickfacts.census.gov/qfd/states/32/3231900.html.

Uniform Crime Report/Crime Trends[3]

As defined by the Uniform Crime Report (UCR), seven major Part I offenses are used to measure the extent, fluctuation, and distribution of serious crime in geographical areas. Part I crimes are the seven most serious offenses in two categories: violent and property crime. Part I violent crimes are defined as murder, rape, robbery, and aggravated assault; Part I property crimes are burglary, larceny, and motor vehicle theft. As shown in Table 2, in 2011, Victoria had a UCR Part I violent crime rate (VCR) of 613 violent crimes and a property crime rate (PCR) of 5,084 per 100,000 residents. The violent crime rate in Victoria is 25 percent higher than the state average and 52 percent higher than the national average. The rate of property crime is 27 percent higher than the state average and 73 percent higher than the national average. Victoria has the second highest property crime rate and the second highest violent crime rate of all the jurisdictions shown in the table.

TABLE 2: 2011 UCR Crime Comparisons

Jurisdiction	Population	Police Officers	Violent Crime Rate (per 100,000)	Property Crime Rate (per 100,000)
Victoria	**63,909**	**103**	**613**	**5,084**
College Station	95,832	117	301	3,123
Sugar Land	80,475	149	119	1,776
Bryan	77,804	132	546	3,735
Baytown	73,313	142	289	4,849
Pharr	71,881	126	356	3,411
Missouri City	68,775	88	131	1,704
Temple	67,493	134	274	3,021
Harlingen	66,214	128	509	6,159
North Richland Hills	64,676	107	286	2,944
New Braunfels	58,955	100	202	3,296
Mansfield	57,554	85	108	1,659
Conroe	57,390	111	338	3,635
Rowlett	57,382	73	113	1,703
Galveston	48,748	129	620	4,700
Texas	24,782,302		491	4,016
United States	308,745,538		404	2,942

Note: 2011 was the most recent year for which UCR data are available on comparison jurisdictions.

Table 2 shows the crime rates of a number of jurisdictions in Texas that are close in population size and demographic characteristics to Victoria, and several used by the VPD as comparators. It should

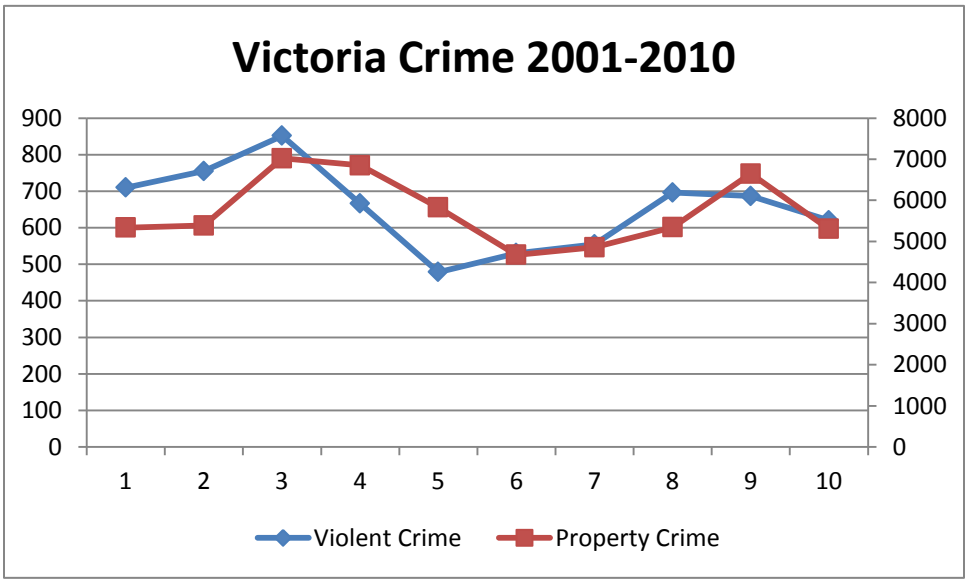
[3] The UCR began in the late 1920s and has been under the jurisdiction of the FBI. Over the years the UCR developed into a broad utility for summary-based reporting of crimes and continues to be a useful tool in reporting, measuring, and comparing crime. By the late 1970s, confronted with validity and reliability issues, the FBI created an "incident-based" reporting system to compliment the UCR. Testing for the "National Incident Based Reporting System" (NIBRS) took place in South Carolina. The new system was approved for general use at a national UCR conference in March, 1988. The general concepts, such as jurisdictional rules, of collecting and reporting UCR data are the same as in NIBRS. However, NIBRS goes into much greater detail than the summary-based UCR system. NIBRS includes 46 Group A offenses whereas UCR only has eight offenses classified as Part I offenses. Additional information about NIBRS can be found at the FBI's website: http://www2.fbi.gov/ucr/faqs.htm

be noted that the populations of these cities range from around 95,000 to about 48,000. The analysis is not intended to compare Victoria with College Station or Galveston, for example, but rather is meant as an illustration of communities in Texas and how they compare with respect to rates of crime. The data presented in Table 2 support the observation that Victoria is major attraction for the surrounding region, which undoubtedly contributes to the higher rates of crime experienced in the community.

Examination of the data presented in Table 2 indicates that Victoria has a comparably high crime rate. Population-wise, Victoria is in the middle of the communities cited, but has the both the second highest property crime rate and violent crime rate. Both these rates far surpass the state and national averages. The crime experience in Victoria portrayed in the table has important implications for staffing and deploying police resources in the community. Essentially, the demographic and crime patterns in Victoria indicate that the VPD needs sufficient resources to respond to this high rate of crime.

Over the last ten years, the rate of crime in Victoria has fluctuated (see Figure 1). Violent crime reached a high in 2003, a low in 2005, and appears to be trending downward since 2008. Similarly, property crime in Victoria has fluctuated over the decade with alternating high and low periods with no discernible pattern. In totality, it appears that the crime rates in Victoria fluctuate from year to year but remain relatively high compared to comparable communities as well as the state and national averages.

FIGURE 1: Crime Rate, Victoria, Texas



Comparisons/Benchmarks

In order to put the VPD into perspective it is important to compare it with other police departments. In a 2011 study, IBM looked at several financial, organizational, and demographic variables to assess the relative efficiency of local governments. The resulting report, *Smarter, Faster, Cheaper,*

presents data from the 100 largest U. S. cities in various regions.[4] In addition, the Overland Park, Kansas Police Department conducts an annual survey of 26 small- to medium-sized police departments each year on, among other measures, the same measures reported in the IBM report. This Overland Park report, entitled "Benchmark Cities Survey,[5]" is also useful for evaluating the VPD. Furthermore, the Bureau of Justice Statistics publishes periodic reports on the administrative and managerial characteristics of police departments in the United States.[6] Keeping in mind that each community has characteristics that govern the style and size of its police department, these characteristics and comparisons can help assess the relative performance of the VPD.

These documents are useful in benchmarking the VPD on several key variables, including per-capita spending on police services, spending per crime, number of sworn personnel per crime, overtime expense, and sworn officers per capita (see Table 3).

On average, the VPD spends approximately $164 per capita on police services, significantly less than the average of $323 per capita presented in the IBM report and also much less than the $217 per capita amount presented in the Benchmark Cities survey. Victoria's 2011 crime rate of 5,697 serious crimes per 100,000 residents is approximately 12 percent higher than the average crime rate of 5,000 crimes per 100,000 among the cities in the IBM report and is approximately 74 percent higher than the average crime rate reported in the Benchmark Cities Survey. Also, the VPD spent $284,335 on overtime expenses in FY2011 out of a personnel payroll of $6.2 million.[7] This represents approximately 4.6 percent of total salaries paid. This overtime-to-payroll ratio is comparable to the benchmark on police overtime expenses from the IBM report but higher than the overtime percentage reported in the Benchmark Cities Survey. Lastly, the VPD employs 103 sworn officers, or 161 officers per 100,000, which, again, is lower than the average of 190 officers per 100,000 residents from the LEMAS study, but higher than the 144 officers/100,000 residents from the Benchmark Cities Survey.

TABLE 3: Victoria Police Department in Perspective

Benchmark Area	VPD	IBM Benchmark	Vs. IBM Benchmark	Benchmark City Survey	Vs. Benchmark City Survey
Per capita police spending	$164	$323	LOWER	$217	LOWER
Crime rate	5,697	5,000	HIGHER	3277	HIGHER
Overtime	4.6%	5%	LOWER	3.8%	HIGHER
Officers per capita	161	190	LOWER	144	HIGHER

[4] David Edwards, *Smarter, Faster, Cheaper: An Operational Efficiency Benchmarking Study of 100 US Cities* (Somers, NY: IBM, 2011), available at http://icma.org/en/icma/knowledge_network/documents/kn/Document/303182/Smarter_Faster_Cheaper.
[5] http://www.opkansas.org/maps-and-stats/benchmark-cities-survey/
[6] Bureau of Justice Statistics, *Law Enforcement Management and Administrative Statistics* (2007).
[7] Personnel payroll is determined as the sum of regular, extra, premium, longevity, certification, field training, and workers' comp payments.

Overall, the VPD earns high marks for financial benchmarks. Costs of operations appear lower in some areas and higher in others. This is related to many factors that will be discussed in the body of the report. In brief, the department spends less per capita and has a lower number of officers per capita, has a substantially higher crime rate than comparison cities, is higher than benchmark cities with regards to officers per capita and overtime spending, but lower than the communities studied in the IBM report.

The key to operational efficiency, however, is not found exclusively in financial austerity. The size and style of a police department and the types of services that it provides are a reflection of the character and demands of that community. The challenge is to determine how many police officers are necessary to meet that demand, and how to deploy those personnel in an effective and efficient manner. The above analysis demonstrates that the VPD is financially efficient in its personnel deployment. The analysis that follows is an attempt to build upon this discussion and answer the "how many" and "how to deploy" questions that are the essence of police operational and personnel resource decisions.

Our report now turns to the various elements of the VPD and an assessment of those elements in context with prevailing industry standards and best practices.

Patrol Division

The VPD provides the community with a full range of police services, including responding to emergencies and calls for service, performing directed activities, and solving problems. The VPD is a service-oriented department that provides a high level of service to the community. The department considers every request for service from the public important and deserving of a police response–essentially every call for service from the public gets a police response and every criminal case gets investigated.

Demand

The VPD staff reported to the ICMA team that no call is considered too minor to warrant a response and no case is too small to warrant an investigation. From the command staff to the rank-and-file officers, this approach was demonstrated on numerous occasions. The result of this philosophy is the delivery of comprehensive policing services to the Victoria community. The department has the hallmark of a small-town approach to policing in which people are not just citizens but members of a community. Service is personalized, the police are part of the fabric of the community, and expectations for police service are high. From conversations with VPD officers of all ranks, it is clear that the community of Victoria expects this level of service, and the VPD is structured to deliver it.

This approach is not without costs, however. Considerable resources are needed to maintain the small-town approach. The patrol division must be staffed with enough officers to respond to virtually every call placed to the VPD, and the investigative division must be prepared to investigate every case that presents itself.

Because the department entertains almost every request for police service, the department faces the choice of "Do we continue to police the community in a full-service mode?" or "What steps can we take to restructure demand and still promote order and safety?" That is, the department must decide whether to sustain this comprehensive level of police service or take the steps necessary to manage it. Essentially, this is a managerial decision regarding the quantity of police services offered to the community. But quality doesn't need to suffer. The recommendations offered regarding operations, if implemented, will permit the VPD to continue its full-service model of policing and run the agency more efficiently.

Table 4 presents several main categories of calls for service that were handled by the VPD between the time period September 1, 2011 to August 31, 2012. During this time VPD officers were dispatched to 64,985 calls, an average of approximately 178 calls per day. Police-initiated calls accounted for more than 57 percent of all calls for service. This is a remarkable number and demonstrates an aggressive and proactive patrol function. Police-initiated traffic enforcement, with 20,054 calls for service, accounted for more than 30 percent of ALL calls to which the Victoria Police Department responded, making this the highest single call category.

TABLE 4: 2011 Calls for Service

Category	Police-initiated			Other-initiated			All Calls		
	Calls	Units per Call	Minutes	Calls	Units per Call	Minutes	Total Calls	% of Total	Rank
Accidents	138	1.8	38.5	2,541	1.7	41.9	2,679	4.12	8
Alarm	22	1.9	18.3	3,435	1.8	14.4	3,457	5.32	7
Animal calls	35	1.2	15.9	468	1.3	20.4	503	0.77	13
Assist other agency	3	1.0	17.6	553	2.1	45.4	556	0.86	12
Check/investigation	4,469	1.4	20.5	6,579	1.3	22.6	11,048	17.00	2
Crime–persons	157	1.8	33.2	3,579	1.8	33.9	3,736	5.75	6
Crime–property	169	1.3	30.3	4,626	1.4	36.8	4,795	7.38	4
Disturbance	184	1.9	26.2	7,086	2.0	26.3	7,270	11.19	3
Juvenile	21	1.3	21.9	707	1.3	30.1	728	1.2	11
Miscellaneous	644	1.2	33.3	3,298	1.3	26.0	3,942	6.06	5
Prisoner–arrest	883	1.6	20.5	300	2.3	47.7	1,183	1.82	10
Suspicious person/vehicle	389	1.6	14.1	1,609	1.9	18.7	1,998	3.07	9
Traffic enforcement	20,054	1.2	13.1	3,036	1.3	16.5	23,090	35.50	1
Total	**27,168**	**1.2**	**15.5**	**37,817**	**1.6**	**26.9**	**64,985**	**100.00**	

To evaluate the workload demands placed on the VPD, it is useful to examine the number of CFS received from the public in relation to the population size. The VPD handled about 65,000 calls, of which approximately 20,000 were police-initiated traffic enforcement. The roughly 45,000 calls remaining, which could be considered service demands made by the public, amount to approximately 714 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 well-managed CFS functions. A value of 714 CFS/person/year indicates that VPD has a higher than expected CFS volume. This is likely driven by two factors. Victoria is a commercial, retail, and entertainment hub in the area, which undoubtedly drives up the number of people frequenting the community over and above the residential population. Also, the high ratio also supports the anecdotal reports given by sworn officers that they are dispatched to CFS that are frivolous and do not require a police presence. The combination of these two factors drives up the CFS volume to levels higher than expected based on the city's population. In general, therefore, the patrol staff in the VPD is responding to a higher than expected CFS volume driven by the residential and transient populations, and a likely overuse of the 911 system whereby people report non-police incidents.

ICMA's experience indicates that without effective management, the 911 system can become a catch-all for community demands. Being open 24 hours, 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. 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.

Reducing Responses to Certain Calls

Overall, the demand management of CFS in Victoria can be evaluated to reduce CFS volume, triage CFS more effectively, and reduce police response to non-police 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, and miscellaneous CFS—do not necessarily require the response of a sworn police officer. The bottom line here is that a substantial number of CFS dispatches to officers in the VPD could be eliminated.

Automobile accidents are a category for which the need for response by a sworn officer is questionable. At motor vehicle accidents involving only property damage, the police role is largely administrative: preparing and filing reports. When injuries occur or vehicles are inoperable and blocking traffic, police response is important, but most accidents involve only property damage to vehicles, and the role of an officer is simply to prepare a report. Thus, dispatching police officers to all vehicle crashes is not recommended. Proper training of dispatchers and inquiries by dispatchers during the initial call-taking process can easily triage vehicle accident calls to determine whether they require a police response. The data in Table 4 show that the VPD responded to 2,697 calls for service that were traffic accidents. This represents approximately 4.12 percent of all calls. Arguably, most of these were administrative in nature and did not necessarily warrant the response of a sworn police officer.

During the 12-month period studied, the VPD responded to almost 3,500 alarm calls. Industry experience also tells us that greater than 98 percent of all burglar alarms are false. The alarm industry is a strong advocate of developing ordinances and procedures to address police responses to false alarms and will work closely with any agency exploring this issue. The 98 percent of alarm calls that are false are caused by user error, and this can be addressed by alarm management programs. For example, a double-call verification, or visual verification, protocol is being implemented across the country. Alarm reduction needs to be addressed aggressively in Victoria.

The department has an alarm abatement program. Residential or commercial premises are allowed to have eight false or unnecessary alarms per year, without any resulting penalty. Any additional false alarms result in a $75 penalty. Although penalties are imposed for chronic locations, property owners are never “cut off” by the department. That is, patrol units will always respond, even if a location has been identified as chronic. The double-call verification program is not designed to cite residents for activating false alarms. Alarm ordinances penalizing home owners, and collecting fines, while beneficial, do not reduce the number of police responses. Adopting an alarm callback program has the potential to reduce calls for service by up to 3,400 calls, or roughly 9 percent of all CFS that come from the public.

Similarly, during the 12-month period studied, the VPD responded to 3,942 calls categorized as “miscellaneous.” Calls in this category amounted to 6.06 percent of all calls. The calls in this category are unlikely to be crime-related and may be unrelated to any type of police services. At 26 minutes per call (with 1.3 officers responding to each call), VPD’s response means that officers spend almost 2,700 hours each year on calls that have limited relevance to police services. Closer

examination of this CFS category reveals that more than 2,400 of these CFS were labeled "police assistance." Anecdotal accounts of these types of CFS from officers themselves indicate that a police response is unwarranted. Officers report being dispatched to calls such as:

- "My neighbor owes me $20"
- "My kids won't go to school"
- "My boyfriend won't pick up his clothes"
- "There is litter on my lawn"
- "I need assistance backing out of the driveway"
- Valuable transfers
- Carcass in roadway
- "The driver 'flipped' me off"
- Civil legal questions.

Officers report that dispatchers are not given the authority to screen calls, and that every call made to 911 and processed by the VPD results in a response by a sworn officer, regardless of how frivolous the report. This "assistance" being requested in many of these cases does not fall within the duties of a sworn police officer, and are either civil in nature or simply frivolous. The VPD would improve efficiency and lighten the burden on patrol officers by minimizing the response to calls of this nature.

In addition to these CFS, the patrol staff in the VPD provide traffic escorts for funeral processions. Funeral escorts require a minimum of two patrol units for more than 90 minutes for each occurrence. If the VPD had ample resources to cover patrol, assigning officers to provide traffic escorts in this manner would be questionable. Under the current stress the community places on patrol through CFS, funeral escorts should be discontinued.

Combined, traffic accidents, burglar alarms, and miscellaneous categories represent more than 15 percent of CFS volume. But a police response at the large majority of these incidents is likely not necessary. These categories of CFS should be examined carefully. It is recommended that the VPD, and all of the relevant stakeholders in the community, meet to reevaluate response protocols to 911 calls for service. There is clearly an opportunity to examine call categories and triage them more effectively. Empanelling a committee made up of police and community representatives could examine CFS protocols and design a more efficient police response to CFS. It is not recommended that the VPD indiscriminately stop responding to these types of calls, but the VPD should reexamine the calls in all of these categories to determine whether police response to CFS can be improved.

The purpose of a shift from a "small town" approach to providing services and responding to every call made to the department, to a more efficient, professional, and "crossroads" approach, would be to manage CFS more aggressively. The VPD should train and empower dispatchers, 911 call takers, and supervisors to triage CFS received by the department and only assign a patrol response to appropriate police-related incidents.

From ICMA's examination of CFS, and through discussions with members of the VPD, it is clear that the department could benefit from a differential response program to better manage CFS. Currently, little or no "triage" is performed on a call. Virtually every call to the police department is dispatched to a patrol unit. The VPD prides itself on "customer" service and providing police services to a community in an effort to deliver a "small town" or "intimate" style of police service. In a small-town, no request is too small and the community and the police work together to create a safe and secure environment. The demand for this type of service and the ability to provide it by the VPD, however, is being strained.

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 where the public can prepare a report online and without the response of an officer. This is a positive approach to reducing CFS volume and the VPD should be commended for this effort. In addition to the web-based reporting, the VPD should 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 VPD and eliminate 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 explored by this program. Instead of dispatching an officer to these types of calls, the information is deferred (delayed) until the 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, providing officers with more time to engage in proactive and directed patrols or traffic enforcement duties.

Recommendations:

- Create a calls for service (CFS) committee made up of members of the VPD and stakeholders in the community to evaluate all CFS received and dispatched in Victoria to screen and triage calls more effectively.
- Explore the creation of a differential response function for non-emergency calls and past occurrences to supplement the current web-based reporting system.

Time Spent on Calls

Further examination of various elements of CFS and patrol response data also warrants discussion. The data analysis section of this report provides a wealth of information about VPD service demand, workload, and deployment. This section of the report is meant to highlight the effective use of patrol resources in Victoria. The appendix at the end of the document on the data analysis should be referenced for a more detailed discussion and description of the methodology employed.

Three key pieces of information need to be highlighted to demonstrate the effective use of patrol resources in Victoria. Response time, 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 4, VPD patrol units on average take 26.9 minutes to handle an other-initiated call for service. A unit's occupied time is measured as the time from when the call was received until the unit becomes available. The 26.9 minutes is approximately 9 percent less than average occupied of about 30 minutes for a CFS, a benchmark we've developed based on our experience.[8] When considering the large distance covered by VPD patrol units, this figure is remarkable.

Also, the VPD dispatches an average of 1.6 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 from Table 4 confirm these assumptions and indicate that VPD officers are assigned appropriately. More revealing is that the VPD averages 1.6 officers assigned to "other-initiated" CFS. This is an excellent assignment rate and is consistent with other agencies of similar size studied by ICMA in the past.

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 VPD average service time per CFS Is 26.9 minutes, and there is an average of 1.6 units per CFS. The combination of service minutes times average number of units assigned equals 43.04 unit-minutes (26.9x1.6=44.03). This is well below the expected service benchmark of 60 unit-minutes. This demonstrates that the VPD patrol function assigns the appropriate number of officers to CFS and handles those CFS in less time than expected.

Finally, Table 5 shows response times to various types of calls for service by priority of call. As shown, response time in Victoria averaged 13.7 minutes per call. This is lower than the generally accepted target response time of 15 minutes per call. It appears that "dispatch time" (the time from when a CFS is received to when it is assigned a unit) averages around 8 minutes per CFS. Overall response time to high-priority CFS is 6.1 minutes, which is slightly higher than the 5.0 minute benchmark considered acceptable for these types of calls. Similarly, injury accidents have a slightly higher response time of 5.9 minutes, with a response time of 5.0 minutes expected for this type of call. It is recommended that the Victoria Police Department further examine dispatch procedures to understand the dynamic behind the relatively long dispatch time.

[8] 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 VPD.

TABLE 5: Average Response Time Components, by Priority of Call

Priority	Dispatch	Travel	Response	Total Calls
1	2.1	4.0	6.1	1,358
2	4.8	4.9	9.7	11,931
3	9.4	6.2	15.5	10,657
4	11.7	6.3	18.0	8,585
5, 9, and Other	8.5	5.8	14.4	58
Total	**8.0**	**5.7**	**13.7**	**32,589**
Injury accidents	1.9	4.0	5.9	360

Patrol Staffing and Deployment

Uniformed patrol is considered the backbone of policing. Bureau of Justice Statistics indicate that more than 95 percent of U. S. police departments roughly equal in size to the VPD provide uniformed patrol. Officers assigned to this important function are the most visible members of the department and command the largest share of departmental resources. Proper allocation of these resources is critical to having officers readily available to respond to calls for service and to provide law enforcement services to the public.

Deployment

Some police administrators suggest that there is a national standard for the number of officers per thousand residents, but this is not the case. 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 to use as the basis for staffing decisions. An article on this topic published in Public Management concludes, "A key resource is discretionary patrol time, or the time available for officers to make self-initiated stops, advise a victim in how to prevent the next crime, or call property owners, neighbors, or local agencies to report problems or request assistance. Understanding discretionary time, and how it is used, is vital. Yet most police departments do not compile such data effectively. To be sure, this is not easy to do and, in some departments may require improvements in management information systems."[9]

Essentially, "discretionary time" on patrol is the amount of time available each day during which officers are not committed to handling calls or other demands from the public. It is discretionary in that the officer can use his or her discretion about how to best use this time to address problems in the community and be available in the event of emergencies. When there is no discretionary time, officers are entirely committed to service demands, do not have an opportunity to address problems that do not arise through 911, and may be unavailable in times of a serious emergency.

The lack of discretionary time indicates a department is understaffed. Conversely, when there is too much discretionary time officers are idle. This is an indication that the department is overstaffed.

[9] John Campbell, Joseph Brann, and David Williams, "Officer-per-Thousand Formulas and Other Policy Myths," *Public Management* 86 (March 2004): 22–27.

Staffing decisions, particularly in patrol, must be based on actual workload, defined as the time required to complete essential activities. The actual workload must be determined first and then the amount of discretionary time. Only then can staffing decisions be made consistent with the department's policing philosophy and the community's ability to fund it.

As mentioned, the VPD is a full-service police department. Its philosophy is to address essentially all requests for service in a community policing style. With this in mind it is necessary to look at workload to understand the impact this style of policing has in the context of community demand.

Understanding actual workload requires reviewing total reported events within the context of how the events originated, such as through directed patrol, administrative tasks, officer-initiated activities, and citizen-initiated activities. Doing this analysis allows the activities that are really "calls" to be differentiated from other types of activities. Understanding the difference between the various types of events and the resulting staffing implications are critical to determining deployment needs. This portion of the study looks at the total deployed hours of the police department with a comparison to the time being spent to currently provide services.

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 and community policing. Patrol is generally the most visible and most 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, or saturation-point, is reached, the patrol officer's mindset begins to shift from a proactive approach in which he or she looks for ways to deal with crime and quality-of- life conditions in the community to a mindset in which he or she continually prepares for the next CFS. After saturation, officers cease proactive policing and engage in a reactionary style of policing. Uncommitted time is spent waiting for the next call. The saturation threshold for patrol officers is believed to be 60 percent.

In general, a "Rule of 60" can be applied to evaluate patrol staffing. The Rule of 60 has two parts. The first part maintains that 60 percent of the sworn officers in a department should be dedicated to the patrol function, and the second part maintains that no more than 60 percent of patrol time should be "saturated" by workload demands from the community.

Rule of 60 – Part 1

According to the VPD personnel listing dated 11/15/2012, patrol in the VPD is staffed by 1 captain, 4 lieutenants, 8 sergeants, and 46 police officers assigned to a CFS response capacity. These 59 of the total of 103 sworn officers represent 57.3 percent of the sworn officers in the VPD. Adding the 2 traffic officers means that 61 of the 103 officers—or approximately 59 percent of the entire department—are dedicated to patrol. This indicates that the current deployment of officers to the patrol function is balanced with the other personnel assignments in the organization.

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 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 slightly 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 VPD. The analysis here looks specifically at patrol deployment and how to maximize the personnel resources of the VPD to meet the demands of calls for service while also engaging in proactive policing to combat crime, disorder, and traffic issues in the community.

Figures 2 through 9 represent the personnel staffing and demand during weekdays and weekends during the months of February and August 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.

Figures 2 and 3 present the patrol workload demands and SI for weekdays in February 2012.

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

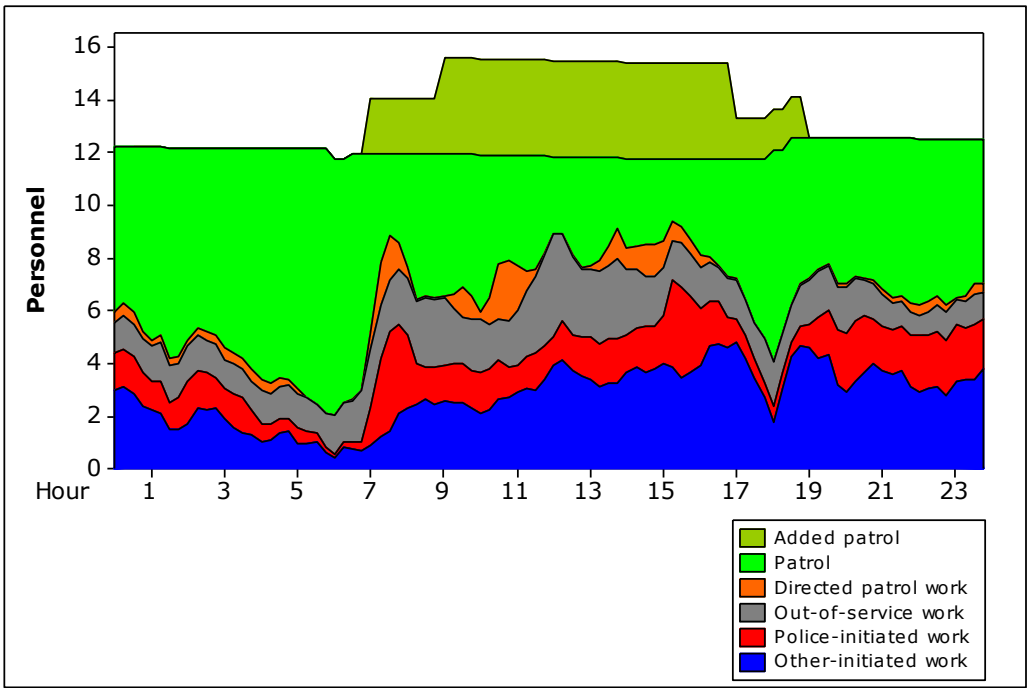
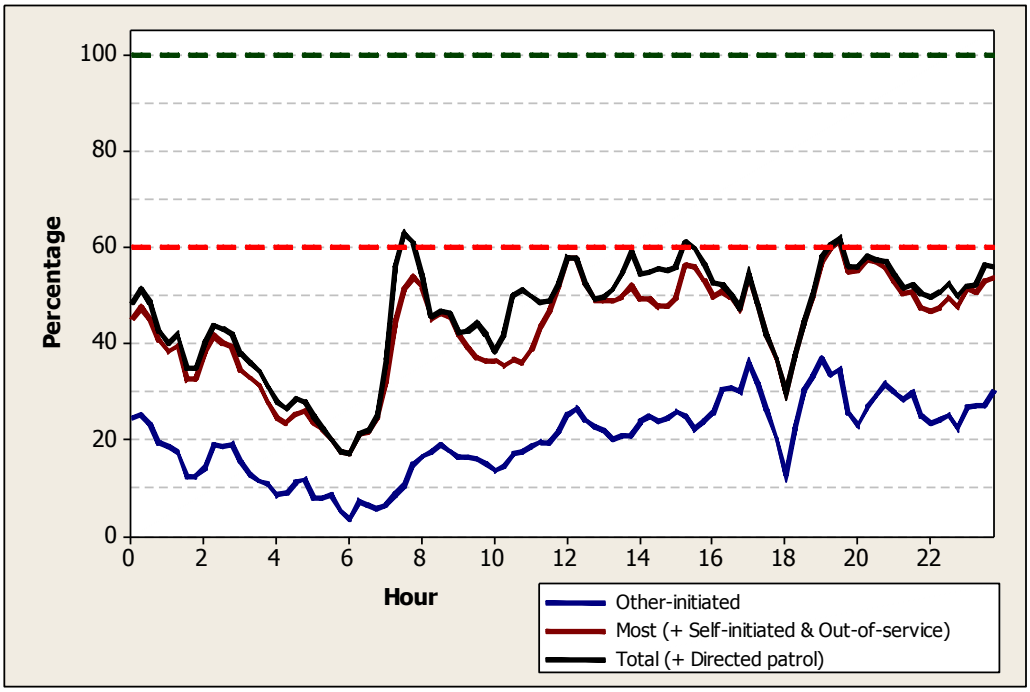


FIGURE 3: Workload Percentage by Hour, Weekdays, February2012



Workload vs. Deployment: Weekdays, February 2012

Average workload:	6.3 officers per hour
Average % deployed (SI):	46 percent
Peak SI:	63 percent
Peak SI time:	7:30 p.m.

As these figures indicate, the SI exceeds the 60 percent threshold several times during the day. The SI ranges from a low of approximately 18 percent at 6:00 a.m. to a high of 61 percent at 7:30 p.m., with a daily average of 43 percent.

Figures 2 and 3 indicate that patrol resources in the VPD during winter weekdays are under stress. From about 7:00 a.m. until after midnight, the patrol saturation index hovers just below the 60 percent threshold. This demonstrates that patrol resources in Victoria are largely reactive. While there is a large body of traffic enforcement taking place, the overall saturation of patrol resources is very close to unacceptable levels. The 60 percent threshold is considered the point at which discretionary patrol time changes from potentially productive time that can be directed at community conditions, to unproductive time where patrol units wait for the next CFS to be dispatched. Essentially, for the bulk of the day in Victoria, patrol resources operate very close to this "unproductive" threshold, and measures should be taken to support patrol staffing.

Reaching this level during any period under observation also has the adverse impact of tainting all other periods under observation. In other words, once officers experience high, and sustained, levels of patrol saturation, they are likely to conclude that patrol saturation is high always, or that they need to be prepared to respond to high CFS demands, which effectively ends proactive police response. In the context of high violent and property crime rates, this is a situation that needs to be reexamined. Victoria's best defense against high crime is an active and productive patrol force. The data from Figures 2 and 3 indicate that the VPD patrol staffing is almost entirely reactive and not positioned well to respond to crime occurrences in the community. Additional resources committed to patrol, in conjunction with focused and directed patrol aimed at crime, disorder, and quality of life issues, is strongly recommended.

Figures 4 and 5 present the patrol workload demands and SI for weekends in February 2012.

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

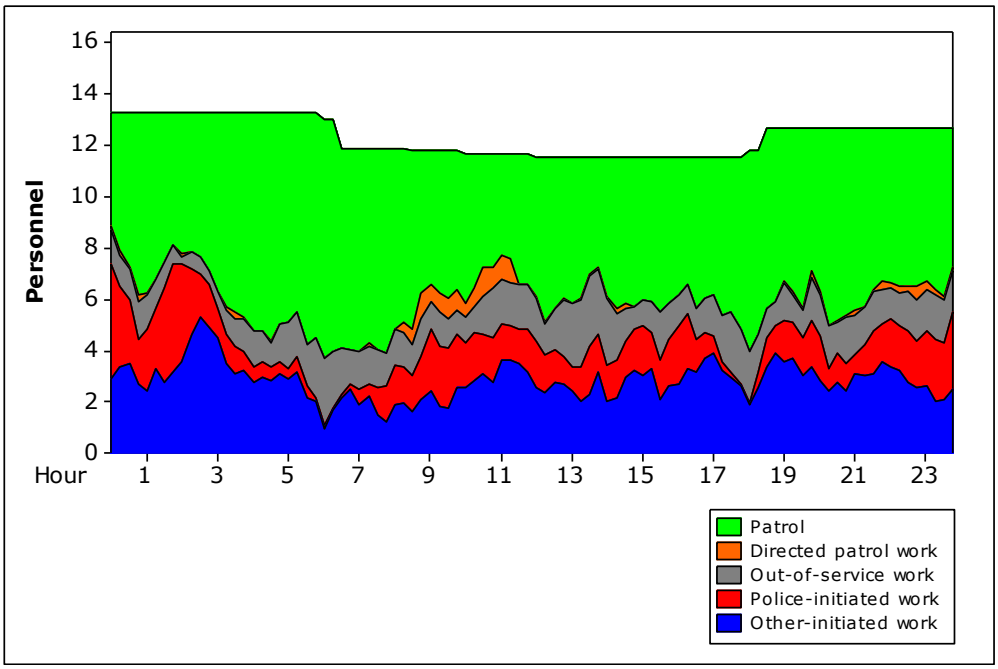
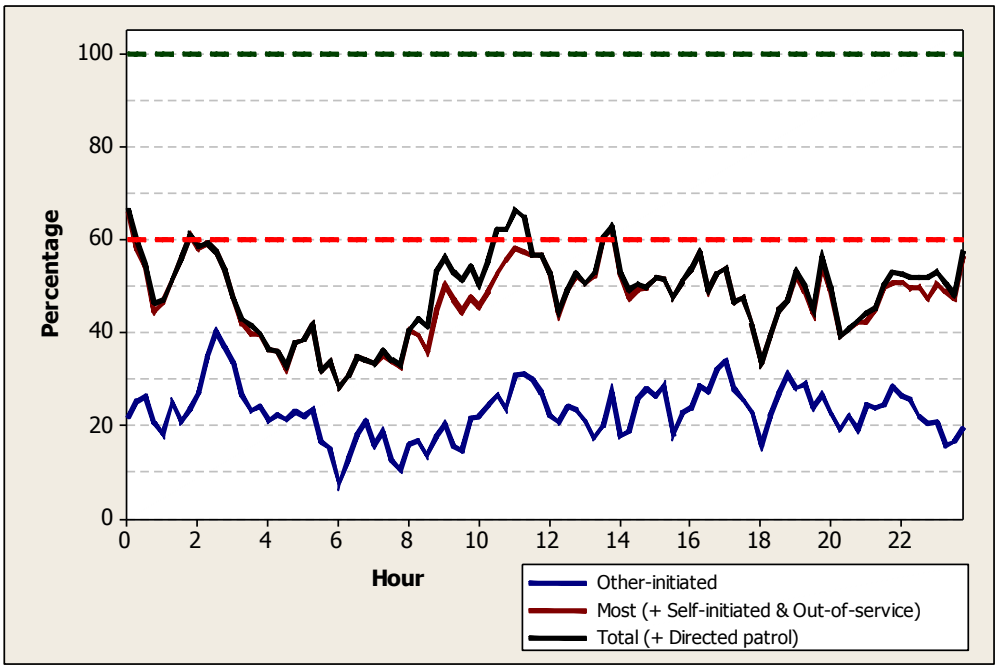


FIGURE 5: Workload Percentage by Hour, Weekends, February2012



Workload v. Deployment: Weekends, Winter 2012

Average workload:	5.9 officers per hour
Average % deployed (SI):	47 percent
Peak SI:	66 percent
Peak SI time:	12:00 a.m.

As these figures indicate, the SI spikes several times during the day. SI hits a high point at midnight and exceeds the 60 percent threshold at around 1:45 a.m., and again between 10:00 a.m. and 2:00 p.m. Again, these figures indicate problematic patrol workload and a high saturation index that needs to be addressed. The data obtained from winter weekends is similar to the data obtained for winter weekdays, and indicates a chronic state of patrol saturation at levels near and over the threshold. The conclusion to be drawn here is that the patrol function in Victoria is largely reactive and not staffed appropriately to respond to crime, traffic, disorder, and quality-of-life issues in the community. These data indicate that the patrol function, while staffed with enough resources to meet the CFS demand, is not prepared to engage in proactive enforcement that is essential.

Figures 6 and 7 present the patrol workload demands and SI for weekdays in August 2012.

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

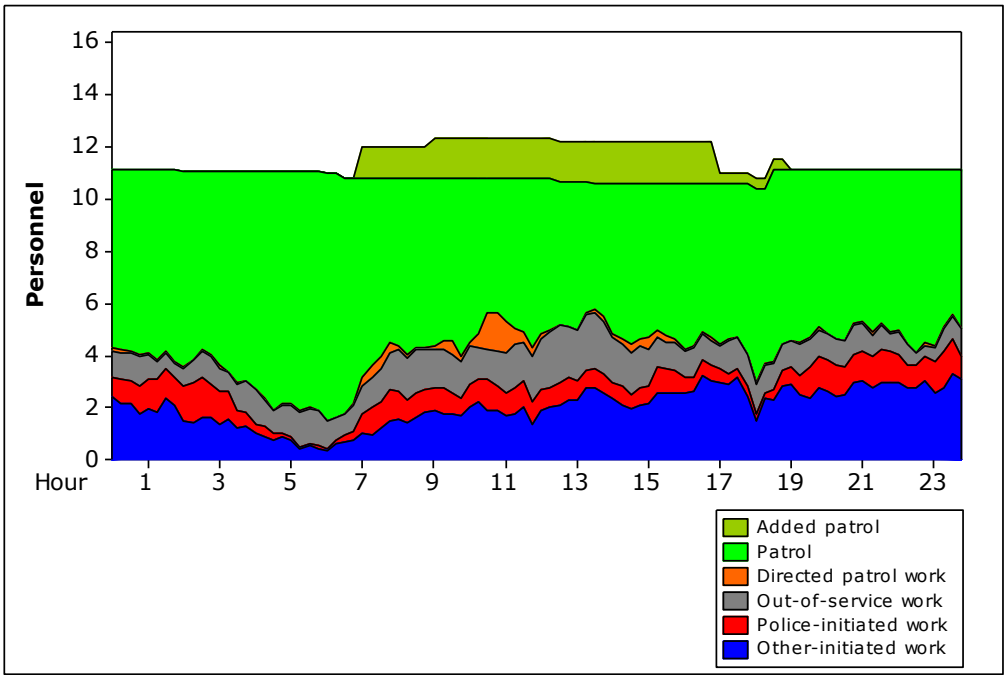
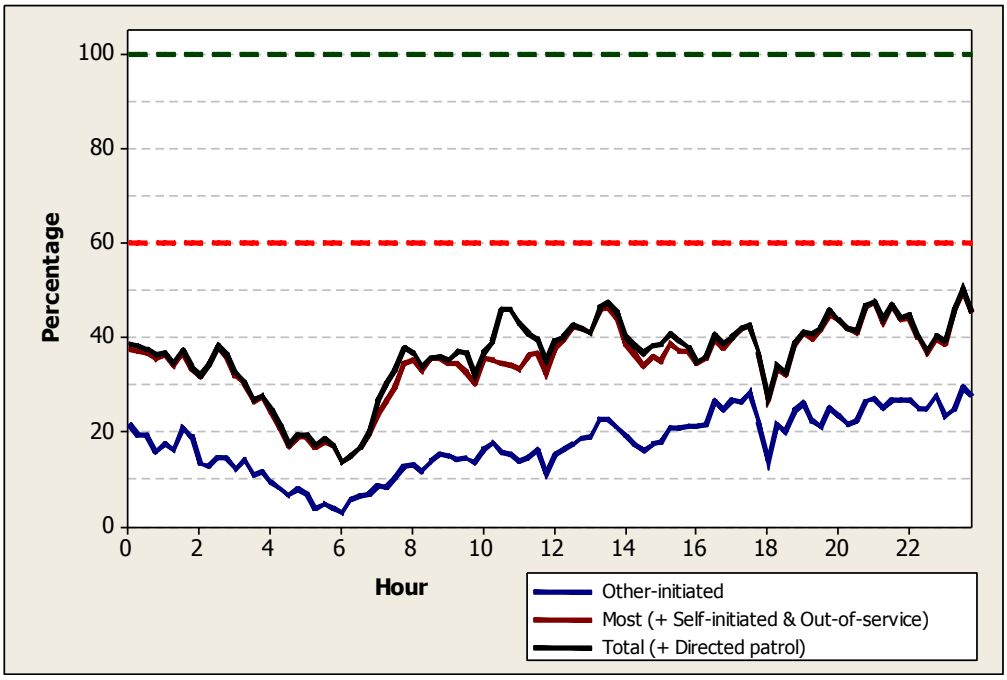


FIGURE 7: Workload Percentage by Hour, Weekdays, August 2012



Workload v. Deployment: Weekdays, August 2012

Average workload:	4.2 officers per hour
Avg. % deployed (SI):	36 percent
Peak SI:	50 percent
Peak SI time:	11:30 p.m.

As these figures indicate, the SI never exceeds the 60 percent threshold and the demand for service is much more manageable in the summer period. In fact, on average, approximately 4.2 officers are required to meet the service demands from CFS in Victoria, and the VPD has ample resources available to meet that demand. The SI ranges from a low of approximately 15 percent at 6:00 a.m. to a high of 50 percent at 11:30 p.m., with a daily average of 36 percent.

Finally, Figures 8 and 9 present the patrol workload demands and SI for weekends in August 2012.

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

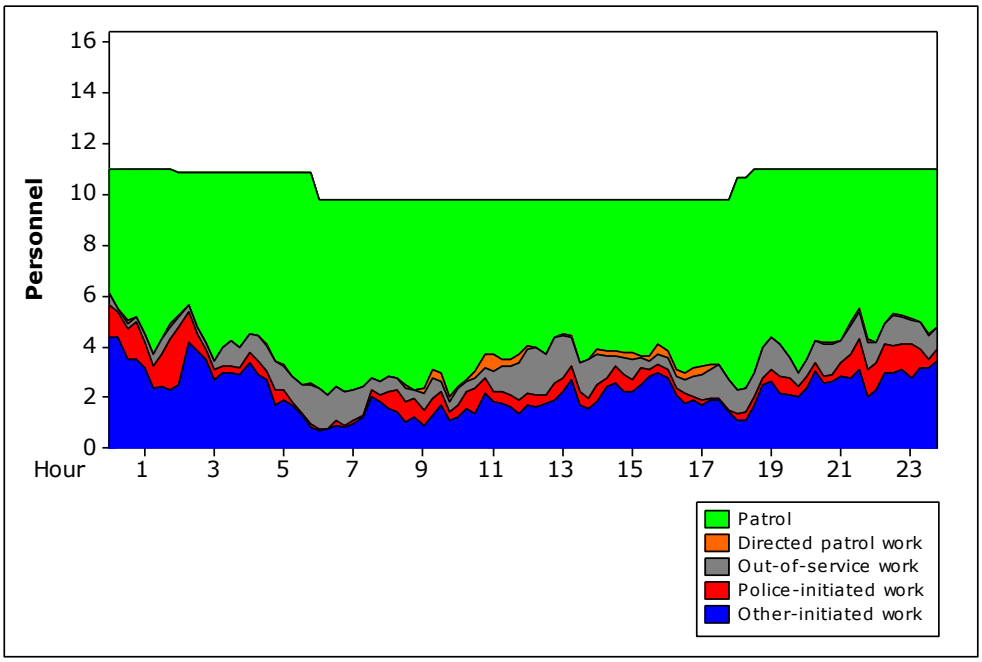
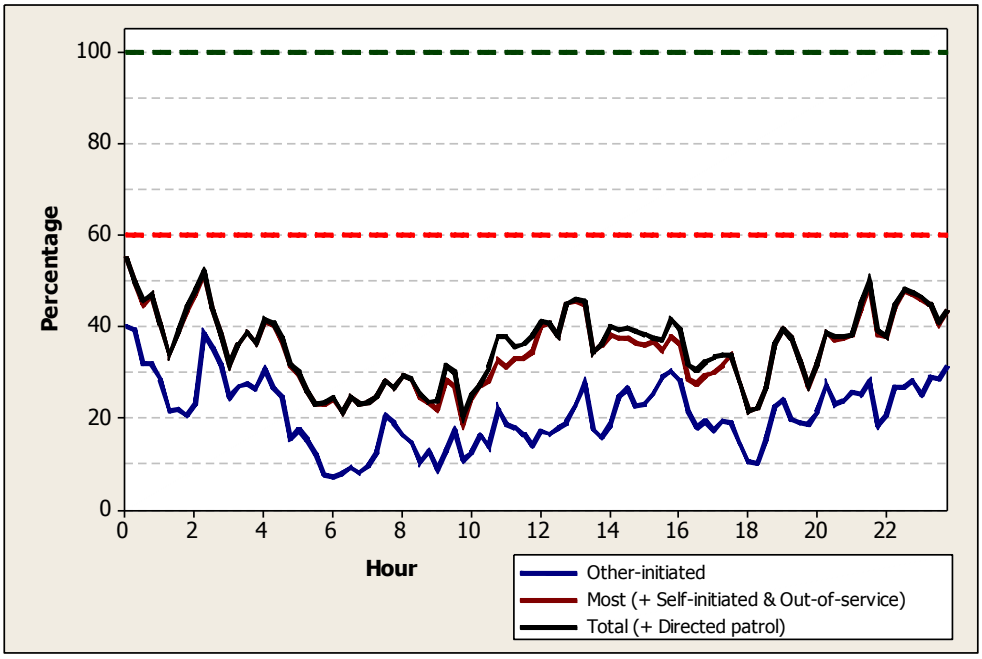


FIGURE 9: Workload Percentage by Hour, Weekends, August 2012



Workload v. Deployment: Weekends, Summer 2012

Average Workload:	3.7 officers per hour
Average % deployed (SI):	36 percent
Peak SI:	55 percent
Peak SI time:	12:00 a.m.

As these figures indicate, the SI never exceeds the 60 percent threshold and the demand for service is much more manageable. In fact, on average, approximately only 3.6 officers are required to meet the service demands from CFS in Victoria, and the VPD has ample resources available to meet that demand. The SI ranges from a low of approximately 21 percent at 6:00 p.m. to a high of 55 percent at 12:00 a.m., with a daily average of 36 percent.

In Figures 3, 5, 7, and 9, the patrol resources available are denoted by the dashed green line at the top. 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.

The red dashed line fixed at the 60 percent level represents the saturation index (SI). As discussed above, this is the point at which patrol resources become largely reactive as CFS and workload demands consume a larger and larger portion of available time. The blue line represents workload generated by calls for service from the public and the solid black line represents total workload experienced by the VPD.

Looking at the comparisons of the green, red, and black lines in the SI figures, comparing workload to available staffing, the data indicate that more officers are required to properly staff the patrol function in Victoria.

Schedule and Staffing

To staff patrol, the VPD employs a four-platoon, 12-hour shift schedule, with regular rotation from day shift to night shift and back again. Each platoon works four days consecutively, and then has four days off. The 12-hour shifts are day, 6:00 a.m. to 6:00 p.m., and night, 6:00 p.m. to 6:00 a.m. There is no overlap. After three rotations of four-on, four-off, the platoons switch from days to nights, and vice versa. For example, the first platoon will work three sets of four 6:00 a.m. to 6:00 p.m. shifts, with four days off between each set of four shifts, and then rotate to work nights from 6:00 p.m. to 6:00 a.m. for the next three sets of shifts.

Each platoon has two squads, supervised by one lieutenant and two sergeants who work the same schedule as the officers. The following chart depicts the shift rotation schedule for a sample of weeks in January.

JANUARY	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18
	S	M	T	W	T	F	S	S	M	T	W	T	F	S	S	M	T	W
FIRST	D	D					N	N	N	N					N	N	N	N
SECOND	N	N					D	D	D	D					D	D	D	D
THIRD			D	D	D	D					N	N	N	N				
FOURTH			N	N	N	N					D	D	D	D				

The available literature on shift length provides no definitive conclusions on an appropriate shift length. A recent study published by the Police Foundation examined 8-hour, 10-hour, and 12-hour

shifts and found positive and negative characteristics associated with all three options.[10] ICMA contends that the length of the shift is secondary to the application of that shift to meet service demands. The 12-hour shift schedule used by the VPD offers both advantages and disadvantages.

The advantage of this shift is that it separates the patrol function into evenly staffed platoons. As the platoons rotate in and out of their schedule, the VPD has a uniform and predictable deployment of officers on patrol at all times. The 12-hour configuration also works evenly into the 24-hour day and there are not excessive overlaps in staffing. This, however, is the extent of the advantages of the 12-hour shift as deployed in the VPD.

While each shift length has advantages and disadvantages, one of the common disadvantages of any shift is rotation from day to night. If a shift maintains consistent start and end times it is less disruptive on the lives of the officers working it. However, rotating start times from day to night has been found to be the most counterproductive arrangement and the one with the most negative personal side effects to the officers working the rotation. The damaging part of shift work, therefore, is not length of shift, but the rotation from night to day and vice versa. The VPD should revisit this rotation and seek to end the switching (flip-flopping) of shift assignments from day to night in the three-set cycle.

Workload and Staffing Example

Drawing on the information from the data analysis it is possible to construct a patrol work schedule that meets the demand for police services. Table 6 lists the demand for police services in terms of total workload during weekends and weekdays in February and August. 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 the VPD was 4.17 police-hours. In other words, through citizen-initiated CFS, self-initiated activities by VPD officers, and out-of-service requirements, 4.17 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 and hits a low point around 6:00 a.m. The workload then increases throughout the day. The second through fifth columns of the table represent workload demands for weekdays and weekends in February and weekdays and weekends in August, respectively. Workload patterns are slightly different on weekends in August, but the general pattern appears in each column.

To staff appropriately, ICMA recommends that to the peak workload at each individual hour during the day be considered. The column in Table 6 labeled "Peak Workload," represents the highest workload observed during that hour in any one of the four periods (weekends/weekdays in February/August). For example looking at the 12:00 a.m. hour, the peak workload was 7.52 police-hours demanded in weekends in August. The “Peak Workload” column, therefore, is constructed by selecting the highest workload figure during each of the 24-hour time periods in the table.

[10] Karen L. Amendola, et al, *The Shift Length Experiment: What We Know about 8-, 10-, and 12-hour Shifts in Policing* (Washington, DC: Police Foundation, 2012).

TABLE 6: Patrol Division: Peak Workload Staffing

	Workload				Peak Work-Load	Required Staffing	
	February		August				
Time	Weekday	Weekend	Weekday	Weekend		60% SI	Staffing
12 AM	4.17	5.43	5.81	7.52	7.52	12.5	17
1 AM	3.94	4.33	4.60	7.12	7.12	11.9	16
2 AM	3.88	4.94	5.12	7.57	7.57	12.6	17
3 AM	3.24	3.88	4.21	5.67	5.67	9.5	13
4 AM	2.27	4.12	3.35	4.71	4.71	7.9	11
5 AM	1.99	2.76	2.56	4.82	4.82	8.0	11
6 AM	1.75	2.27	2.51	3.94	3.94	6.6	9
7 AM	3.79	2.49	7.59	4.03	7.59	12.7	17
8 AM	4.23	2.59	6.75	5.24	6.75	11.3	15
9 AM	4.34	2.57	6.65	6.29	6.65	11.1	15
10 AM	5.15	2.95	7.03	6.67	7.03	11.7	16
11 AM	4.86	3.58	7.75	7.10	7.75	12.9	18
12 PM	5.01	4.00	8.38	5.71	8.38	14.0	19
1 PM	5.46	3.93	8.28	6.50	8.28	13.8	19
2 PM	4.64	3.83	8.45	5.81	8.45	14.1	19
3 PM	4.75	3.75	8.97	5.79	8.97	15.0	20
4 PM	4.53	3.26	7.78	6.11	7.78	13.0	18
5 PM	4.42	3.12	6.02	5.45	6.02	10.0	14
6 PM	3.69	2.88	5.61	5.02	5.61	9.4	13
7 PM	4.69	3.74	7.40	6.43	7.40	12.3	17
8 PM	4.81	4.01	7.17	5.43	7.17	11.9	16
9 PM	5.06	4.72	6.52	6.07	6.52	10.9	15
10 PM	4.50	4.88	6.32	6.54	6.54	10.9	15
11 PM	5.01	4.83	6.76	6.59	6.76	11.3	15

The column labeled "60% SI" represents the number of police officers required to maintain staffing levels at the 60 percent saturation index for that given hour. Thus, with 7.52 hours of workload, 12.5 police officers are required to meet that workload while maintaining the 60 percent saturation threshold (7.52/.60 = 12.5). The same calculation is made for each of the 24-hour periods 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.

Staffing patrol coverage is a challenging task. In order to have a certain number of officers available, additional officers must be assigned. 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 that 25 percent of the officers assigned will be unavailable for patrol because of another

competing responsibility.[11] Therefore, in order to ensure that 12.5 officers are available to meet workload demands and adhere to the 60 percent saturation index threshold, a staffing adjustment must be made so as to assign additional officers to work with the expectation that a certain complement will be unavailable because of other demands. The right-most column in Table 6 presents the number of officers that are needed to be assigned in order to meet appropriate levels of workload in Victoria . At 12:00 a.m., in order to meet the peak workload demand of 7.52 officer-hours, the 60 percent threshold dictates that 12.5 officers need to be working. This means that 17 officers need to be scheduled for that time (12.5/.75 = 17, rounding up to the nearest whole number).

Inspection of the next row of Table 6 shows the workload and required staffing for the 1:00 a.m. hour. In this case the peak workload is 7.12 police-hours, and 16 officers must be scheduled to work in order for 11.9 of them to be available to meet that workload within the 60 percent threshold. Using the same calculation for each hour of the day results in a 24-hour staffing distribution. As shown in the table, required staffing for peak workload ranges from a high of 20 officers at to a low of 9 officers. The table also shows that the staffing requirement is not uniform; it fluctuates throughout the day. Anecdotally, patrol officers report being very busy handling calls and managing the workload. This discussion illustrates that peak staffing is almost always greater than the staffing levels currently deployed in the VPD. The ordinary staffing levels of 10 to 12 officers on each platoon explains why officers report being very busy, as the VPD's current staffing plan is inadequate to meet peak demand staffing.

The challenge of managing patrol operations is to ensure that sufficient resources are available to meet demand through appropriate staffing and scheduling. The VPD employs two 12-hour shifts with essentially fixed personnel assignments. The fixed nature of the staffing, 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.

In an ideal world, the VPD would be able to carve out the right 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 various combinations of officers and 12-hour blocks to reduce the variance between supply and demand to its lowest possible level.

Table 7 shows the culmination of these factors working together in a visual fashion. The far-left column, labeled "Time," is the hour of the day. The "Needed" columns represent the number of police officers needed in that given hour as defined in Table 6. The "Needed" column represents the optimal shift and personnel combination based upon the shift/demand modeling. The figures in the "Current" show the current staffing on patrol in the VPD. Finally, the numbers in the "Deviation" column represent the difference between the number of officers needed and the number of officers

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

required. Where the deviation is negative, there are fewer officers assigned than needed to meet the 60 percent threshold; where the number is positive there are more officers assigned than required.

TABLE 7: Staffing Deviation

Time	Needed	Sample Schedule	Deviation	Needed	Current	Deviation
12 AM	17	15	-2	17	12	-5
1 AM	16	15	-1	16	12	-4
2 AM	17	15	-2	17	12	-5
3 AM	13	15	2	13	12	-1
4 AM	11	15	4	11	12	1
5 AM	11	15	4	11	12	1
6 AM	9	15	6	9	12	3
7 AM	17	18	1	17	12	-5
8 AM	15	18	3	15	12	-3
9 AM	15	18	3	15	12	-3
10 AM	16	18	2	16	12	-4
11 AM	18	18	0	18	12	-6
12 PM	19	18	-1	19	12	-7
1 PM	19	18	-1	19	12	-7
2 PM	19	18	-1	19	12	-7
3 PM	20	18	-2	20	12	-8
4 PM	18	18	0	18	12	-6
5 PM	14	18	4	14	12	-2
6 PM	13	15	2	13	12	-1
7 PM	17	15	-2	17	12	-5
8 PM	16	15	-1	16	12	-4
9 PM	15	15	0	15	12	-3
10 PM	15	15	0	15	12	-3
11 PM	15	15	0	15	12	-3
Total Deviation	**18**					**-87**
Variance	**5.3**					**7.7**

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 these factors together permits a comparison of the current staffing with the proposed staffing of 33 officers assigned to two 12-hour shifts. The total number of deviations (difference between demand and available staff) is -87, or -3.3 per hour. This indicates that over the course of the 24-hour period there are 87 officer/hours too few to meet peak demand within the 60 percent threshold. Similarly, the variance in the proposed model is lower than the current staffing model (5.3 compared to 7.7). This indicates that the proposed two 12-hour shift plan meets the workload demands better than the current staffing model because the variability between the workload and the staffing is lower.

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 8 illustrates the analysis in reverse. Based upon the 66-officer, 15/18 shift distribution with 6:00 A.M./6:00 P.M. start and end times and peak workload demands, the saturation index can be calculated. The column labeled "Staffed" represents the 15/18 shift assignments. With the assumption that only 75 percent of the officers assigned will be available for patrol (25 percent absent due to court, sick, training, vacation, etc.) the column "Working" reduces the "Staffed" column by 25 percent and provides an estimate of the number of officers that will actually be assigned to patrol. The peak demand is taken from Table 6; the far-right column is the saturation index based upon these data.

According to this analysis, the average peak saturation would be approximately 50.4 percent. During the 24-hour day, the 60 percent threshold is breached during four of the hourly periods. Furthermore, considering that these values represent peak demand, this appears to be an appropriate deployment plan to meet workload demands in Victoria.

TABLE 8: Projected Saturation Index at Peak Demand with 15/18 Shift Staffing

Time	Staffed	Working	Peak	SI
12 AM	15	12	7.52	62.7
1 AM	15	12	7.12	59.3
2 AM	15	12	7.57	63.1
3 AM	15	12	5.67	47.3
4 AM	15	12	4.71	39.3
5 AM	15	12	4.82	40.2
6 AM	15	12	3.94	32.8
7 AM	18	14	7.59	54.2
8 AM	18	14	6.75	48.2
9 AM	18	14	6.65	47.5
10 AM	18	14	7.03	50.2
11 AM	18	14	7.75	55.4
12 PM	18	14	8.38	59.9
1 PM	18	14	8.28	59.2
2 PM	18	14	8.45	60.3
3 PM	18	14	8.97	64.1
4 PM	18	14	7.78	55.6
5 PM	18	14	6.02	43.0
6 PM	15	15	5.61	37.4
7 PM	15	15	7.40	49.3
8 PM	15	15	7.17	47.8
9 PM	15	15	6.52	43.5
10 PM	15	15	6.54	43.6
11 PM	15	15	6.76	45.1
			Average	**50.4**

No schedule is perfect, and the sample schedule provided is no exception. Pulling all of these factors together, it is possible to reconfigure the patrol staffing for the patrol division. In this example, the patrol division would be staffed with one captain, four lieutenants, eight sergeants, and sixty-six police officers (Table 9).

TABLE 9: Recommended Patrol Division Staffing

Captain	Shift	Squad	Lieutenant	Sergeant	Patrol Officer
	Operations	NA	1		
	0600x1800	A	1	2	18
	0600x1800	B	1	2	18
	1800x0600	A	1	2	15
	1800x0600	B	1	2	15
1			5	8	66

This staffing example increases the number of officers assigned to patrol from 46 to 66, and maintains the same level of supervision. Additionally, this sample schedule adheres to steady shifts (without rotating day and night) with 18 officers on the day shift and 15 officers on the night shift. It is understood that the VPD has an interest in rotating officers from day-shift to night-shift. However, it is strongly recommended that the three-set rotation be abandoned to one of greater duration. Departments of similar size with similar shift alignments rotate schedules at an annual or semiannual basis. Perhaps the VPD might consider a greater length of time between shift rotations to minimize the adverse impact such rotations have on officers.

The second part of the Rule of 60 suggests that 60 percent of the department should be in patrol operations. With one captain, four lieutenants, eight sergeants, and sixty-six police officers, the patrol division in the VPD would be staffed with 79 sworn officers. According to the Rule of 60, this should represent 60 percent of all sworn personnel in the department. Under these conditions, therefore, the appropriate staffing levels for sworn personnel in the VPD should be approximately 132 officers (79/.60=132).

The end result of this analysis is that the VPD Patrol Division could be staffed with a minimum of 66 officers assigned to four 12-hour shifts under the model proposed. This would provide a better fit of coverage to meet service demands. Also, the proposed schedule calls for one lieutenant and two sergeants to supervise each platoon, which is consistent with the current model.

In addition to the patrol squad staffing discussed above, the patrol division requires the administrative support of a ranking officer. Currently, the only member of the division not assigned to a rotating squad is the captain in command. When it becomes necessary to plan special events and coordinate special enforcement operations, the responsibility for performing these functions falls on the captain. This inhibits the ability of the commander of the division to command, and forces his role to be more tactical and less strategic. In order to improve the function of the division it is recommended that an administrative support position be added to the patrol division. Adding an administrative officer in the rank of lieutenant would permit the commander to delegate critical and important tasks and free up time to plan strategically and lead officers in the division.

Recommendations:

- Explore alternatives to the current shift schedule in place in the VPD and create one that is aligned better with service demands.
- Add 20 police officers to patrol shifts to accommodate peak service demands.

Traffic

The VPD Traffic Unit is staffed by two officers. The unit was recently reduced from one sergeant and four officers to its present allocation. The unit works Monday through Friday and generally covers the hours from 7:00 a.m. to 7:00 p.m. The unit is responsible for investigating "hit and run" accidents and fatal accidents, providing escorts to funeral processions and over-sized load vehicles, responding to traffic accidents during the shift, as well as the administrative and record-keeping function of the traffic safety program.

The unit's activity is impressive. From February 2012 to August 2012 (at 1 sergeant and 4 officers) traffic unit personnel issued more than 1,700 citations and 600 written warnings, responded to more than 700 traffic crashes, performed 237 funeral escorts, and investigated more than 150 cases of which 5 were fatalities. The traffic unit also secured numerous grants throughout the year and participated in many specialized enforcement operations.

In order to further improve this high-functioning unit, the performance management approach (using traffic data to drive deployment and enforcement decisions) used within the unit should be migrated to the rest of the patrol division. Adopting a strategic approach to traffic safety, and engaging the entire department in this effort will leverage the current efforts of the traffic unit and make the overall traffic safety plan of the VPD more effective. The scope of this effort is beyond the unit itself and must be embraced by the patrol division commander. Under this approach, the patrol commander would become responsible for the overall traffic safety plan of the VPD. The traffic unit, continuing in its current method of operation, would develop the plans necessary to focus the effort of the rest of the department. This approach would entail the creation of written traffic safety plans, monthly reports using traffic crash data to identify times/days/locations/causes of traffic crashes, and holding patrol shifts accountable for implementing this plan.

Currently, the focus of the traffic unit is largely reactive. The unit responds to incidents and investigates crashes after they occur. It is also enforcement focused, with an emphasis on citations, warnings, and traffic stops. While these efforts are important, with only two officers assigned, continuing operations in the same manner is problematic. Instead of a reactionary and enforcement driven approach to traffic safety, it is recommended that the VPD use the two officers assigned to this unit to develop and help implement an overarching traffic safety strategy that integrates many operational units in the department. Therefore, the focus shifts from reactive to proactive and the responsibilities of the traffic unit shift from enforcement to strategic planning.

A strategic approach would embrace a more thorough analysis of the temporal characteristics of crash data and then design the 3E approach to traffic safety (enforcement, engineering, and education). Current data analysis captures key variables associated with traffic crashes, injuries,

and fatalities. The data analysis could be improved upon by adding temporal aspects of traffic crashes, such an analysis of the times and days of week when accidents occur. Armed with this traffic intelligence, the unit could expand enforcement and incorporate activities aimed at roadway engineering and at-risk driver education. Therefore, under the existing staffing the officers assigned to the unit focus less on enforcement and more on education, engineering, and prevention, and creating the intelligence information to be used by the patrol division to perform the bulk of the enforcement.

Investigations Division

The VPD Investigations Division (ID) provides investigative follow-up on cases and information submitted by uniformed patrol. The ID also serves as a primary point of contact with area law enforcement agencies at the local, state, county, and federal levels. At the time of the site visit, the ID was commanded by a lieutenant and staffed with three sergeants, thirteen detectives, eight police officers, and eight administrative specialists (including senior police clerks, police clerks, crime scene, and crime victims personnel).

At the time of the ICMA site visit the ID was undergoing reorganization. The ID is currently subdivided into three sections: (1) the general assignment section supervised by one sergeant comprised of the assault crimes unit, the property crimes unit, and the crime scene unit; (2) the special assignment unit supervised by a sergeant and comprised of the motor vehicle theft unit, the school resource unit, and the warrant officer/bailiff; and (3) the special crimes unit supervised by a sergeant.

Workload

Victoria is a relatively high-crime community. With a 2010 FBI Uniform Crime Report Part I Crime Index of 56.1 crimes per 1,000 citizens, Victoria ranks nationally as a high-crime community among cities of all types. However, it is more useful to make an apples-to-apples comparison by looking at the Benchmark Cities Survey, which ranks 28 cities/police departments of similar size and demographics. The 2011 Benchmark Cities results, which tabulated a two-year average, showed that Victoria would be near the highest of all communities cited in this grouping.[12]

The 2011 Benchmark Cities Survey also showed that investigator staffing for VPD is roughly equivalent to similar agencies, slightly exceeding the average of all 28 agencies and in line with the largest agencies in the study. While the staffing of the Investigations Division is roughly equivalent to peer agencies, the workload for VPD detectives is very high due to the community's crime rate.

During 2011, the ID opened 5,652 cases of all types for active investigation. As is typical of criminal investigations, the vast majority of the ID caseload comes from patrol division referrals and consists of retroactive follow-up. These 5,652 cases were assigned to the various detectives according to their operational specializations. Table 10 shows the total and average caseload, and arrest and clearance rate, for each sub-unit in the ID.

[12] A Coalition for Mutual Support, Benchmark City Survey—2011 Data: Section C: Crime Statistics—Offenses, http://www.opkansas.org/Doc/Benchmark-City-Survey-Section-C-Offenses.pdf.

TABLE 10: ID Case Load for 2011

Unit	# Det./PO	Cases Assigned	Avg. Caseload	Arrests	% Cleared by Arrest
Assault Unit	4	1,068	267	205	19.2
Juvenile	3	957	319	72	7.5
Motor Vehicle Theft	2	453	226.5	37	8.2
Property	4	1,379	344.75	149	10.8
Special Crimes	4	503	125.75	272	54.1
Sergeants	3	101	33.67	39	38.6
All Other	9	1,191	132.33	276	23.2
ID Totals	**29**	**5,652**	**195**	**1,050**	**18.6**

From the data in Table 10, it is evident that the case load varies somewhat by specialization, but in general is quite high. This reflects differing levels of incidence, complexity, and investigative methodology for different crime types. In VPD's case, for instance, the average property detective handled 344 cases per year, while an assault detective handled 267. Burglary tends to be a serial crime so that an investigator can carry multiple open cases while waiting for a break that will clear the whole string of crimes. Investigating assaults, on the other hand, tends to be more time intensive, requiring individual follow-up and sophisticated tracking. Similar differences exist for each of the crime types and even among crimes within the same category or type. This makes it difficult to set a hard-and-fast standard for detective case loads. Generally, ICMA suggests roughly 120 cases be assigned per investigator per year, resulting in roughly 10 new cases per month for each detective. However, this is based on a generalist assignment protocol in which detectives handle a variety of cases rather than by area of specialization.

By all appearances, the detective division workload is unmanageable and the division is inadequately staffed. Assigning an average of 267 cases that involve interpersonal violence is unworkable for a detective. This amounts to more than one case each working day and does not factor in time preparing for court, training, etc. With this high of a caseload, detectives can only provide a cursory review of most cases and undoubtedly are challenged to pursue cases with any great rigor. Similarly, the property crime detectives appear overwhelmed. While a property crime detective can handle a greater caseload than a personal crime detective, having an average annual caseload of almost 350 cases is problematic. It appears that the stress of case management is so great that even the ID supervisors are assigned cases. Table 10 shows that more than 100 cases were assigned to the three unit supervisors in 2011. Although it is commendable that the sergeants assist in the case investigations, this tactic should be rare and, in general, supervisors should not be assigned to active investigations. Steps must be taken to alleviate the caseload currently assigned to detectives in the VPD. Furthermore, better case management will improve ID operations, streamline case assignments, and make the overall division more effective.

Clearance Rates

Case clearance rates are a common method of evaluating the efficiency and effectiveness of investigative units. Clearance rate is calculated by comparing the total cases received by the agency versus cases cleared. Table 11 compares the VPD's reported clearance rate through November 15, 2012, with the national clearance rate from 2010 (the latest available data).

TABLE 11: VPD Case Clearance

UCR Part I Crime	VPD Clearance Rate (2012)	National Clearance Rate (2010)	Difference
Homicide	50%	64.80%	-14.8%
Rape	66%	40.30%	26.3%
Burglary	98%	12.40%	85.6%
Larceny	87%	21.10%	65.9%
Auto theft	165%	11.80%	153.2%
Aggravated assault	89%	56.40%	32.6%
Robbery	95%	28.20%	66.8%

As can be seen from the table, with the exception of homicide, the VPD's clearance rates overwhelming exceed the national rates. In addition, the 2010 Benchmark Cities Survey also indicates that Victoria exceeded the mean clearance rates for the 28 similar cities in UCR Part 1 crimes (both violent and property crime). From these data, it would appear the division and the VPD are doing a satisfactory job of investigating crime.

However, the data presented in Table 11 must be examined more critically to get an accurate picture of crime clearances in Victoria. Crime clearance rate has a specific definition. It is calculated as the number of crimes recorded compared to the number of arrests. According to the FBI UCR program, a law enforcement agency reports that an offense is cleared by arrest or solved for crime-reporting purposes when three specific conditions have been met: at least one person has been arrested, has been charged with the commission of the offense, or has been turned over to the court for prosecution (whether following arrest, court summons, or police notice).

In its clearance calculations, the UCR program counts the number of offenses that are cleared, not the number of persons arrested. The arrest of one person may clear several crimes, and the arrest of many persons may clear only one offense. In addition, some clearances that an agency records in a particular calendar year, such as 2009, may pertain to offenses that occurred in previous years.

In certain situations, elements beyond law enforcement's control prevent the agency from arresting and formally charging the offender. When this occurs, the agency can clear the offense *exceptionally*. Law enforcement agencies must meet the following four conditions in order to clear an offense by exceptional means: 1) the agency must have identified the offender; 2) it must have gathered enough evidence to support an arrest, make a charge, and turn over the offender to the court for prosecution; 3) it must have identified the offender's exact location so that the suspect could be

taken into custody immediately; or 4) it must have encountered a circumstance outside the control of law enforcement that prohibits the agency from arresting, charging, and prosecuting the offender.

Simply stated, a clearance rate is the relationship of the number of crimes *recorded* compared to the number of crimes *cleared* by arrest or exceptional means. It appears as though the VPD is including cases that are "closed" without any further investigation as "cleared" cases. Thus, cases assigned are compared to cases closed for any reason (arrest, exceptional clearance, closed no further leads, etc.). Using this methodology inaccurately portrays the effectiveness of the agency and skews the calculated crime clearance rate. The ID commander is aware of this situation and is working diligently to properly record case assignments and clearances. This is not intended to be a criticism of the VPD. It is meant to illustrate an important performance measure and the proper application of the measure to improve overall department effectiveness. The VPD is taking the steps necessary to correct the situation. In general, therefore, the VPD should track case assignments and case clearances by unit and by detective to evaluate overall investigative effectiveness.

Case Management and Performance Measures

The ID in VPD operates under the philosophy that each and every case gets assigned for a follow-up investigation. This approach is similar to the approach of handling CFS, where every CFS generates a response by patrol. In ID operations this "small town" philosophy of personal and individual attention is overwhelming the ID from investigating cases effectiveness.

Instead of assigning every case for investigation, ID supervisors should triage incident reports prepared by patrol officers and assign cases based on their potential for being solved. Solvability factors include identified suspects, suspect vehicles, witnesses, evidence, leads, common methods of operation, type of offense, and other factors. Cases without investigatory leads or solvability factors should be closed without any further action taken. The VPD should revisit its case management policies and create new ones that provide guidance for supervisors in evaluating solvability criteria. Cases with low solvability factors should not be assigned unless extenuating circumstances are present. The policies should also set out criteria for the closing of cases when an arrest is made; a warrant issued; a victim becomes uncooperative; the statute of limitations has expired; or the case is determined to be a civil matter, is unfounded, or lacks any further leads or solvability factors.

Case assignment in the VPD should be a two-step process. When the Patrol Division generates a crime report of any kind, it is first reviewed by a patrol supervisor who determines whether the case will be referred back to uniformed officers for follow-up, sent onto the ID, or closed. While this first step of patrol review and referral may burden an already stretched patrol function, the process is useful in that it encourages patrol officers to take ownership and follow-up on the more manageable investigations and quality-of-life issues that affect their patrol beats. More serious cases requiring intensive investigation are referred by the patrol supervisor to ID, where they are reviewed for solvability. If an ID supervisor determines a case has investigative merit, it is assigned to a detective with the appropriate expertise.

VPD policies should also provide for periodic supervisory case reviews on a monthly and quarterly basis. During this process, progress on individual cases should be reviewed, along with the number

and complexity of cases handled by individual investigators, assignment protocols, and the status of cold cases. The ID lieutenant should provide an annual report of ID activity to the division commander. The division should also generate a monthly report that contains much of this information, as well as miscellaneous activity, training, notable case updates, and unit statistics.

With these investigative policies in place, supervisors can assess individual detectives by overall performance based on the quality of their reports, district attorney submittals, court testimony, overall productivity, interview skills, and the like. It appears that the ID is heading in this direction and the ID should be supported in this effort. The bottom line is that the volume of cases forwarded for investigation must be curtailed. Only cases that have potential solvability should be forwarded to investigators. Limiting case assignments will free up the detectives' time to perform investigations and thus detectives will be more efficient in making arrests and holding offenders accountable.

Improving ID operations requires a two-pronged approach: case management and case clearance. The ID command staff is aware of these issues and is taking the steps necessary to address the problems. In order to make this process more efficient a full review of the data management capabilities are necessary. The ID supervisors need access to the entire case management system and any restriction placed on this access needs to be removed. Supervisors need to be able to search cases, search investigator entries, view open and closed cases, and establish performance metrics to evaluate investigations. This discussion mentions two prominent measures: caseload and clearance rate, but other performance measures should be incorporated into the ID management system. Establishing investigation time frames for cases, tracking arrests, gathering and processing intelligence, monitoring suspected gang members and gang activity, monitoring and tracking repeat offenders and criminal recidivists are examples. Currently, the ID has neither the personnel to support these initiatives, nor the data management permissions to establish these protocols.

Another data management tool that may assist ISD is the tracking of unassigned cases. As important as it is to track and review assigned cases, it is also important to track cases that are not being actively investigated. It is important for decision makers to know the number and types of cases that are not being assigned. In addition, solvability factors are sometimes missed in initial review or new information may develop that was not initially available. And finally, every victim of a crime deserves follow up and appreciates being contacted. In this way, tracking unassigned cases is linked to customer service. Following up with victims is a task that can easily be taken on by incorporating a victim call-back initiative into the VPD volunteer program. This approach has been instituted by some other police agencies and has proven valuable in re-opening cases and improving customer service ratings.

Recommendation:

- Establish a robust case management system with solvability factors used to evaluate case assignments.

School Resource Officers

At the time of the ICMA site visit the ID staff included three school resource officers (SRO) assigned to secondary schools in the Victoria Independent School District. Due to staffing shortages the VPD was compelled to reallocate personnel and reduce its commitment of SROs from five officers to three. The Victoria County Sheriff's Office (VCSO) stepped in and agreed to assign deputies to VISD schools, effectively transitioning from VPD officers to VCSO deputies. Although this is a short-term loss to the VPD, alternative methods must be designed to create liaisons with the VCSO and VISD. The recent tragedy in Newton, Conn. underscores the importance of school safety; therefore, coordination between all parties with respect to school security is paramount.

It is recommended that the operations lieutenant assigned to the patrol division be specifically tasked with coordinating the patrol response and security plans with the VISD and VCSO for school campuses. Similarly, units on patrol in the VPD must ensure vigilant patrols of all schools in their zones and establish an excellent working relationship with the VCSO deputies assigned to schools in their zones. Interagency training, communication, and cooperation is essential to ensure school safety and a smooth transition from VPD to VCSO control of the SRO program.

Recommendation:

- Immediately develop an executive liaison with the Victoria County Sheriff's Office to coordinate school security, crime prevention, and safety programs in Victoria schools.

Special Crimes Unit

The special crimes unit (SCU) is comprised of one sergeant and four officers. Two of the officers are K9 officers attached to the unit and are used to address the needs of the unit and other divisions in the department when required. This unit handles all narcotics-related offenses, prostitution, and human trafficking investigations. For the first 10 months of 2012, the SCU executed 81 search warrants, performed 15 surveillance operations, developed 11 confidential informants, and performed numerous other special operations. Over the same period, the SCU seized more than 18 pounds of marijuana, more than nine pounds of cocaine, about $185,000 in U.S. currency, 21 vehicles, 45 weapons, four houses, and one business. The scope and breadth of the unit's activity is impressive.

The SCU is one of the only proactive enforcement resources in the VPD. Effective crime control strategies and effective police management require a balance of both reactive and proactive efforts. The reactive investigative function is handled by the general assignment unit, which investigates past criminal incidents. The nature of the SCU is different, and while they undoubtedly investigate reports of drug use and prostitution, the SCU is most effective when it develops intelligence and uses this intelligence to drive enforcement operations, interceding in crime before it happens. The VPD should embrace this approach more vigorously and consider expanding the size and scope of this unit. Adding personnel and expanding the responsibilities of this unit will increase the effectiveness of the entire organization and permit the VPD to do a better job at reducing the high rate of crime in the community.

For example, gang activity is present in Victoria. An analysis conducted by the Texas Department of Public Safety in 2010 indicated that Victoria County had a moderate level of gang activity compared to the rest of the state. Gang violence, participation, and graffiti exist in the community. Drugs, human-trafficking, and serious crime can all be attributed to people with gang affiliation in Victoria. The SCU undoubtedly expends great effort dealing with gang-related crime already. An expansion of this effort would include a deliberate and rigorous gang-intelligence and gang-suppression function. Recording gang members, gang crime, gang graffiti, and gang activity, and then leveraging this information to conduct long-term criminal investigations and proactive street enforcement is a capacity missing in the VPD. Expanding the SCU and adding this responsibility would complement the functions of a well-performing unit.

Similarly, the VPD lacks the capacity to rigorously track repeat offenders and criminal recidivists. Criminological theory indicates that a large percentage of crime is conducted by a small percentage of people. Monitoring, tracking, and conducting surveillance on these individuals, as well as targeting them for enhanced prosecution, would undoubtedly lead to a reduction of serious crime in the community.

In order to support gang suppression and repeat-offender initiatives an intelligence function must be created in the VPD. Developing information, creating appropriate databases, monitoring prison releases, arrests, and the like are all functions that would lead to intelligence that could drive investigations, proactive street enforcement, and reduce crime in the community. Currently, the VPD does not support a specific intelligence officer, and adding this position to the department would produce measurable results.

Recommendations:

- Add personnel to the Special Crimes Team (see ID Organization, below) and broaden the scope of investigative responsibility to include gangs, vice, and intelligence functions.

Crime Scene

The crime scene unit is staffed by one supervisor and three technicians. Through September 2012, the CSU responded to 22 crime scenes and 36 search warrants, prepared 176 fingerprints, and made 490 submissions to the lab. Additionally, the unit is responsible for managing more than 19,000 pieces of property possessed by the VPD.

In general, "routine" crime scenes are processed by patrol officers, and the CSU response is limited to major incidents. The department's commitment to this method of deploying on-duty officers to handle crime scene investigations seems to have provided a level of service that meets the needs of the department. Basic crime scene services such as dusting for prints, photographing the scene, and the gathering and processing of evidence is provided by sworn police officers at a minimum cost.

ICMA would recommend that the department continually monitor this program to make certain there is sufficient supervision and support provided to the crime scene officers. They also must be given sufficient time to effectively perform their duties at the crime scenes and in the crime laboratory. Realizing that there are budget conditions present that limit the department's ability to

expand this operation, ICMA would recommend a detailed work analysis of this unit. Management should have information that provides an accurate assessment of the positive and negative aspects of the police officer/crime scene technician model. The cost of this model in comparison to other options should also be studied.

Departments that utilize civilian personnel as full-time crime scene technicians have had great success in handling crime scene operations in jurisdictions the size of Victoria. For example, an all-civilian crime scene and evidence/property unit may provide more professionalism in the delivery of these services. The current police officers who double as crime scene technicians could be used to enhance the availability of crime scene services under a civilian model. Also, expanding the civilian personnel crime scene position could be combined with the evidence and property storage civilian position.

The proper handling of crime scenes and the evidence gathered at these scenes is an essential part of every successful police department. The confidence of the public that is being served can be destroyed with the improper handling of evidence or a crime scene.

CSI technicians testify throughout the county as expert witnesses. They are also periodically called upon to process evidence for other law enforcement agencies, such as the Bureau of Alcohol, Tobacco and Firearms.

Any of the CSI technicians is authorized to log property and evidence into the system. Hard-copy property tags are also prepared. The department does not use a pass-through locker system for securing property and evidence. Nevertheless, property lockers are secured and inaccessible to officers once they have been closed. The four CSI personnel are the only individuals authorized to open these lockers and remove property.

Firearms, narcotics, and bulk items are properly stored and secured. Digital photographs are taken of all seized narcotics and marijuana. ICMA observed that the department requires additional space for the storage of bulk items. All policies and procedures regarding the receipt and storage of property and evidence are consistent with industry standards. The storage facilities were clean, properly secured, and logically organized. For example, property and evidence related to homicides are stored separately (in the 800 warehouse). Similarly, evidence related to sexual assaults are housed in the 600 warehouse and vehicles are stored in an offsite facility. Property was found to be logically categorized and separated. All four CSIs are members of the Texas Association of Property and Evidence Inventory Technicians. CSIs regularly attend conferences sponsored by this organization and obtain basic and advanced certifications as necessary. The association will visit the department and perform a property audit if requested. However, it appears that an audit of this type has not been performed since 2004.

The department performs quarterly audits of all property and evidence procedures. Audits are performed by the lieutenant assigned to the professional responsibility unit. Semiannually, all weapons and drugs are audited, as well as an additional 50 items that are chosen at random.

ICMA inspected the department's property and evidence storage facility and found it to conform with industry standards.

Weapons such as knives and firearms are destroyed by a professional welder. Two members of the department transport these items and verify their destruction by means of digital photographs. Narcotics are burned at the department's firearms range. The destruction of narcotics is supervised by two detectives and a CSI technician.

ICMA was advised that the department does not regularly review and analyze the number and type of callouts performed by the CSI technicians and does not produce month-to-month and year-to-date comparisons. The unit does, however, prepare a monthly "stat sheet" that indicates each crime scene attended; therefore, it is possible to determine the quantity and quality of individual and unit wide work performed. The unit records the number of submissions that are made to the laboratory but does not regularly track the total amount of narcotics submitted to the lab for analysis. The RMS system is not regularly compiling statistics regarding property and evidence.

Recommendations:

- The "stat sheet" used by this unit should be reviewed and supplemented with additional performance data, where necessary.
- The department should consider coordinating the destruction of narcotics and weapons with a neighboring law enforcement agency, such as the county sheriff's office.
- The department should consider the purchase of Live Scan equipment.
- The department should record and analyze the number and type of services performed by the CSI technicians for outside agencies.
- Due to the physical location of the property room, a security survey of the entire area should be performed. For example, the public window to the CSI unit is not constructed of safety glass and CSI technicians must open a door to the hallway in order to return property to members of the public.
- The CSI unit should set out annual goals and recommended performance measures, such as the number of fingerprints obtained, number of fingerprint identifications made, number of callouts, number of lab submissions, volume of property and evidence disposed of or destroyed, etc.

Scheduling

Detectives currently work a flexible schedule and have the option of working five 8-hour shifts or four 10-hour shifts. Detectives have weekends and one extra day off each week. One detective is on call each weekend and this on-call assignment rotates every 12 weeks. The 4-10 schedule also has some advantages in the way of work-life balance and is apparently enjoyed by the detectives working it. Despite its advantages, the 4-10 work schedule generally is not the most efficient deployment for investigations. A 5-8 schedule usually works better for contacting victims, witnesses, and other law enforcement entities, and ensuring maximum detective availability. Overtime is another area in which changing the schedule might be beneficial.

Having detectives working nights and weekends would reduce overtime and increase the effectiveness and efficiency of investigations. In order to "stretch" the detectives' schedule consideration should be given to having the detectives work in three-person teams. Each team would have different days off and be required to stagger the start times of their shifts. For example, three detectives could work Tuesday to Saturday from 11:00 a.m. to 7:00 p.m. and the other team could work Sunday to Thursday from 8:00 a.m. to 4:00 p.m. (or numerous combinations). The goal is to have detectives working during more hours of the day and more days of the week.

Recommendations:

- Reevaluate current "flexible" schedule to consider deploying detectives to cover more of the nighttime and weekend hours.

ID Organization

As noted above, the ID is undergoing an organizational shift. The old structure featured a juvenile unit that is being merged with the property crimes unit. Also, the special crimes unit reported directly to the assistant chief and is now being merged into the ID. These are all positive developments and ICMA supports these organizational moves.

An interesting feature of the ID in the VPD is that the lieutenant in command of the division reports directly to the assistant chief of police. Consideration should be given to adjusting the relationship and collapsing the department's three divisions into two. The investigations division should be merged with the support services division, with one captain in charge of both functions.

Analysis of current divisional structure and case assignments also indicates that the ID subscribes to the concept of investigative specialization in organization and case management. Specialization offers advantages for investigative expertise, professionalism, and customer service, but may not always maximize personnel resources. It may therefore be prudent to examine reorganization options and consolidation of some units with an eye toward more general case assignments and cross-utilization of human resources; in other words, a generalist versus specialist case assignment protocol. The generalist case assignment approach still recognizes areas of investigative expertise and preference, but it puts less priority on these so that detectives can be used more equitably and holistically. While there is some tradeoff in terms of investigative expertise under a generalist paradigm, this approach can provide more investigative versatility and reduce levels of supervision.

Otherwise, the temptation is for detectives (and some supervisors) to view their jobs in very narrow terms, a luxury that the VPD cannot well afford.

In addition to organizational changes, the ID is also experiencing "physical" changes as well. As units move, merge, and consolidate, personnel are moving physically from one part of the police facility to another. Currently, the ID is a physically divided division. The separation of units undermines the effectiveness of the entire division. Strong consideration should be given to modifying the current physical space in the VPD to accommodate a united ID where all investigators can work and interact together.

Recommendations:

- Restructure the division to create the following investigative teams:
    - General Case Team, which would consist of two sergeants and 16 investigators responsible for reactive investigations and follow-up on all crimes identified with "solvability" factors. The general case team would result from the consolidation of the juvenile unit, motor vehicle theft unit, property crimes unit, and assault unit.
    - Special Crimes Team, which would consist of all other specialized investigative cases (drugs, gangs, vice, etc.) and include a robust intelligence function

Summary

The Investigations Division needs to adopt stricter protocols for case management. The division is heading in the right direction and including solvability factors, case screening, and tighter case and clearance tracking, into the overall case management system. Also, the restructuring occurring in the division will improve operations by refocusing efforts and eliminating overspecialization. The recommendations offered above further this reorganization and have the potential to increase operational efficiency. Table 12 presents an overview of the reorganization and staffing recommendations for the Investigations Division presented in the body of the report.

TABLE 12: Investigations Division, Overview of Recommended Personnel Assignments

	Lieutenant	Sergeant	Officer	Civilian
	1			4
General Case				
Assault team		1	8	
Property team (includes 2 MVT det.)		1	8	
Special Crimes		1	8	
Warrants			1	
Crime stop			1	
Intelligence			1	
Crime scene				4
Total	1	3	27	8

Support Services Division

Records Management

The records unit is staffed by a civilian records supervisor, a senior police clerk, and four police clerks. The department utilizes a comprehensive records management system (RMS) that was designed by OSSI SunGuard. This system was selected from among other products that were reviewed by the department and the city after a request for proposals and competitive bidding. The system was implemented in August 2011. ICMA was advised that the process of converting from the prior system took approximately six to nine months. On-site training was performed for uniformed and civilian personnel by the commercial vendor. Apparently, much of this training was conducted as "train the trainer," whereby supervisors received training and were expected to train their subordinates. The department pays an annual maintenance fee for this system.

This Windows-based system currently includes both the RMS and computer-assisted dispatch (CAD) functions. The RMS system appears to have significant capability and includes the following modules: field reporting; accidents; tickets; warnings; case management; an "investigator dashboard;" sex offender registry; warrants; internal affairs (including use of force, civilian complaints, weapons discharge, etc.); property and evidence management; the scheduling of directed patrols; a vehicle search module; a suspect search module; an equipment module; a vehicle tow-impound module; a field interrogation module; and an "employee module" for recording training received and personal performance evaluations. The case management software can be used to manage the operations and performance of the investigations division. The software includes the capability to track case assignments, case clearance rates, and due dates for certain investigative action items. These capabilities are being gradually introduced by the lieutenant who supervises the investigations division.

The RMS apparently has a number of functions that are not currently being used. During the ICMA site visits, several members of the department voiced dissatisfaction with actual and/or perceived limitations in the system's capabilities and accessibility. For example, despite having a module for managing the department's sex offender registry, detectives are maintaining a registry "by hand" on an Excel spreadsheet. It appears that many search features are available to any members of the department who have access to the RMS, but are not being used. In other words, personnel have access but are not performing queries. For example, data concerning prior calls and histories for particular addresses and locations are available to patrol officers in the field via the MDTs. Similarly, a gang management dashboard is available but has not been kept up-to-date, therefore it is presently of little use. Also, it appears that some features and functions are restricted, preventing certain personnel who wish to have access from accessing data they claim to need. It is therefore unclear whether the lack of proper use of the RMS results from a lack of training, overly restrictive access, or perhaps both. The issues of access and proper training appear to be a lingering problem.

ICMA was advised that department personnel have the ability to access the CAD system to analyze the number and types of calls for service originating in various areas of the city. This type of analysis is not, however, routinely performed.

The department's payroll is administered through the city's main payroll system. The police department prepares and maintains its own time sheets, as the RMS apparently does not have this capability.

The RMS has the ability to perform some crime analysis functions, such as the generation of crime maps with statistical probabilities.

ICMA was advised that the department is currently attempting to develop an electronic early warning system to be used in conjunction with the department's internal affairs processes.

At one time, the department was assigned its own full-time information technology (IT) technician. The department now relies upon the services of the city's IT technicians. The support services captain is presently charged with maintaining the system's software and the mobile data terminals (MDTs) installed in patrol vehicles. At the time of the ICMA site visits, the department was using fixed MDTs (as opposed to removable units in docking stations) in patrol vehicles. The department does not currently plan to purchase and install removable MDTs.

The department's radio system is a Motorola product that was implemented approximately two years ago. Radios are maintained by a radio technician employed by the city. If a technical problem cannot be corrected by a city or county IT technician, the vendor will be called to perform necessary repairs. Department personnel reported no "dead zones" of radio or MDT transmission or reception loss within the community.

Personnel assigned to the records division provide fingerprint services for members of the public for a minimal charge. Paper and ink prints are made, as the records division does not have access to LiveScan technology. Records clerks assist the public with information requests, such as requests for copies of accident reports.

ICMA was advised that the department receives a significant number of freedom of information requests each year (approximately 475 per year). Records clerks perform a variety of additional administrative and clerical duties such as scanning hard copy arrest reports and miscellaneous documents (such as affidavits and DUI reports) into the RMS. The department is moving towards a paperless system and is taking steps to scan and destroy hard copy documents when possible. Original traffic warrants are still maintained in hard copy and some reports recorded on microfilm are still maintained. The department has a formal records retention policy that is consistent with best practices.

Personnel files are secured and maintained in hard copy in the chief's secretary's office.

If the records supervisor notices an incomplete or inaccurate entry in the RMS she will notify the lieutenant by email or note. If the issue involves the actual content of a report, the records supervisor will not automatically correct or complete the entry. Rather, she will await instructions or clarification from the lieutenant. The RMS system itself will "catch missing entries" as reports such as IBR checks must have all required elements completed before the system accepts them.

The RMS is used to prepare UCR reports that are forwarded to the chief, submitted to the FBI, and published on the department's website.

The department's sex offender registry is maintained by the investigations division.

The department's website is well-structured, clear and includes specific instructions to citizens concerning how to access and properly complete commonly used forms via download (such as vehicle accident reports and theft reports) prior to contacting the police. The website also includes contact information for officers assigned to special units.

Recommendations:

- The department should create a standing technology taskforce. This group would consist of civilian and uniformed personnel from various ranks and units who would meet regularly to address the department's technology and technology training needs.
- The records management system currently in place continues to meet the basic needs of the department. Nevertheless, the department should prepare a five-year plan that outlines future information management and technology needs. Technology advances in the field of policing are rapidly outpacing the ability of most departments to react and adequately respond. The technology task force, in consultation with the chief, should be tasked with development of a draft plan. As part of the five-year plan the department should calculate the funding it needs to upgrade the records management system and introduce new technologies on a gradual basis so as to not create a large fiscal impact in a single budget year.
- The technology task force should also be charged with annual review of the department's website.

Communications

The department performs emergency dispatch services for all police fire and medical calls via the SunGuard OSSI CAD system. The department employs 21 full-time dispatchers and two part-time dispatchers. The department's 911 call center receives all emergency calls originating within the county. The facility has four incoming 911 telephone lines. The dispatch center will then relay calls as necessary to the County Sheriff's office, the Texas Department of Public Safety (for vehicle traffic accidents), and the city's fire department. ICMA was informed that "people do occasionally call the Sheriff's office directly."

The dispatch center is located in a separate off-site facility that was purchased in 1992. Dispatchers were previously located in the basement of the police headquarters building. The current facility was inspected by the ICMA consultants and was found to be modern and well equipped. Dispatchers have the ability to see visual displays that indicate "hot spots" where the police have responded within the past several days. Dispatchers can also view prior offenses and "wants" when an officer performs a vehicle stop. Personnel indicated that the CAD system performs well, although it "doesn't multi-task very well" as dispatchers can only perform one task at a time as they can only work with one command line at a time. Dispatchers apparently have to page back and forth into different screens and programs. Dispatchers have identified several other limitations of the system that are reported to have been "worked through."

A stand-alone console is used for entries and inquiries in the NCIC system. Dispatchers are periodically called upon to leave their consoles and to enter information into this system (e.g., entering information regarding a missing child.) ICMA was advised that the city and the department are currently exploring the possibility of making this system accessible to dispatchers seated at their consoles (via the OMNIXX system). This would alleviate the need for dispatchers leaving their consoles to enter data in the stand-alone system. A lieutenant serves as commander of the communications unit. One dispatcher is assigned as unit trainer.

Dispatchers are assigned to address either police or fire and medical calls. Dispatchers will rotate between receiving police or fire and medical calls every four hours. ICMA was informed that the vast majority of calls are police calls. Police calls will be routed to the county sheriff's office if they relate to a location outside the city's limits. The police radio system was uniformly described as "reliable."

The department has the ability to run five dispatch positions at once if necessary. Normally the department uses only three dispatch positions with the other two serving as a supervisor's position and a training position. Minimum staffing is three dispatchers, plus one supervisor. Dispatchers follow a work schedule that mimics patrol shifts. That is, dispatchers work 12-hour shifts, four days on and four off, and rotate days and nights with a specific patrol shift.

A sergeant is assigned as the department public information officer. This sergeant also performs internal investigations and special projects as necessary.

All uniformed members of the department are required to regularly check their department email accounts. ICMA was advised that this policy is not regularly reviewed and enforced.

Recommendations:

- ICMA recommends that the department critically examine the position of public information sergeant in order to determine whether a full-time assignment to this position is necessary. It is possible that this position could be filled by a civilian or changed to a part-time assignment. If no such change is made, the department should consider adding the handling of freedom of information requests to the duties and responsibilities of the public information officer.
- The lieutenant who supervises the communications division should actively participate in the department's expanded command staff meetings.

Training

The training unit is located within the support services division. The training unit is commanded by an administrative lieutenant and consists of two full-time training officers and one police clerk. A number of the department's officers possess certification as firearms, defensive tactics, or general topics instructors. All trainers appear to have the training and up-to-date certifications necessary to provide training in their respective areas.

Police officer recruits attend and receive their initial police academy training from in-state community colleges. At one time the department operated its own police academy. Currently, police recruits and civilians attend a local junior college. ICMA was advised that there were four VPD recruits attending the local academy. Several members of the department teach at the regional police academy as adjunct faculty members. The department has the ability to either hire an individual and send him/her to a regional academy (at the department's expense) or to hire individuals who have already received their academy training. Lateral hires, that is police applicants with prior law enforcement experience, are placed directly into the department's field training program.

Approximately 12 to 15 police officers are trained and certified as field training officers (FTOs). Two FTOs are members of the training unit. The department's field training program was originally based upon the San José model. ICMA consultants reviewed the program, and its related policies and processes, and found it to meet or exceed standard practices in the field. Evaluation methods and guidelines, length of probationary period, and the practice of conducting field training with a minimum of four FTOs are all consistent with best practices in American policing.

ICMA examined the department training calendar and found that a large percentage of training offered by the department entails mandatory re-certifications, such as firearms and emergency driving qualification. However, a number of in-service training topics do not simply result in necessary certification. For example, the department invited several mental health professionals to visit the department and provide training on how to deal with an emotionally disturbed person. This lesson included an overview of the legal process related to detention and psychological evaluation. In the past, local prosecutors have also been invited to provide legal updates. Legal updates are also mandated by the state and are periodically provided by members of the department who are certified as general topics instructors.

ICMA was informed that the state of Texas mandates a variety of courses that must be offered within the annual training cycle (such as mandated legislative updates). These mandates are established by a state regulatory board known the Texas Commission on Law Enforcement Officer Standards and Education. The commission provides a number of online courses and sanctions training academies and providers throughout the state. The commission also issues certifications for certain job-related proficiencies. The type and amount of mandatory training that an officer receives depends upon the date on which the officer was initially hired. For example, the state mandates that an officer receive a minimum of 40 training hours within a two-year period and also requires certain classes and courses as part of that minimum. All members of the department receive hazmat training. ICMA was advised that, notwithstanding the state mandate, the department attempts to provide many hours of training per officer on topics selected by either the

state, the department, or the officers. The department does not provide police training during the months of October and December.

State guidelines mandate that uniformed members of the service who are promoted to the rank of sergeant attend a first-line supervisors course. This course is offered by Harris County Police Academy, Texas A & M, and other training providers. The department also has a distinct training protocol and guidelines for newly appointed sergeants. The new-sergeant training guidelines include a three-week period of ride-alongs with a lieutenant or a training sergeant (i.e., "pairing with a more seasoned sergeant or lieutenant"). Performance evaluations are prepared by a lieutenant or their designee, indicating progress that is being made, in terms of communication skills, decision making, job knowledge, etc.

The department does not have a comprehensive executive development program of continuing leadership and management training for supervisors. Supervisors are, however, able to take courses offered by the Law Enforcement Management Institute of Texas, which offers courses similar to those offered by the FBI National Academy. Supervisors must apply and be accepted into this program of study, which is offered at colleges and universities in the region. A number of the department's supervisors have completed the entire course of study. Four uniformed members of the department have attended the FBI National Academy.

The department also has a contract with a private vendor (LETN) that offers state-approved video training on demand. Officers can choose and enroll in a particular training course and receive training credits for work completed.

At the time of our site visits, ICMA consultants were advised that the department had suspended its training plan/calendar due to a drop in staffing levels. The department was nevertheless still providing required recertification training such firearms training and crime scene investigation training. The training calendar was discontinued and was no longer being followed, however, as previously designated topics were no longer being addressed on designated dates.

Training is conducted in a large classroom located at police headquarters in. The department also has access to training facilities located at the local community college.

The department owns and operates its own firearms training facility/range. All training records, equipment, and materials are properly cataloged and safeguarded. Lesson plans are used for all training. The department mandates that all in-service training lessons follow a lesson plan that has previously been reviewed by the state or one that has been submitted to the training unit for review and approval. Lesson plans include learning objectives and references to training aids/equipment. The department retains the resumes of all civilian and uniformed instructors.

Roll calls are performed at the commencement of each shift by either a lieutenant or sergeant and last between 5 and 20 minutes on average. I CMA was advised that roll call-training is performed occasionally, but it is not considered to be a standard part of the department's current training program. Nevertheless, training topics can be presented immediately, and are part of the department's ability to train all of its personnel in a relatively short period of time by means of electronic training notices and roll call training sessions.

The training unit periodically issues training update bulletins. The department has the capacity to immediately communicate training information, when necessary. It can therefore deliver a particular lesson to the entire department in a relatively brief period of time.

Training is typically performed on an officer's day off. Training is therefore a significant driver of the department's total overtime expenditures. ICMA was advised that the department has concerns about limited funding (e.g., travel and lodging costs) for officers to attend off-site training

The training unit also performs the recruiting function. All recruitment initiatives and processes are coordinated with the city's human resource department. The department administers physical agility tests, written examinations, and a review board. Background investigations for police applicants are conducted by police officers. Background investigations for civilian job applicants are assigned to a civilian investigator. Conditional employment offers are made pending the analysis of psychological and medical examinations. Final selection all police applicants is made by the chief.

Recommendations:

- In addition to the training calendar currently being used, the department must develop, follow, and continually revise a formalized training plan, identifying and tracking specific training goals and objectives. The plan should describe the process for selecting, planning, developing, and delivering in-service training. The department's annual report should describe all training needs, challenges, and accomplishments (in terms of topics, training hours delivered, and total number of personnel trained). It must also include a mechanism for incorporating feedback from field personnel, trainers, supervisors, and perhaps the public.
- The department should expand its in-service training program. ICMA recognizes the considerable expense associated with police training. Nevertheless, such training cannot be viewed as a "luxury," it is an essential part of police work and it is an investment. At minimum, the department should periodically review procedures related to the proper handling of emotionally disturbed persons, field investigations (stop and frisks), vehicle pursuits, integrity management, and similar situations. The topics for training should be selected in advance via the annual department training plan. The training officer should solicit potential topics from civilian and uniformed members of the department. All lessons delivered should utilize a standardized lesson plan with distinct learning goals and objectives. All lesson plans and instructional materials should be maintained permanently.
- The department should make a concerted effort to combine, integrate, and review training lessons whenever possible. Traditional lectures should be supplemented with interactive, tactical role-play scenarios. For example, rather than scheduling and delivering three distinct training sessions on the topics of: 1) the handling of emotionally disturbed persons; 2) vehicle stops; and 3) the use of less than lethal force, one creative and well-designed training session can address all three topics and require officers to review prior lessons and demonstrate acquired skills, while learning new information. In other words, the department should look to tie together training topics that are logically related to one another. This point was addressed with the department's administration during the initial ICMA site visit and the command staff appeared supportive of such efforts.

- The department should provide periodic executive development (i.e., supervisors' training) to its supervisors of every rank. This could be provided either "in-house" or externally (e.g., via a regional police academy or commercial vendors). Potential topics should include review of the proper way to complete performance evaluations of subordinates.
- The training officer should continue to be charged with periodic review of department records concerning vehicle pursuits, department vehicle accidents, use of force and weapon discharges, arrest reports, etc., to determine whether any training or equipment issues need to be addressed. Such review should be documented.
- The department should designate, train, and support one senior member of the department to serve as primary field training officer (FTO).This individual would work with the department's training lieutenant to review and revise the department's field training program and procedures.
- All roll call training topics should be recorded and any related training materials should be maintained properly.
- The recruiting function should be overseen by the professional standards officer.

Internal Affairs/Professional Standards

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

The VPD has a lieutenant assigned to the professional standards unit. This lieutenant reports directly to the chief. In addition to the duties and responsibilities typically associated with the internal affairs function, this lieutenant also manages grants and funded enforcement activities (such as BORDERSTAR), oversees the department's overtime expenditures, and serves as liaison to a joint operational information center. A sergeant is also assigned as public information officer. This sergeant reports directly to the professional standards lieutenant and performs internal investigations, as directed. A lieutenant is also assigned as administrative lieutenant and handles the department's "best practices" and auditing function, as necessary.

The department was previously accredited by the Commission on Accreditation for Law Enforcement Agencies (CALEA). Approximately six years ago the department determined that it would allow CALEA accreditation to lapse and it would seek accreditation by the Texas Police Chiefs' Association. The association has developed best practices for departments within the state. Thus, the Department is currently certified by that association and is scheduled for a recertification review in the near future.

The department has a comprehensive manual of policies and procedures that is currently being reviewed and revised. ICMA reviewed these rules and procedures and found them to be clear, comprehensive, and consistent with those of similarly-sized American police agencies. The department has procedures and policies in place for the preparation of annual performance reviews for its personnel.

ICMA reviewed the department's procedures and practices for the receipt, investigation, and adjudication of internal and civilian complaints and found them to conform to the practices and policies of similar-sized American police agencies. ICMA was advised that these procedures and policies were enhanced in recent years due to past inconsistencies.

Citizen complaints can be received in a variety of ways, including by telephone, letter, email, and walk–in. Any supervisor is authorized to receive and record a citizen complaint. A standard form is used for recording such complaints. Police officers and detectives are directed to refer such complaints to a supervisor. Department policy dictates that complaints will be recorded and acted upon by "any supervisor," not just the supervisor assigned to the shift when it is received. In order to be investigated, formal statements must be sworn. All sworn complaints are fully investigated, although not every complaint results in an internal affairs (IA) investigation. Civilian complainants receive a "letter of findings" once the investigation is concluded. The department's policies regarding the receipt, handling, and disposition of internal and civilian complaints (no. 216, 217, 218) conform to those of other similarly-sized American police agencies. The investigator (professional standards lieutenant or public information sergeant) serve only as fact finders in

significant cases; the chief acts as final decision maker. During 2012 the department investigated 16 internal affairs cases.

Field interrogations (i.e., "Terry stop, question, and frisks) are recorded via electronic forms/entries in a separate module of the RMS. Previously, field investigations were recorded via hard-copy reports. The ICMA consultants were advised that patrol officers are dissatisfied with the new procedure for electronically recording these events. Apparently, officers who prepare such reports must page through several screens in order to properly complete all required entries. It is possible that the total number of field investigations has dropped due to a reluctance to document stops in this manner.

Patrol vehicles are equipped with video cameras, front and rear. Rear-seat cameras must be manually operated. Officers carry personal recorders when on patrol and can activate the video cameras when outside the vehicle. Video cameras automatically begin recording when the emergency lights are engaged on the vehicle, or if the vehicle reaches a speed of 80 mph. The video system has an internal integrity check capability to ensure that videos are not edited and that cameras are not tampered with.

Patrol vehicles are equipped with GPS devices. GPS coordinates are documented when car videos are uploaded onto the system. Officers have the ability to do a GPS marker to record a particular location, for example if a suspect disposes of a weapon or evidence during a vehicle chase. Supervisors have the ability to review the in-car videos of their subordinates. All in-car videos are uploaded onto the department's system (COBAN) at the end of each shift. Videos are maintained for a minimum of 90 days. Officers may make duplicates in DVD format to maintain as evidence or to provide copies to the prosecuting attorney.

Use of force reports for patrol officers are recorded and filed in hard copy (not electronically). The procedures for reviewing and receiving supervisory approvals (by supervisors in the rank of sergeant through chief) for use of force reports was reviewed and found to be consistent with those of similar-sized American police agencies. If it is determined that a particular use of force is not in compliance with the department's policy, an "IA" number is assigned to the incident and an internal investigation is commenced. A copy of the use of force report is forwarded to the training unit for review and a determination is made of whether additional training is required. Aggregate numbers are assembled and analyzed and an annual use of force summary is prepared, indicating all use of force incidents by type, by officer, by date, etc. Quarterly reviews of use of force reports are made by the professional standards lieutenant.

The internal affairs module of the RMS is appropriately restricted. Access is limited and few members of the department have the ability to add or modify information in these fields (i.e., the professional standards lieutenant, the public information sergeant, and any other supervisor with full administrative rights and access to the RMS) .

Random audits are conducted of property and evidence procedures. Each year, 10 percent of the property and evidence is selected at random for audit to ensure the integrity of processing, storage, and transfer. Narcotics held in the department's possession are also audited at random. Department

guidelines dictate that narcotics be weighed, photographed, and verified by a narcotics officer. Per department policy, all currency coming into the possession of the department is double-counted.

The department has a clear policy and procedures for recording and analyzing taser usage and firearms discharges. These procedures are consistent with those of similar-sized agencies.

The department has a policy for officers performing outside employment. Officers must request permission from the chief and city manager for outside employment whether or not the work entails traditional law enforcement duties. The department coordinates "special work assignments" for officers wishing to perform additional services in uniform (that is, over and above their normal scheduled shifts). These officers are compensated by third parties and are typically authorized to use department vehicles when travelling to and from these jobs. ICMA was informed that "all department rules apply" to officers performing such duties. The department has an ad hoc "extra duty discipline committee" chaired by the professional standards lieutenant, which examines allegations of misconduct of officers assigned to extra police duties, such as failing to report for these additional assignments.

The professional standards lieutenant "pulls random in-car videos" one time each week. These can be videos obtained from the vehicles of police officers or patrol supervisors.

ICMA recommends that the position of professional standards officer should be enhanced and given responsibility for a constellation of roles related to human resources management. The PSO should be responsible for recruitment, hiring, training, evaluations, promotions, audits and inspections, internal investigations etc. This is a critical position in the organization and should have the personnel to carry out this function, and should report directly to the chief. It is recommended that the training and public information positions be consolidated and merged into the professional standards office.

Recommendations:

- The department should develop, follow, and document a program of systematic and random audits and inspections of critical operations (calls for service response and disposition, property receipt and safeguarding, line of duty and sick leave, etc.). One ranking officer (the PSO) should be designated to plan, conduct, and regularly report the results of such audits and inspections. This individual would also perform regular checks or audits for proper case/call dispositions.
- The PSO should work closely with the city attorney to help the department assume a more proactive or "risk management" approach to ongoing police operations. For example, the PSO should work with the city attorney to review the department's current policy and practices regarding "outside employment" for police officers. Such activities expose the city and the department to significant liability.
- The PSO would personally review and revise the department's manual of rules and procedures on an annual basis.
- The PSO would also supervise the following functions in the department:

    - Recruitment
    - Employee background screening
    - Training
    - Evaluations
    - Internal investigations
    - Promotions
    - Accreditation
    - Sick leave management
    - Use of force management.
- In addition to the audits currently performed, the PSO should engage in a series of audits and inspections of equipment, department records, etc. For example, the PSO should determine on a random basis whether officers are checking their voicemail and e-mail accounts each shift. The PSO should track and report the number and type of referrals made by records clerks and/or supervisors for incomplete or inaccurate record entries.
- The PSO should develop and monitor a formalized employee suggestion program.
- The PSO officer must prepare an annual report. At a minimum, these reports should actively track incidents and issues that may be related to police misconduct, such as: the type and relative number of use of force reports, civilian and internal complaints (and dispositions), department vehicle accidents, weapons discharges and use, arrest and summons activity (particularly charges relating to disorderly conduct and resisting/obstructing arrest), line of duty injuries, etc. that originate within the department. Rather than simply presenting aggregate numbers of such things as use of force reports or complaints, the reports should include a breakdown of type, place of occurrence/origin, etc. These reports should utilize a standard template and be used as a primary means of establishing baseline data and tracking progress towards stated organizational goals. The PSO should report these figures at monthly command staff meetings.
- All supervisors who are charged with preparing performance evaluations of their subordinates must receive ongoing training in evaluators' responsibilities and proper evaluation procedures. From both a supervisory and morale standpoint, all members of the department must understand that performance evaluations are an important and necessary part of police operations. Any alterations to the forms used or current practices must be clearly communicated to all members of the department.

Strategic Planning and Performance Assessment

Planning meetings and command staff meetings are necessary, indeed critical, to a department's ability to operate a performance-based management system and to actually use data to inform its most important crime fighting and administrative decisions. The form and content of the VPD's command staff meetings should be greatly expanded.

The VPD utilizes weekly command staff meetings during which police supervisors engage in basic administrative activities and planning for the department. These meetings are typically attended by the chief, the assistant chief, the captains assigned to the patrol division and support services division, and a representative from the officers' association (Note: This is not a union or collective bargaining unit). The lieutenant assigned to the detective division occasionally attends these meetings, but is not a regular participant. These meetings do not follow a standardized agenda, although certain issues, such as overtime expenditures, are routinely addressed as participants "go around the table" addressing items of interest. Minutes are taken by the chief's secretary and are distributed to participants. Recapitulations or summaries of these meetings are not communicated formally throughout the department. Supervisors are charged with verbally communicating salient points to their subordinates.

The chief meets with community groups as necessary. The chief is a member of the advisory board of the local college.

ICMA was advised that a separate supervisors meeting was held recently. This meeting was attended by all uniformed members of the department at or above the rank of sergeant as well as civilian supervisors. The meeting was held at the local community college.

The lieutenant who supervises the detectives meets with the chief each month to review current cases, crime trends, and general performance data for the detective division. A similar meeting is held between the chief and the patrol captain.

The chief makes quarterly visits to squad meetings, detective meetings, and meetings of non-sworn personnel. Numerous ad hoc meetings also regularly take place.

The chief regularly meets with city administration (such as one-on-one meetings with the city manager and formal presentations to the city council) and attends meetings with other department heads. The chief also attends quarterly meetings with other police chiefs in the region.

Patrol officers prepare hard-copy activity reports indicating the number of arrests made, summonses issued, etc. These performance sheets are turned into the patrol sergeants at the end of each month. Sergeants or lieutenants compile aggregate performance data for their platoons. Monthly reports are generated for each platoon indicating the number of arrests made, number of warrants served, number of tickets and warnings issued, and number of field investigations conducted.

The narcotics unit produces its own performance statistics and regularly forwards them to the assistant chief. The department holds quarterly meetings of all investigators.

The department issues annual reports. The department does not currently have a formalized long-term (i.e., multiyear) strategic plan. However, the chief is currently working with city officials and department staff, to more fully develop long-term department goals.

Recommendations:

- Command staff meetings should be attended by supervisors assigned to all operational units. Training officers, the crime prevention officer, etc. should be invited as necessary. Occasionally, key individuals from outside the department should also be invited to these meetings, such as the city attorney, or a representative from the department of parole. It is anticipated that the detective division and patrol will continue to hold meetings among themselves.
- Command staff meetings should follow a standardized agenda. The agenda should be circulated in advance of the meeting.
- Review and reports of patrol operations, detective division investigations and case updates, traffic enforcement operations, crime prevention, and professional standards and training updates should always be included on the command staff meeting agenda and should be presented in the same order at every meeting. Minutes should be recorded and maintained for appropriate follow-up at subsequent meetings. These command staff meetings should also include a post-meeting recap in the form of a memorandum that is distributed throughout the department. This ensures accountability and follow-up and helps to convey goals and strategies. In addition to identifying when and where events (such as crimes and traffic accidents) are occurring, the analysis and discussions at these meetings should examine why they are occurring.
- Command staff meetings need to focus, among other things, upon monthly overtime expenditures. The department needs to: a) analyze when and why overtime costs are incurred, and b) develop a specific overtime management/reduction plan. Results of these analyses should be shared with city management.
- In order to optimize the discussions and analysis that take place at these meetings, it is recommended that the department's performance information be combined into a [single] usable performance measurement system or template. If all such data (or accurate and timely recapitulations) are readily accessible from one central database or data dashboard, the information is more likely to be consulted/retrieved and used to actively manage daily operations. In essence, this dashboard can serve as an activity report or performance assessment for the entire agency, and can be consulted daily by police supervisors. A central source of key performance data is critical. Multiple sources and locations of information hinder the department's ability to engage in proactive management.
- A data dashboard system can record and track any or all of the following performance indicators:
    - The total number of training hours performed, type and total number of personnel trained

- The type and number of use of force reports prepared, personnel involved, time and place of occurrence, and general description of circumstances
- The geographic location (i.e., zone) and time of all arrests
- The geographic location and time of citations issued
- The type and number of civilian and internal complaints (and dispositions)
- The type, number, location, and time of civilian vehicle accidents
- The type, number, location, and time of department vehicle accidents, both "at fault" and "no fault" accidents
- The type, number, location, and nature of all firearms discharges
- The results of systematic and random audits and inspections of all police operations (i.e., calls for service response and dispositions, property receipt and safeguarding, etc.)
- The type, location, and number of any *Terry* stops performed, as well as a description of all individuals involved and a description of all actions taken.

An effective performance dashboard should also include traditional administration and budgetary measures, such as monthly and annual totals for sick time, comp time, and overtime.

The specific performance measures to be tracked and reported at command staff meetings is entirely up to the department. All police agencies have unique missions, challenges, and demands. Outside performance benchmarks or measures should not be imposed upon the department; they should be derived from within. It is recommended that all members of the department (and perhaps the community) be consulted to develop a comprehensive set of organizational performance indicators that accurately describe the type and quantity of work being performed. Certain tasks, such as 'residence checks' or traffic duty, are likely performed frequently enough that they should appear as regular (i.e., monthly) entries.

It is imperative that baseline levels be established for all performance categories. This entails measuring a category over a period of months, calculating percentage increases and decreases, computing year-to-date totals, and averaging monthly totals in order to determine seasonal variation and to obtain overall performance levels for the agency. There is likely to be much seasonal variation in the work of the VPD. Such analysis can also include sector and individual officer performance review. For example, discrete patterns can emerge from analyzing when and where department-involved vehicle accidents occur. This performance information is invaluable in terms of determining optimum staffing levels.

- The department should be vigilant in identifying new performance indicators. The department should review its current indicators and solicit input from all levels of the agency. "Key" performance indicators should be identified, with an understanding that they can always be expanded or modified at a later date. These indicators should always form the basis of discussions at command staff meetings.
- Any substantive changes to the current performance management framework must be communicated to, understood by, and acted upon by all members of the department.

- The department should encourage accountability among patrol supervisors. That is, rather than rotating patrol supervisors (sergeants and lieutenants) among various shifts, the department should assign supervisors to a particular shift for an extended period of time. Patrol supervisors should have an opportunity to "take ownership" for a particular "temporal" area of the community (time of day) and be held personally accountable for the development of community policing efforts and effective crime-fighting strategies in that shift.
- It is recommended that the department utilize a standard template to convey pertinent performance information to city officials. This would include primarily budgetary and administrative information, such as sick time, comp time, and overtime expenditures, as well as any other measures that the chief and city officials agree to include. Aggregate data should be broken down and fully analyzed whenever possible. For example, the department must continually report who is accumulating overtime, when, and why?

  ICMA recognizes that both the city and the department have this information. But mere access is not sufficient. This information must be shared, analyzed, and used as the basis of substantive discussions about performance.

  The exact list of performance indicators should be determined by the chief and city officials. The important thing is that: 1) regular (i.e., monthly) meetings take place, 2) that timely and accurate performance information be conveyed on a regular basis to city officials, and 3) that performance discussions follow a uniform/standardized template or format.

Crime Analysis

The department does not have a designated crime analysis unit and no member of the department is specifically assigned as a crime analyst. The department has the ability to determine when and where crime is occurring within the city, but it is essential to develop the capacity to determine why these crimes are occurring. A designated crime analyst would add value to VPD operations by processing all of the various data collected, identifying trends and patterns, and helping coordinate enforcement operations in the department.

Nevertheless, a captain is charged with reviewing all police reports generated in the normal course of business. The captain is also charged with determining "what's happening in each of the city's five patrol zones." The RMS system is currently being used to regularly produce a "dashboard" of data indicating, among other things, year-to-date and quarterly totals of reported crimes, broken down by patrol zone. Patrol zone 300 is currently producing the most UCR Part I crime. The overall level of thefts in and around commercial/retail locations is quite high. ICMA reviewed these reports and found that they also provide information regarding budget and overtime expenditures, adult and juvenile arrests and citations, traffic collisions, written warnings, and response time for calls for service (by priority). These reports do not, however, track the total number and type of calls for service originating from the various patrol areas.

It does not appear that the department routinely creates maps of reported crime or calls for service for geographic patrol areas. Each week a data report is prepared and forwarded to the patrol

commander. These reports are discussed at command staff meetings. ICMA was advised that the CAD also has the ability to prepare types of reports. Specifically the system can indicate the type and number of calls for service originating from a particular location or its immediate vicinity. Reports of this type are not, however, routinely prepared.

The dispatch supervisor does not regularly report on calls for service (that is, their volume, type, location). Nevertheless, the chief has access to CAD data and apparently reviews it regularly. The dispatch supervisor does not prepare an annual report concerning the unit's performance.

During the monthly meetings held between the chief and the lieutenant assigned to the detective division, individual case files are reviewed. Detectives regularly meet with detectives from other law enforcement agencies at regional crime meetings.

The department does not maintain or display hard-copy pin maps displaying recently reported crimes and "hot spots" of criminal activity in the community. ICMA was advised that the department does have some electronic graphing capabilities.

Recommendations:

- Identify, train, and support one uniformed or non-sworn member of the department to serve as the department's primary crime analyst. This can be either a full-time or part-time position.
- The newly designated crime analyst should be chiefly responsible for providing investigative and patrol units with timely and accurate data concerning reported crimes, calls for service, traffic safety, etc. The crime analyst should be skilled in using simple GIS mapping software to indicate hotspots of activity. The analyst should regularly meet with crime analysts assigned to other law enforcement agencies within the region.
- The crime analyst should regularly attend and participate in the department's expanded command staff meetings. The analyst should utilize data analysis software in the RMS and CAD systems to track all UCR Part I crimes on a weekly basis. Seasonal trends over the past several years should be studied. If a specific problem or pattern is identified, the analyst should prepare detailed analyses of data from a particular geographic area. This could, for example, be a detailed analysis of criminal incidents occurring at a particular housing complex. Crime data and incident counts can be linked to individual housing units, and aerial/satellite maps can be distributed for review and discussion.

Crime Prevention

The department's crime prevention unit was previously staffed by one sergeant and four police officers. Today, it is staffed by one uniformed police officer and one non-sworn clerk who perform their duties at a satellite location in an office located in the Victoria Mall. ICMA was advised that the unit receives a considerable amount of "walk-in traffic" from the mall. These visits typically pertain to non-crime matters, such as information requests.

The duties and responsibilities of the crime prevention unit include the following: coordinating the department's 11-week Civilian Police Academy and serving as liaison to the Civilian Academy Alumni Association; designing and implementing public service announcements and crime prevention messages; developing and delivering crime prevention classes to the public as necessary; maintaining the department's Facebook page; creating a monthly crime prevention letter; maintaining the department's website; conducting home security and business surveys (Note: not presently being done due to limited staffing.); providing open-to-the-public training sessions at the community of Victoria Mall (no longer being done due to reduced staffing.); monitoring and coordinating neighborhood watch groups throughout the city; attending community meetings as necessary; planning and coordinating the city's national night out activities; issuing burglary report cards; etc. The crime prevention unit also identified a number of other activities and initiatives that could be undertaken if additional manpower is provided in the future.

It appears that the crime prevention unit was previously involved in coordinating and implementing activities typically associated with community policing.

For approximately thirty years, the department also has had one officer assigned as crime stoppers coordinator. This individual works to develop information from the community (i.e., "tips" or "leads") identifying criminality and criminal suspects. The duties and responsibilities of the crime stoppers coordinator are clearly delineated. This officer also maintains crime statistics and forwards them to the secretary assigned to the detective division. The information is then forwarded to Crime Stoppers U.S.A.

The crime stoppers coordinator and crime prevention officer do not apparently have full access to the department's crime databases (within the RMS) when attempting to access them from the computer terminal located at the satellite office. This is apparently due to the fact that data transmission to this location cannot be properly secured.

Members of the Civilian Academy Alumni Association perform a variety of services for the community and the department. They do not, however, perform either traffic duty or security services. A form is used to request the services of alumni volunteers. Volunteers typically work at nonprofit and community events, such as a community dinner, a 5K road race, etc. All civilian volunteers must be graduates of the Civilian Police Academy. Their operations are overseen by a board of directors, made up of members. The academy is supported by private contributions and corporate support.

At the time of the ICMA visits, there were approximately 95 members of the Civilian Academy Alumni association who were "active."

Recommendation:

- The duties of the crime prevention officer appear rather disjointed. Although he does regularly interact with patrol officers, information transfer is primarily anecdotal. The crime prevention officer does not participate in scheduled meetings with patrol officers or detectives in order to share information and coordinate crime prevention activities. It is recommended that the crime prevention officer regularly attend and participate in the department's expanded command staff meetings. Crime prevention should be a topic addressed on every agenda.

Administrative

Attrition

ICMA was informed that the department has a history of "losing people to other agencies or private industry." Relative to other law enforcement agencies in the region the department has a high workload and a low pay scale. On several occasions ICMA consultants were informed that personnel were drawn away by the higher salaries currently offered by other police departments and the oil industry. A review of the department's personnel roster over the last several years indicates a considerable amount of resignations and new hires.

The employee modules can be examined to study the department's attrition rates.

Recommendation:

- In light of the relatively high rate of turnover for uniformed personnel, the department should empanel a committee comprised of civilian and uniformed personnel of various ranks to perform a detailed review of employee turnover. This committee should also undertake a recruitment and retention study to determine what, if any, steps can be taken to reduce the turnover rate going forward.

Employee Relations

Rank and file members of the VPD are represented by the Victoria Police Officers' Association. Although this association does not have the right to collectively bargain or legally represent its membership, the association is in an important position to act as a conduit between the chief and the rest of the department. Undoubtedly, the well-being of VPD employees is an important concern, and the Police Officers' Association could prove instrumental in improving employee relations. An honest and open dialogue between the VPD and the association could add value to the entire department. Scheduling regular and frequent meetings, with an agenda, minutes, action-items, and the like would allow the chief to communicate his mission, vision, and goals, and hear the problems and concerns of department employees. This informal meeting and the increased communication would be a win-win for all members of the department.

Recommendation:

- Institute an informal employee working committee. This committee should be comprised of representatives of the employee union, the different units in the department, and the command staff. The committee's responsibility would be two-fold. First, the committee would act as an important conduit between the chief and the officers in the department. Without resorting to memos, press releases, or policy directives, the chief could use this forum as a mechanism for discussing policy changes in advance of their implementation with the members of the department. The chief could also use this forum as an opportunity to communicate with the department in an "informal" manner. Second, the committee

should be responsible for accepting and investigating anonymous reports from members of the department about grievances they have with the department without fear of retaliation.

Organizational Structure

Taking these recommendations altogether warrants a modified organizational structure for the VPD. It is ICMA's contention that the current structure, with two captains in charge of patrol and support divisions, and one lieutenant in charge of the investigations division (and reporting to the assistant chief), is not efficient. The department would be better served if the support and investigations divisions were merged, with one captain in command of both functions. This would result in the formation of two major organizational divisions: the Patrol Division and the Investigations and Support Division

Furthermore, the VPD would be better served if it consolidated several critical functions under one commander. ICMA recommends that the position of Professional Standards Officer be enhanced and given responsibility for a constellation of roles related to human resources management. The PSO should be responsible for recruitment, hiring, training, evaluations, promotions, audits and inspections, internal investigations etc. This is a critical position in the organization and should have the personnel to carry out this function, as well as report directly to the chief. It is recommended that the training and public information positions be consolidated and merged into the professional standards office.

The combination of these recommendations, along with the modifications to the current investigative teams and patrol platoons, results in the organizational structure represented shown in the table that follows (which replicates Table 1):

Recommended Organization and Staffing of the VPD

	Chief	Assistant Chief	Captain	Lieutenant	Sergeant	Police Officer	Civilian
Executive	1	1					2
Administration				1			
Professional Standards				1	3	1	1
LT Military						2	
Subtotal	1	1	0	2	3	3	3
Investigations & Support Division			1				
Records							3
Crime Prevention						1	1
Crime Analysis							1
Communication				1			17(3PT)
Radio							1
Building							1
Investigations				1			3
General Case Team							
Assault Unit					1	8	
Property Unit					1	8	
Special Crimes					1	8	
Crime Stoppers						1	
Warrants						1	
Crime Victim Liaison							1
Intelligence						1	
Crime Scene Unit							4
Subtotal			1	2	3	28	32(3)
Patrol Division			1	1			2
1st Platoon				1	2	15	
2nd Platoon				1	2	15	
3rd Platoon				1	2	18	
4th Platoon				1	2	18	
Traffic						2	
Subtotal			1	5	8	68	2
Total	1	1	2	9	14	99	37(3)
Grand Total Sworn: 126							

Summary

The Victoria Police Department faces several organizational challenges. High crime and high demand, coupled with shrinking resources, are presenting obstacles to the delivery of police services in Victoria. The department needs to add resources in both personnel and technology and leverage these resources toward addressing crime, traffic, and disorderly conditions in the community. The recommendations contained in this report should be viewed as improvement opportunities and possibilities to assist the department meeting these challenges.

ICMA believes that the appropriate staffing of the VPD should be approximately 126 sworn officers, which is 23 more than its current headcount of 103. Similarly, the department is faced with recruiting and retention problems and will encounter difficulties staffing the organization at the recommended level. The department should consider adding resources to non-patrol functions to improve operations in these areas as well.

The VPD should build on its strengths as a professional organization. Adding resources and improving processes will bolster the department and put it on sound footing to provide the Victoria community with top-notch police services.

Data Analysis

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

The majority of the first section of the report, concluding with Table 20 uses the call and activity data for the entire year. For the detailed workload analysis and the response-time analysis, we use two four-week sample periods. The first period is August 2012 (August 1 to August 28), or summer, and the second period is February 2012 (February 1 to February 28), or winter.

Workload Analysis

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

- A moderate number (2 percent or approximately 1,900) of events involving patrol units showed less than thirty seconds of time spent on scene. We call this zero time on scene.
- There were approximately 150 different event descriptions, which we reduced to sixteen categories for our tables and ten categories for our figures.

Our study team has often worked with similar data in other jurisdictions. To identify events that were canceled en route, we assumed zero time on scene to account for a significant portion of them. As stated, any event with an on-scene time of less than thirty seconds was labeled zero time on scene.

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

- We first process the data to improve its accuracy. For example, we remove duplicate 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.
- 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."
    - Then, we remove all records that do not involve a patrol unit to get a total number of patrol-related **events**.
    - 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, along with 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.

To briefly review the data received, in the period from September 1, 2011, to August 31, 2012, there were approximately 75,300 calls recorded within city's communication center that involved a dispatched police officer. Of that total, about 72,500 calls included an adequate record of a patrol unit as either the primary or secondary unit. We also included approximately 23,600 additional activities (mainly out-of-service activities) that were recorded but were not assigned incident numbers.

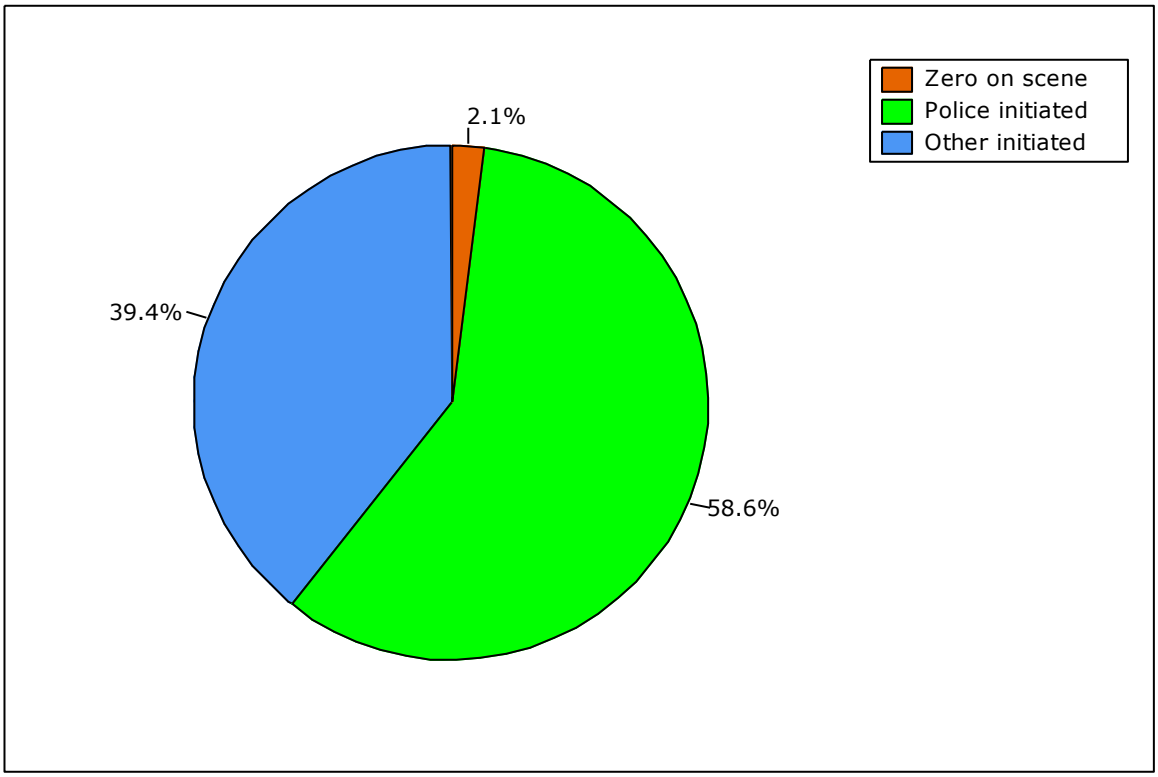
In the period September 1, 2011, to August 31, 2012, the police department reported an average of 263 events per day. As mentioned, approximately 2 percent of these events (5.4 per day) showed no unit time spent on the call.

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

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

Table Categories	Figure Categories
Prisoner–arrest	Arrest
Assist other agency	Assist other agency
Crime–persons	Crime
Crime–property	
Directed patrol	Directed patrol
Animal calls	General noncriminal
Miscellaneous	
Alarm	Investigations
Check/investigation	
Juvenile	Juvenile
Out of service–administrative	Out of service
Out of service–personal	
Disturbance	Suspicious incident
Suspicious person/vehicle	
Accidents	Traffic
Traffic enforcement	

FIGURE 10: Percentage Events per Day, by Initiator



Note: Percentages are based on a total of 96,085 events.

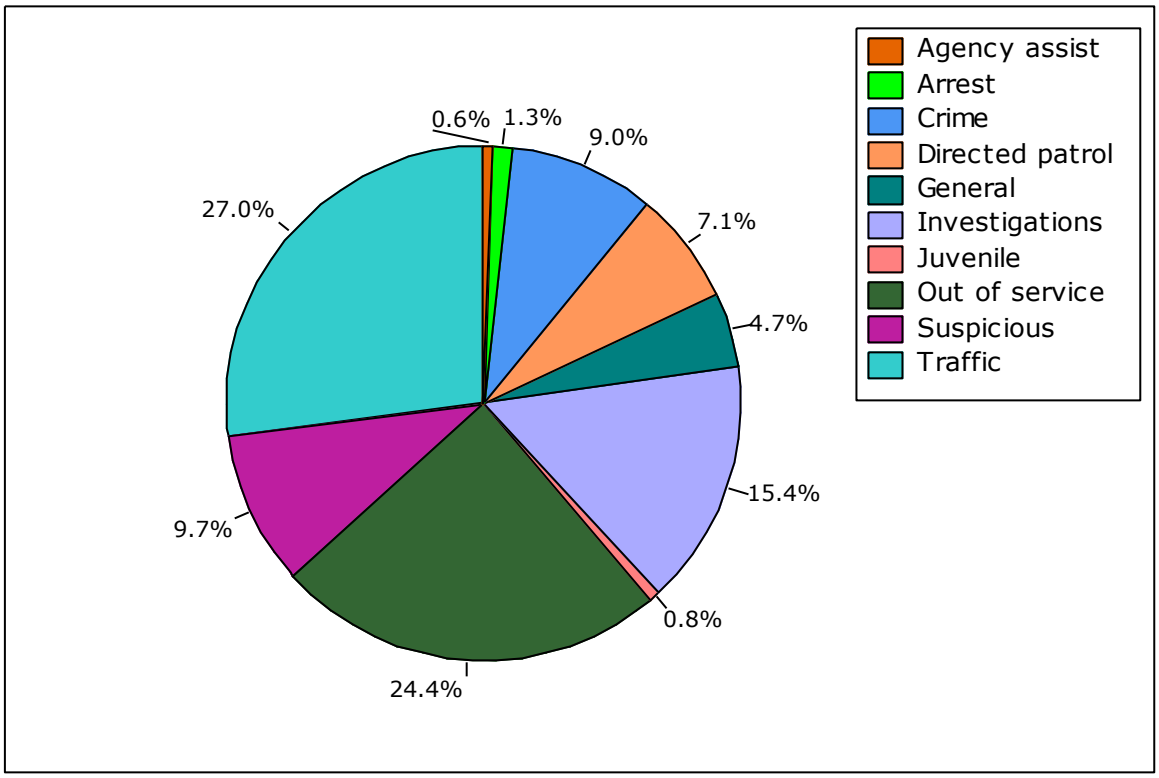
TABLE 13: Events per Day, by Initiator

Initiator	Total Events	Events per Day
Zero on scene	1,980	5.4
Police–initiated	56,288	153.8
Other-initiated	37,817	103.3
Total	**96,085**	**262.5**

Observations:

- 2 percent of the events had zero time on scene.
- 59 percent of all events were police-initiated.
- 39 percent of all events were other-initiated.
- There was an average of 263 events per day, or 10.9 per hour.

FIGURE 11: Percentage Events per Day, by Category



Note: The figure combines categories in the following table according to the description on page 3.

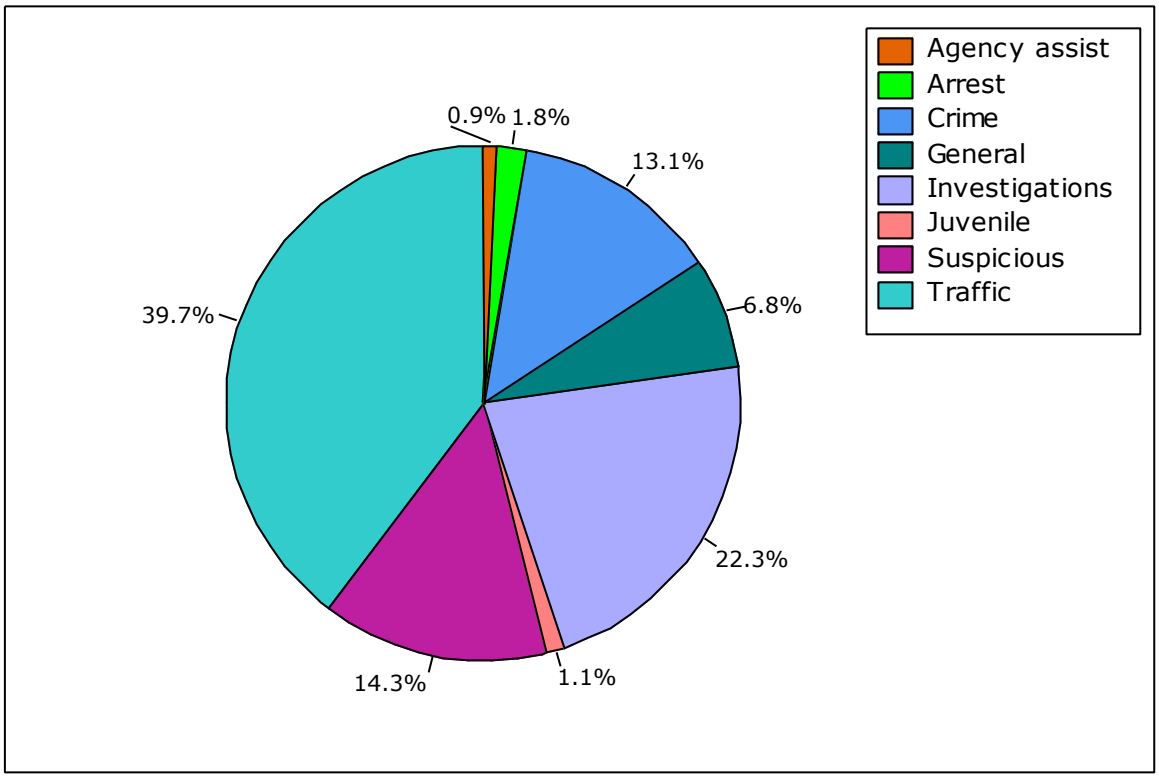
TABLE 14: Events per Day, by Category

Category	Total Events	Events per Day
Accidents	2,689	7.3
Alarm	3,478	9.5
Animal calls	514	1.4
Assist other agency	557	1.5
Check/investigation	11,302	30.9
Crime–persons	3,812	10.4
Crime–property	4,882	13.3
Directed patrol	6,837	18.7
Disturbance	7,317	20.0
Juvenile	735	2.0
Miscellaneous	3,976	10.9
Out of service–administrative	18,096	49.4
Out of service–personal	5,372	14.7
Prisoner–arrest	1,024	3.3
Suspicious person/vehicle	2,023	5.5
Traffic enforcement	23,291	63.6
Total	**96,085**	**262.5**

Observations:

- The top three categories (traffic, out of service activities and investigations) accounted for 67 percent of events.
- 27 percent of events were traffic-related.
- 24 percent of events were out-of-service activities.
- 15 percent of events were investigations (alarms and check/investigations).
- 9 percent of events were crime-related.

FIGURE 12: Percentage Calls per Day, by Category



Note: The figure combines categories in the following table according to the description on page 3.

TABLE 15: Calls per Day, by Category

Category	Total Calls	Calls per Day
Accidents	2,679	7.3
Alarm	3,457	9.4
Animal calls	503	1.4
Assist other agency	556	1.5
Check/investigation	11,048	30.2
Crime–persons	3,736	10.2
Crime–property	4,795	13.1
Disturbance	7,270	19.9
Juvenile	728	2.0
Miscellaneous	3,942	10.8
Prisoner–arrest	1,183	3.2
Suspicious person/vehicle	1,998	5.5
Traffic enforcement	23,090	63.1
Total	**64,985**	**177.6**

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

Observations:

- There were 178 calls per day, or 7.4 per hour.
- The top four categories (traffic, investigations, suspicious incidents, and crimes) accounted for 89 percent of calls.
- 40 percent of calls were traffic-related.
- 22 percent of calls were investigations.
- 14 percent of calls were suspicious incidents (disturbances and suspicious persons/vehicles).
- 13 percent of calls were crime-related.

FIGURE 13: Calls per Day, by Initiator and Months

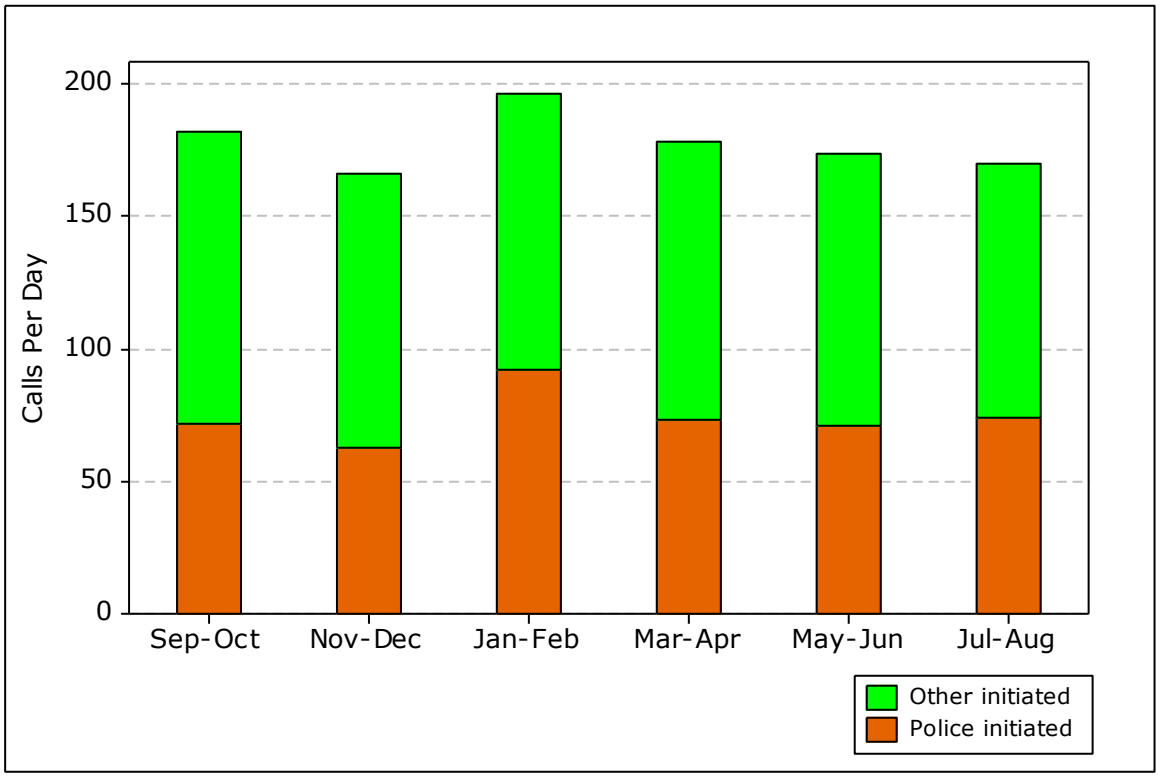


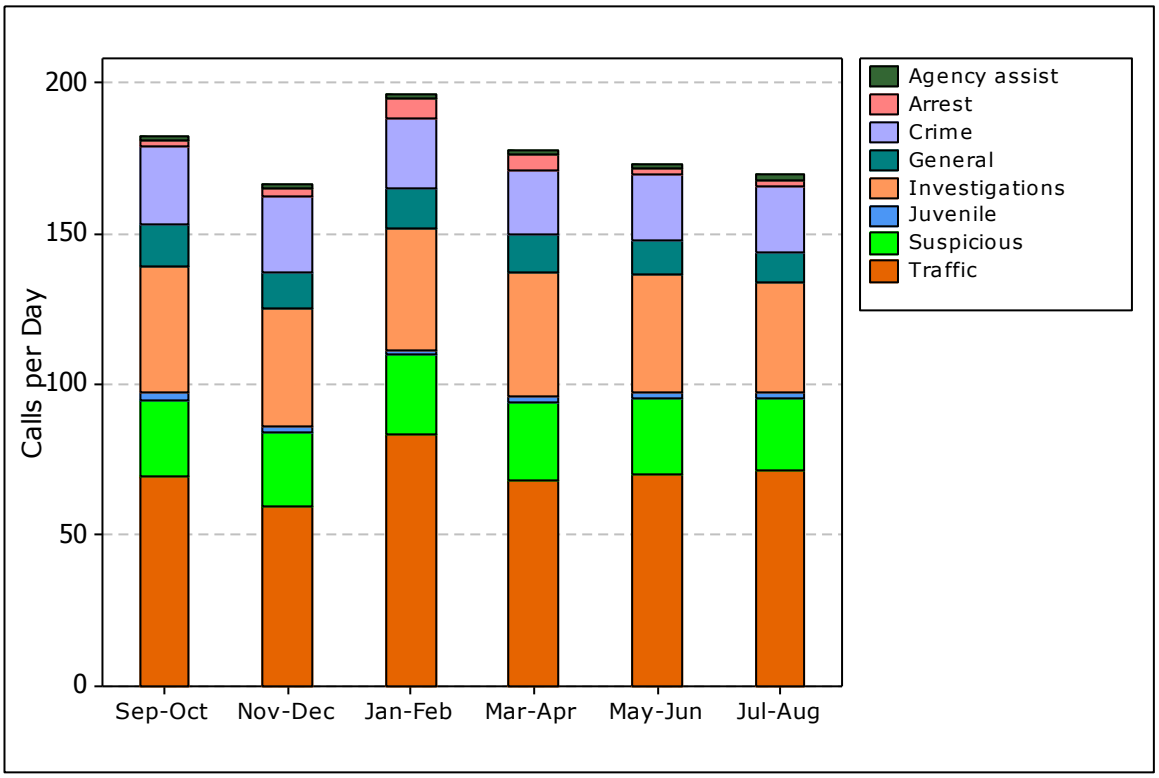
TABLE 16: Calls per Day, by Initiator and Months

Initiator	Sept.–Oct.	Nov.–Dec.	Jan.–Feb.	Mar.–Apr.	May–June	July–Aug.
Police-Initiated	71.8	63.0	92.4	73.4	71.3	73.9
Other-Initiated	110.4	103.3	104.1	104.5	102.1	95.7
Total	**182.2**	**166.3**	**196.5**	**177.9**	**173.4**	**169.6**

Observations:

- The number of calls per day was lowest in November-December 2011.
- The number of calls per day was highest in January-February 2012.
- The months with the most calls had 18 percent more calls than the months with the fewest calls.
- January-February 2012 had the most police-initiated calls, with 47 percent more than the period of November–December 2011, which had the fewest.
- September-October 2011 had the most other-initiated calls, with 15 percent more than the period July-August 2012, which had the fewest.

FIGURE 14: Calls per Day, by Category and Months



Note: The figure combines categories in the following table according to the description on page 3.

TABLE 17: Calls per Day, by Category and Months

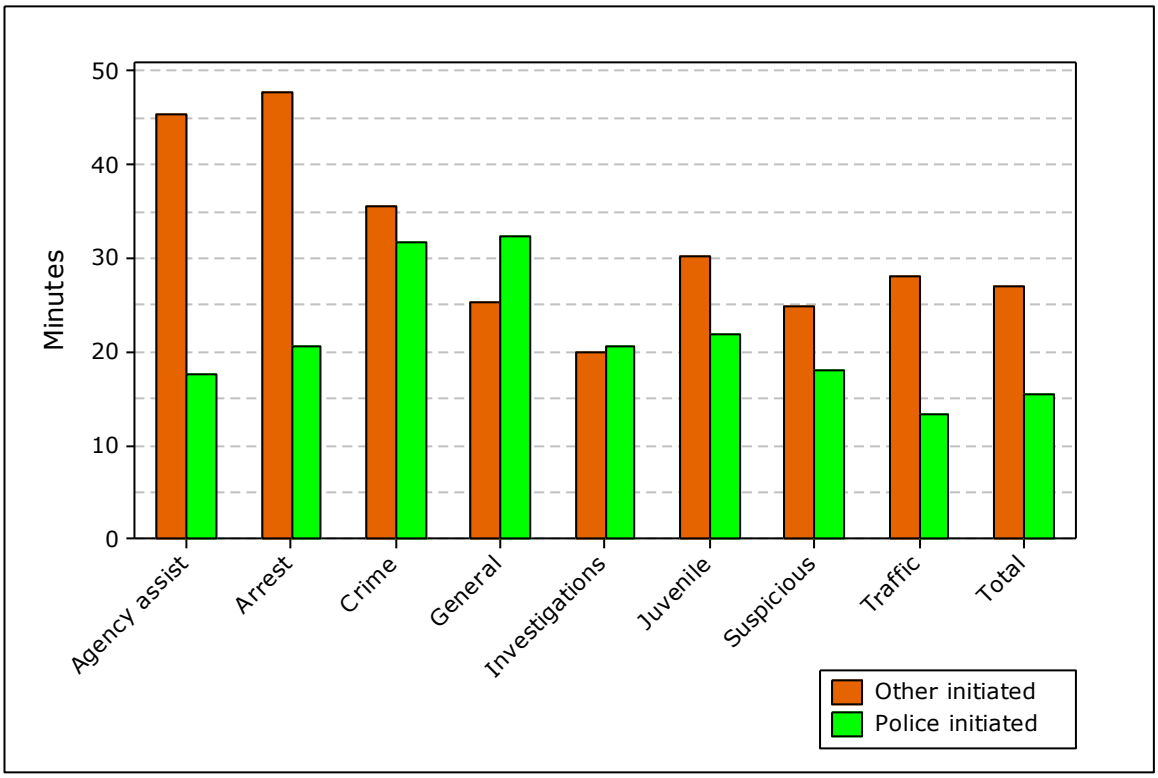
Category	Sept.–Oct.	Nov.–Dec.	Jan.–Feb.	Mar.–Apr.	May–June	July–Aug.
Accidents	7.3	7.7	7.0	7.7	7.4	6.9
Alarm	9.2	8.5	8.1	9.8	11.0	9.9
Animal calls	1.3	1.0	1.4	1.9	1.4	1.2
Assist other agency	1.4	1.4	1.5	1.5	1.7	1.6
Check/investigation	32.5	30.6	32.0	31.7	28.1	26.4
Crime–persons	11.2	10.2	9.3	11.0	9.9	9.6
Crime–property	14.7	15.1	13.7	10.4	12.1	12.6
Disturbance	20.5	18.9	20.2	20.6	20.8	18.2
Juvenile	2.2	2.3	1.4	2.2	2.0	1.9
Miscellaneous	13.0	10.6	12.3	10.4	9.7	8.7
Prisoner–arrest	1.6	2.4	6.6	5.0	1.9	2.0
Suspicious person/vehicle	5.0	5.6	6.4	5.2	4.8	5.8
Traffic enforcement	62.3	51.9	76.5	60.4	62.7	64.9
Total	**182.2**	**166.3**	**196.5**	**177.9**	**173.4**	**169.6**

Note: Calculations were limited to calls rather than events.

Observations:

- The top four categories (traffic, investigations, suspicious incidents, and crimes) averaged between 88 and 91 percent of total calls per month throughout the year.
- Traffic calls averaged between 59.6 and 83.5 calls per day per month throughout the year.
- Investigations averaged between 36.3 and 41.7 calls per day per month.
- Suspicious incidents averaged between 24.0 and 26.6 calls per day per month.
- Crime calls averaged between 21.4 and 25.9 calls per day per month throughout the year and accounted for 12 to 15 percent of total calls.

FIGURE 15: Average Occupied Times, by Category and Initiator



Note: The figure combines categories using weighted averages from the following table according to the description on page 3.

TABLE 18: Primary Unit's Average Occupied Times, by Category and Initiator

Category	Police-initiated		Other-initiated	
	Minutes	Total Calls	Minutes	Total Calls
Accidents	38.5	138	41.9	2,540
Alarm	18.3	22	14.4	3,435
Animal calls	15.9	35	20.4	468
Assist other agency	17.6	3	45.4	548
Check/investigation	20.5	4,465	22.6	6,572
Crime–persons	33.2	157	33.9	3,561
Crime–property	30.3	169	36.8	4,625
Disturbance	26.2	184	26.3	7,082
Juvenile	21.9	21	30.1	706
Miscellaneous	33.3	643	26.0	3,297
Prisoner–arrest	20.5	883	47.7	299
Suspicious person/vehicle	14.1	389	18.7	1,609
Traffic enforcement	13.1	20,053	16.5	3,036
Total	**15.5**	**27,162**	**26.9**	**37,778**

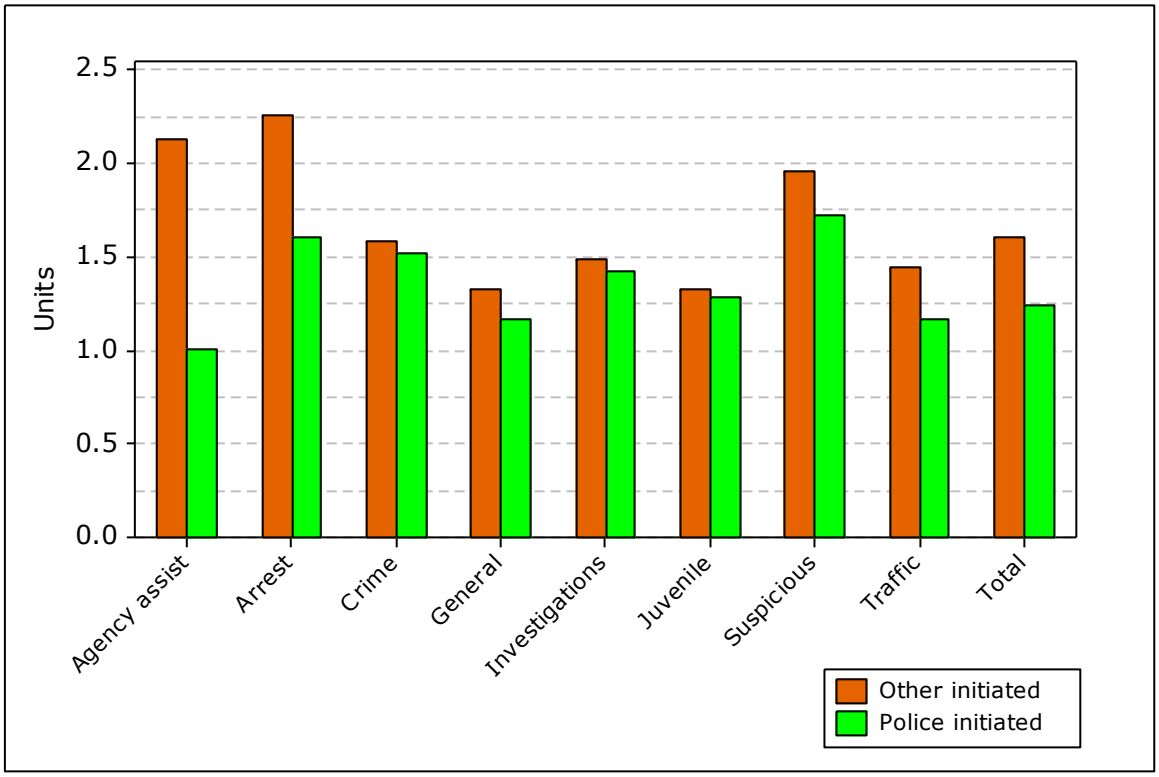
Note: We removed 45 calls with inaccurate busy times.

This information is limited to calls and excludes all events that show a zero time on scene. A unit's occupied time is measured as the time from when 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:

- A unit's average time spent on a call ranged from 13.1 to 47.7 minutes, depending on the call category.
- The longest average times were for other-initiated arrest calls.
- Average time spent on crime calls was 31.7 minutes for police-initiated calls and 35.5 minutes for other-initiated calls.

FIGURE 16: Number of Responding Units, by Initiator and Category

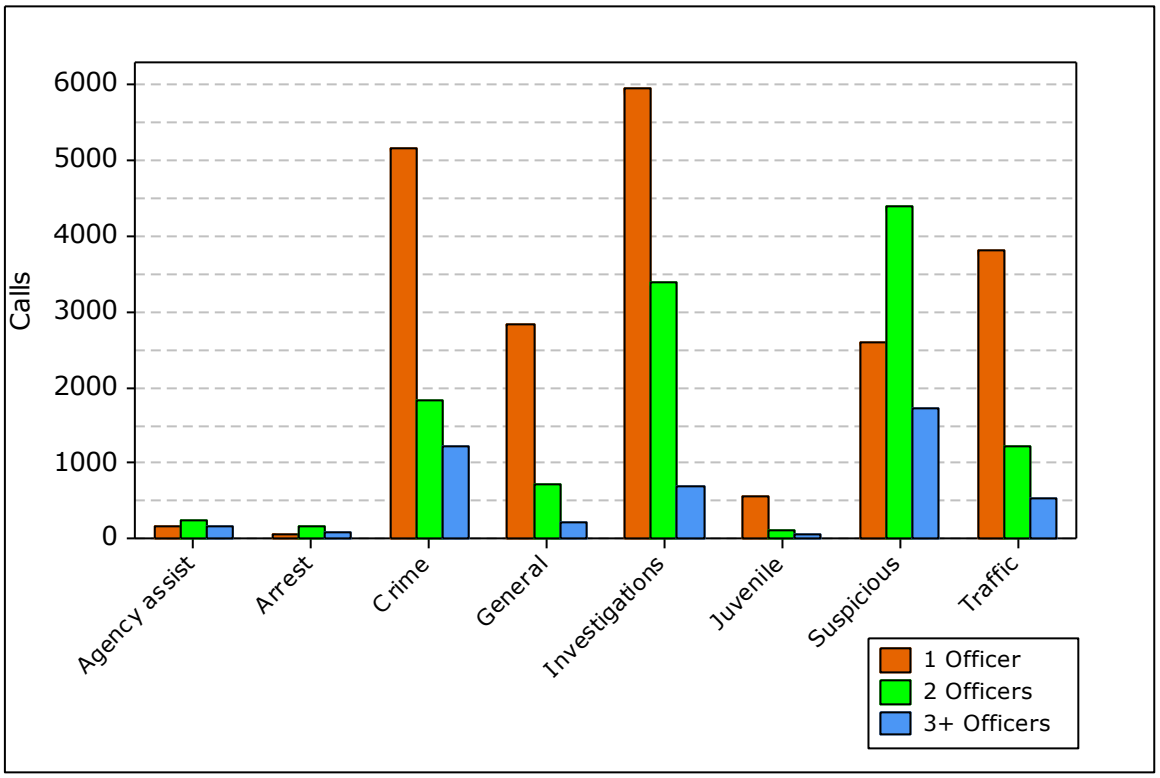


Note: The categories in this figure use weighted averages to combine those of the following table according to the description on page 3.

TABLE 19: Number of Responding Units, by Initiator and Category

Category	Police-Initiated		Other-Initiated	
	Average	Total Calls	Average	Total Calls
Accidents	1.8	138	1.7	2,541
Alarm	1.9	22	1.8	3,435
Animal calls	1.2	35	1.3	468
Assist other agency	1.0	3	2.1	553
Check/investigation	1.4	4,469	1.3	6,579
Crime–persons	1.8	157	1.8	3,579
Crime–property	1.3	169	1.4	4,626
Disturbance	1.9	184	2.0	7,086
Juvenile	1.3	21	1.3	707
Miscellaneous	1.2	644	1.3	3,298
Prisoner–arrest	1.6	883	2.3	300
Suspicious person/vehicle	1.6	389	1.9	1,609
Traffic enforcement	1.2	20,054	1.3	3,036
Total	**1.2**	**27,168**	**1.6**	**37,817**

FIGURE 17: 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 on page 3.

TABLE 20: Number of Responding Units, by Category, Other-Initiated Calls

Category	Responding Units		
	One	Two	Three or More
Accidents	1,405	72	409
Alarm	1,128	2,004	303
Animal calls	345	97	26
Assist other agency	158	226	169
Check/investigation	4,816	1,384	379
Crime–persons	1,765	990	824
Crime–property	3,410	827	389
Disturbance	2,063	3,584	1,439
Juvenile	554	106	47
Miscellaneous	2,479	622	197
Prisoner–arrest	46	163	91
Suspicious person/vehicle	525	801	283
Traffic enforcement	2,412	499	125
Total	**21,106**	**12,030**	**4,681**

Note: The information in Figure 16 and Table 19 is limited to calls and excludes events with zero time on scene, as well as out-of-service records. The information in Figure 17 and Table 20 is further limited to other-initiated calls.

Observations:

- The overall mean number of responding units was 1.2 for police-initiated calls and 1.6 for other-initiated calls.
- The mean number of responding units was as high as 2.3 for arrest calls that were other-initiated.
- 56 percent of all other-initiated calls involved one responding unit.
- 32 percent of all other-initiated calls involved two responding units.
- 12 percent of all other-initiated calls involved three or more units.
- The largest group of calls with three or more responding units involved suspicious incident calls.

FIGURE 18: Percentage Calls and Work Hours, by Zone

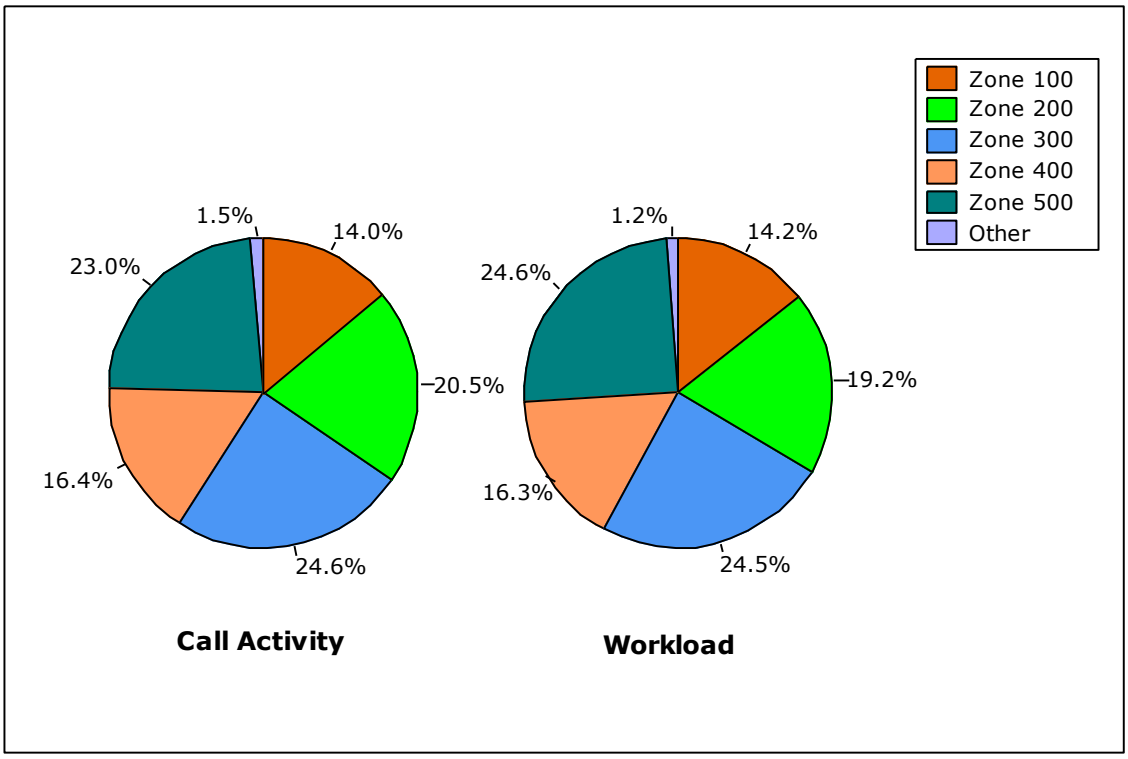


TABLE 21: Calls and Work Hours per Day, by Zone

Zone	Per Day	
	Calls	Work Hours
Zone 100	24.9	13.2
Zone 200	36.4	17.8
Zone 300	43.7	22.7
Zone 400	29.2	15.1
Zone 500	40.8	22.8
Other	2.6	1.2
Total	**177.6**	**92.8**

Note: Workload calculations focused on calls rather than events.

Observations:

- The percentage of overall daily call volume by zone ranged from 14 percent (zone 100) to 25 percent (zone 300).
- The percentage of overall daily workload by zone ranged from 14 percent (zone 100) to 25 percent (Zones 300 and 500).

FIGURE 19: Calls per Day, by Category and Zone

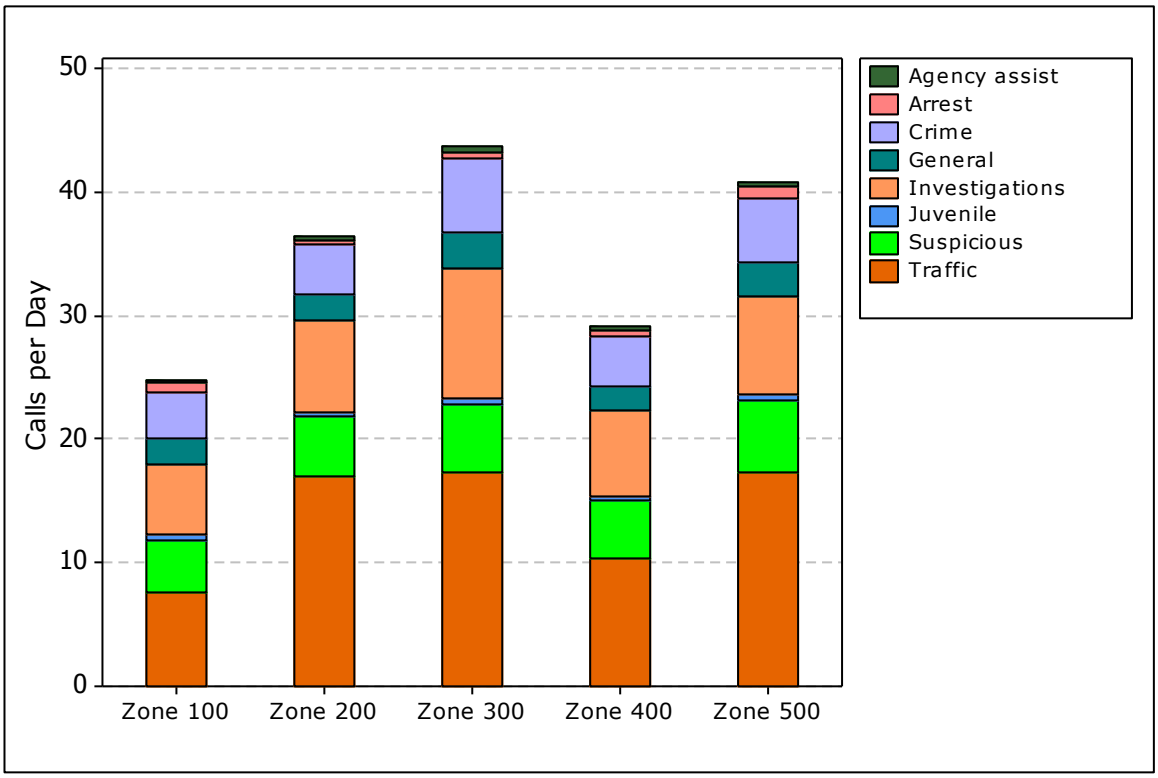


TABLE 22: Calls per Day, by Category and Zone

Category	Zone 100	Zone 200	Zone 300	Zone 400	Zone 500
Accidents	0.7	1.4	2.7	1.0	1.5
Alarm	1.0	1.6	3.4	1.8	1.6
Animal calls	0.2	0.3	0.4	0.3	0.2
Assist other agency	0.2	0.2	0.4	0.3	0.3
Check/investigation	4.7	5.9	7.2	5.1	6.3
Crime–persons	1.8	2.0	2.2	1.7	2.5
Crime–property	2.0	2.1	3.9	2.3	2.7
Disturbance	3.4	3.7	4.2	3.6	4.8
Juvenile	0.4	0.3	0.4	0.4	0.5
Miscellaneous	2.0	1.8	2.4	1.6	2.6
Prisoner–arrest	0.8	0.4	0.5	0.6	0.9
Suspicious person/vehicle	0.8	1.1	1.3	1.1	1.1
Traffic enforcement	6.9	15.6	14.7	9.4	15.8
Total	**24.9**	**36.4**	**43.7**	**29.2**	**40.8**

Note: Calculations were limited to calls rather than events. Only calls with zone information were considered in Figure 19 and Table 22.

Observations:

- Traffic-related calls (enforcement and accidents) were the most common type of activities in all the zones.
- Traffic calls averaged between 7.7 and 17.4 calls per day per zone.
- Traffic and investigation calls accounted for the most calls in all regions. Zone 300 had the most calls in these two categories with 17.4 traffic-related calls per day and 10.6 investigation calls per day
- Crime calls varied between 3.7 and 6.0 calls per day per zone.

FIGURE 20: Percentage Calls and Work Hours, by Category, Winter 2012

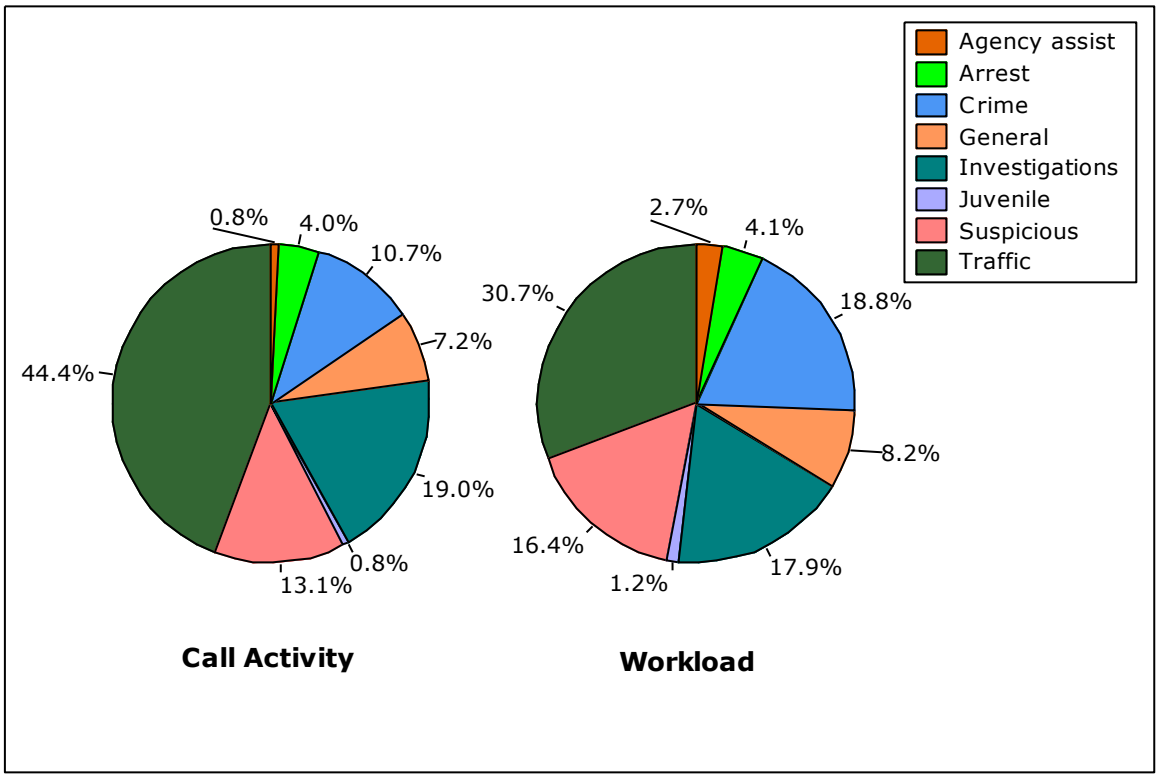


TABLE 23: Calls and Work Hours per Day, by Category, Winter 2012

Category	Per Day	
	Calls	Work Hours
Arrest	7.9	4.3
Assist other agency	1.6	2.8
Crime	21.4	19.5
General noncriminal	14.4	8.5
Investigations	37.9	18.6
Juvenile	1.5	1.2
Suspicious incident	26.2	17.0
Traffic	88.5	31.8
Total	**199.5**	**103.6**

Observations:

- Average calls per day in winter was 200 per day, or 8.3 per hour.
- Total workload in winter was 104 work hours per day, meaning that an average of 4.3 officers per hour were busy responding to calls.
- Traffic constituted 44 percent of calls and 31 percent of workload.
- Investigations constituted 19 percent of calls and 18 percent of workload.
- Crimes constituted 11 percent of calls and 19 percent of workload.
- Suspicious incidents were 13 percent of calls and 16 percent of workload.
- For the winter period, these top four categories were 87 percent of calls and 84 percent of workload.

FIGURE 21: Percentage Calls and Work Hours, by Category, Summer 2012

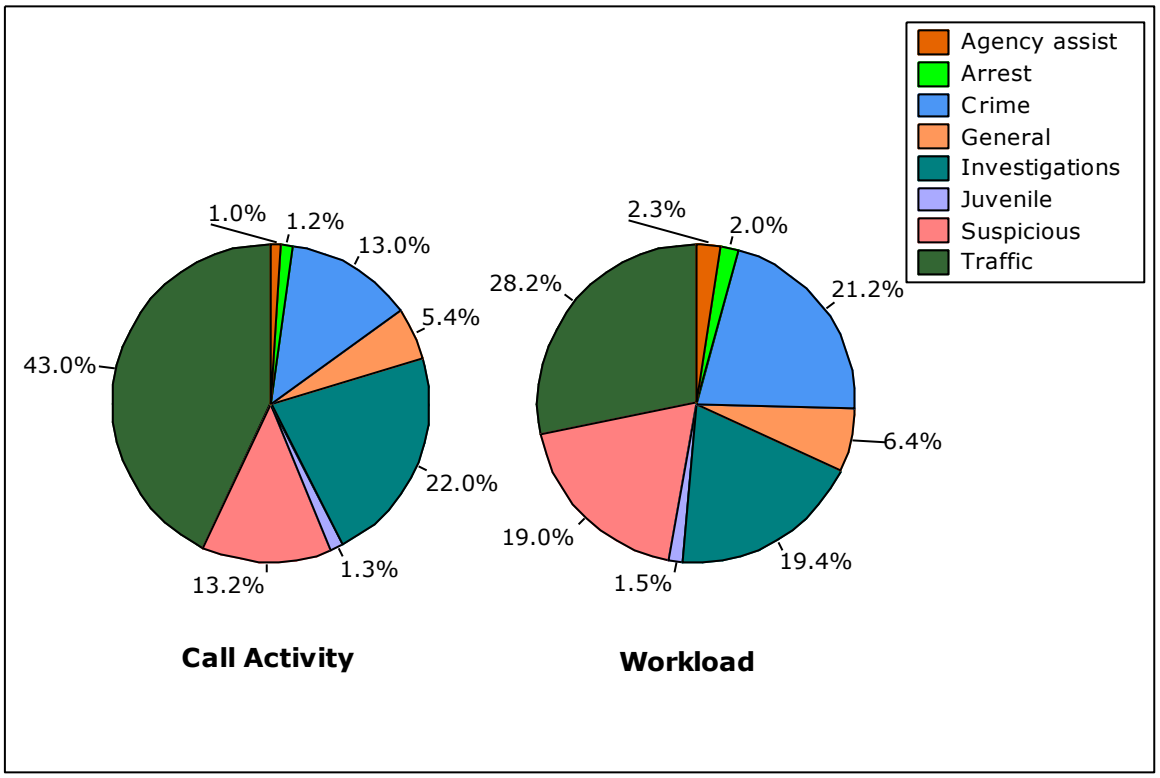


TABLE 24: Calls and Work Hours per Day, by Category, Summer 2012

Category	Per Day	
	Calls	Work Hours
Arrest	2.0	1.7
Assist other agency	1.7	1.9
Crime	22.5	17.7
General noncriminal	9.4	5.4
Investigations	38.2	16.2
Juvenile	2.3	1.2
Suspicious incident	22.9	15.9
Traffic	74.7	23.5
Total	**173.6**	**83.5**

Note: Workload calculations focused on calls rather than events.

Observations:

- The total calls per day were fewer in the summer than in the winter. Similarly the summer workload was smaller than in winter.
- Total calls in summer were 174 per day, or 7.2 per hour.
- Total workload in summer was 84 work hours per day, meaning that an average of 3.5 officers per hour were busy responding to calls.
- Traffic constituted 43 percent of calls and 29 percent of workload.
- Investigations constituted 22 percent of calls and 19 percent of workload.
- Crimes constituted 13 percent of calls and 21 percent of workload.
- Suspicious incidents constituted 13 percent of calls and 19 percent of workload.
- For the summer period, the top four categories were 91 percent of calls and 88 percent of workload

Deployment

The police department's main patrol force includes patrol officers and supervisors (sergeants and lieutenants). Along with the main patrol force, we included traffic units in the analysis. Subsequently, "basic deployment" refers to all patrol officers and supervisors, while "total deployment" includes the traffic units as well. For this study, we only 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 12-hour shifts that start at 6:00 a.m. (early day), 6:30 a.m. (late day), 6:00 p.m. (early night), and 6:30 p.m. (late night).

The police department deployed an average of 12.1 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. When traffic units are added, the department averaged 13.2 officers per hour in the winter 2012 and 11.2 officers per hour in the 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 22: Deployed Officers, Weekdays, Winter 2012

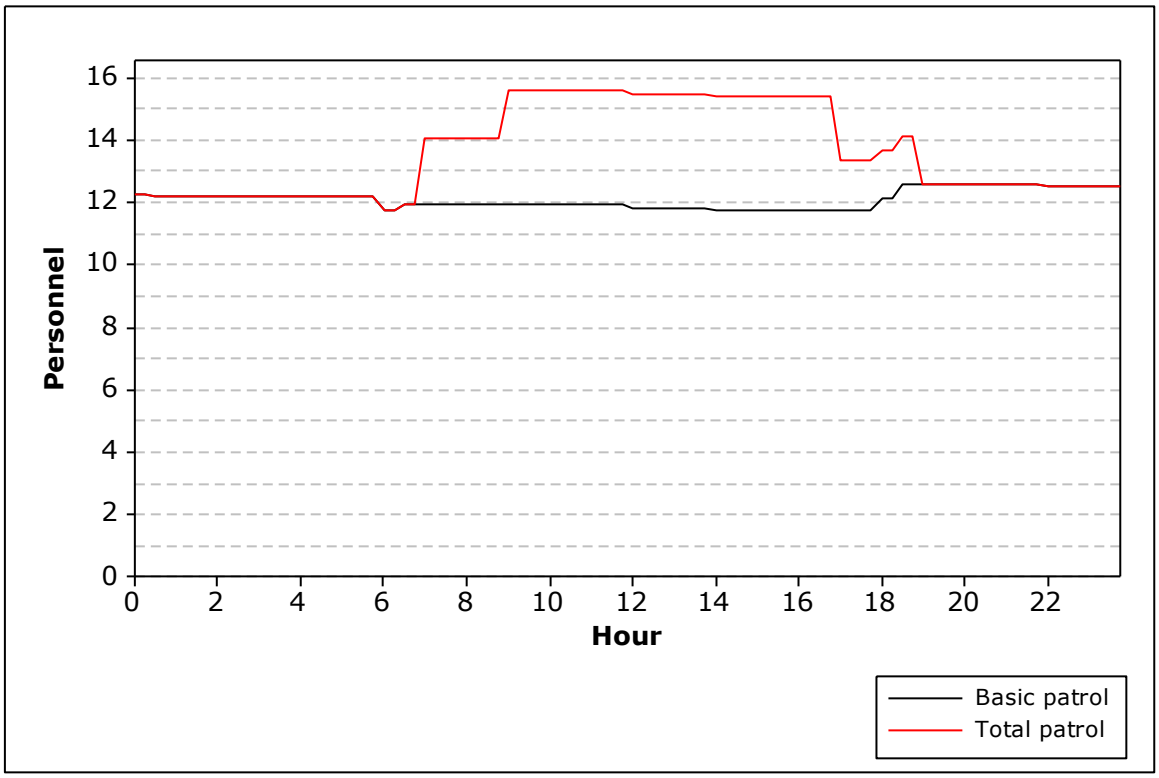


FIGURE 23: Deployed Officers, Weekends, Winter 2012

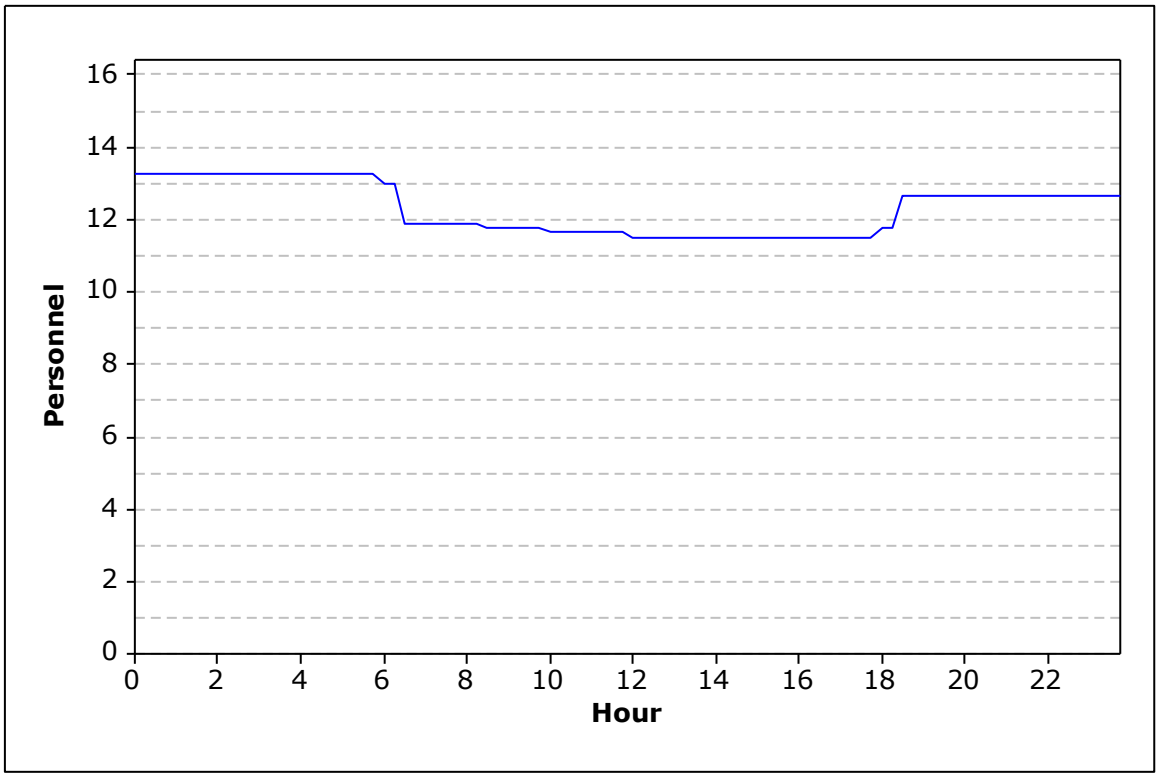


FIGURE 24: Deployed Officers, Weekdays, Summer 2012

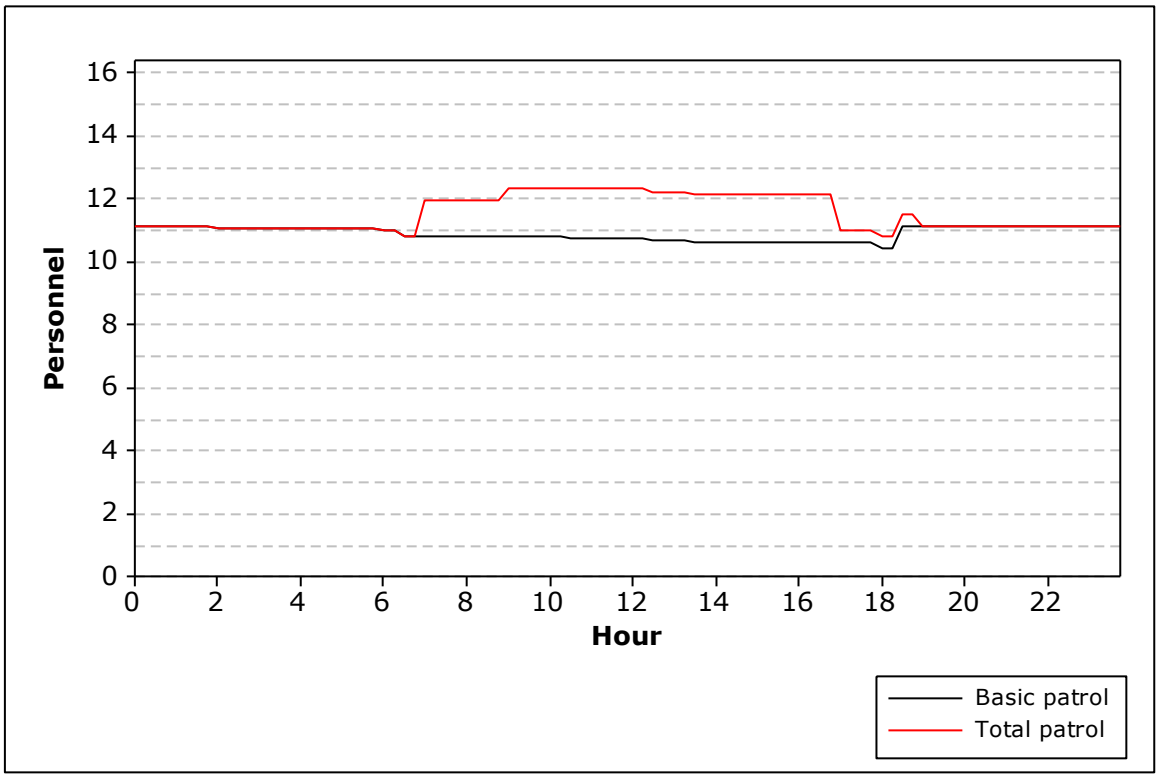
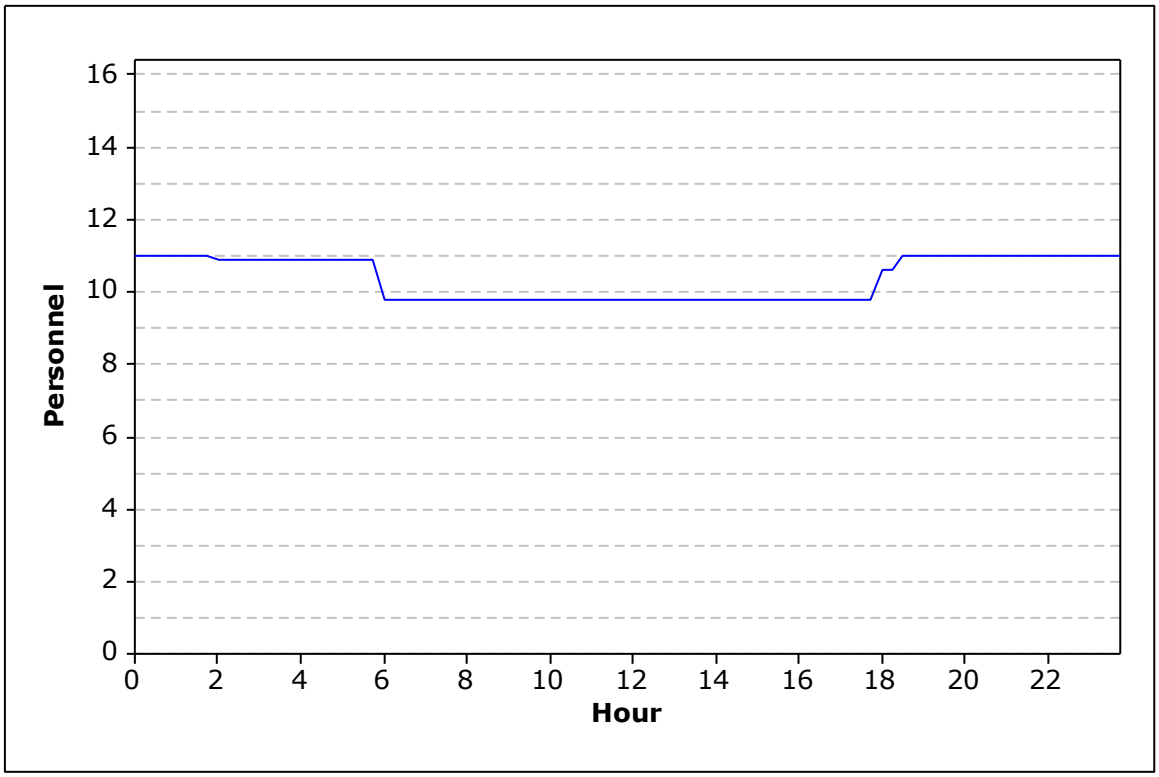


FIGURE 25: Deployed Officers, Weekends, Summer 2012



Observations:

- For winter 2012:
  - The average deployment was 13.6 officers per hour during the week and 12.3 officers per hour on weekends.
  - Deployment varied between 11.7 and 15.6 officers per hour on weekdays, and between 11.5 and 13.3 officers per hour on weekends.
- For summer 2012:
  - The average deployment was 11.5 officers per hour during the week and 10.3 officers on weekends.
  - Deployment varied between 10.8 and 12.4 officers per hour on weekdays, and between 9.8 and 11.0 officers per hour on weekends.

FIGURE 26: Deployment and Other-Initiated Workload, Weekdays, Winter 2012

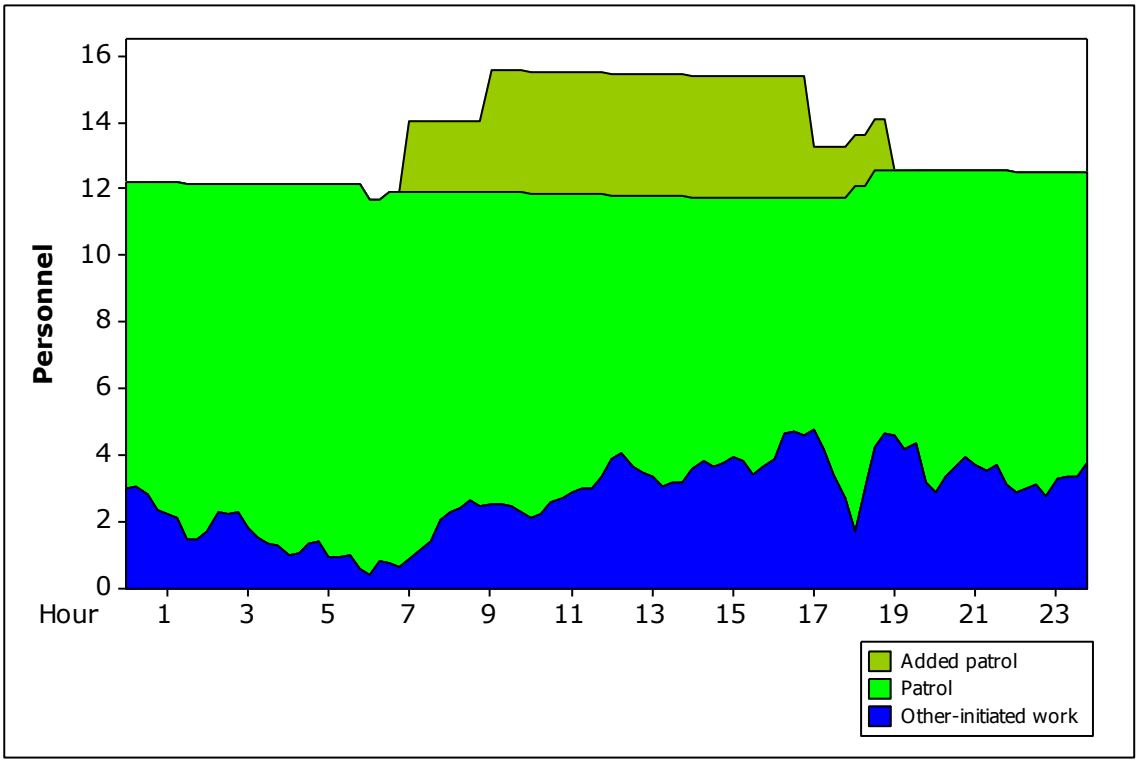


FIGURE 27: Deployment and Other-Initiated Workload, Weekends, Winter 2012

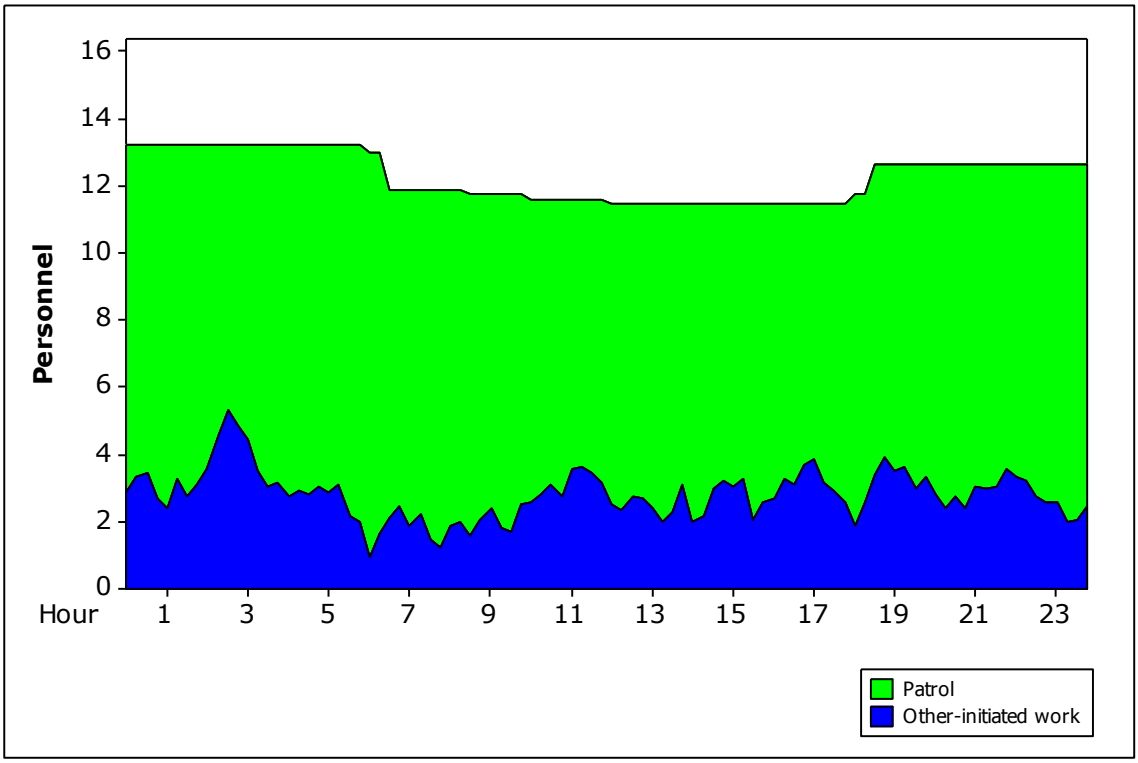


FIGURE 28: Deployment and Other-Initiated Workload, Weekdays, Summer 2012

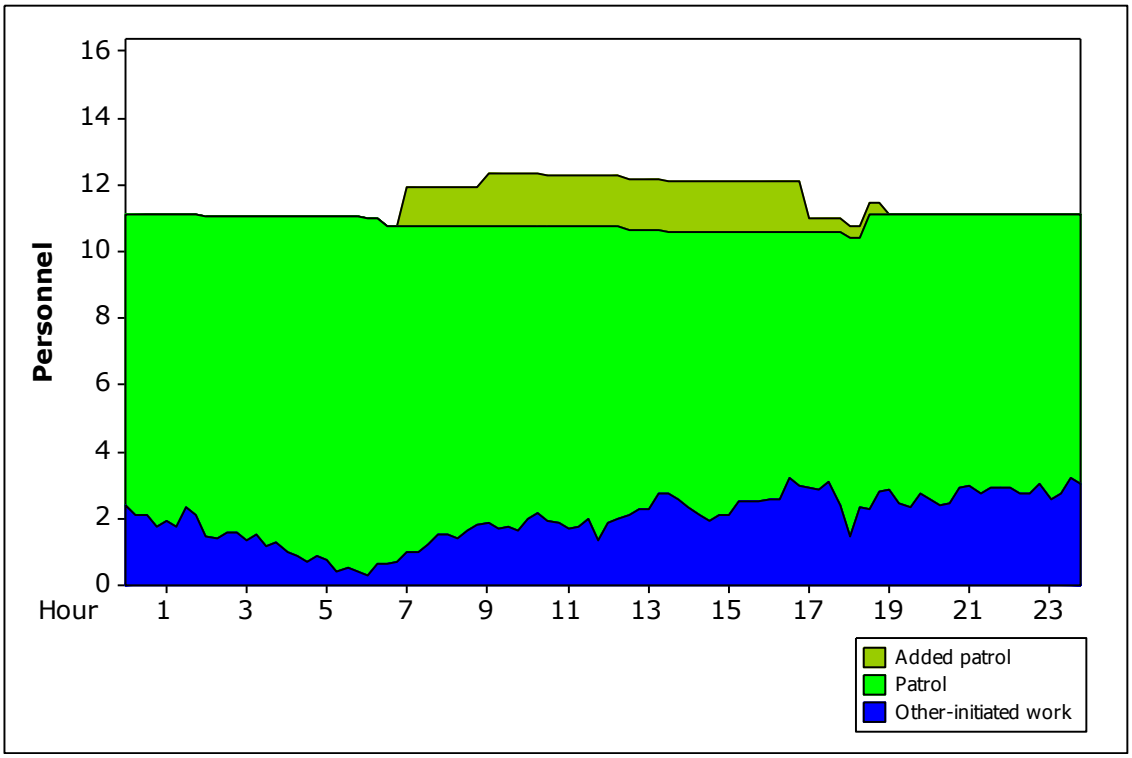
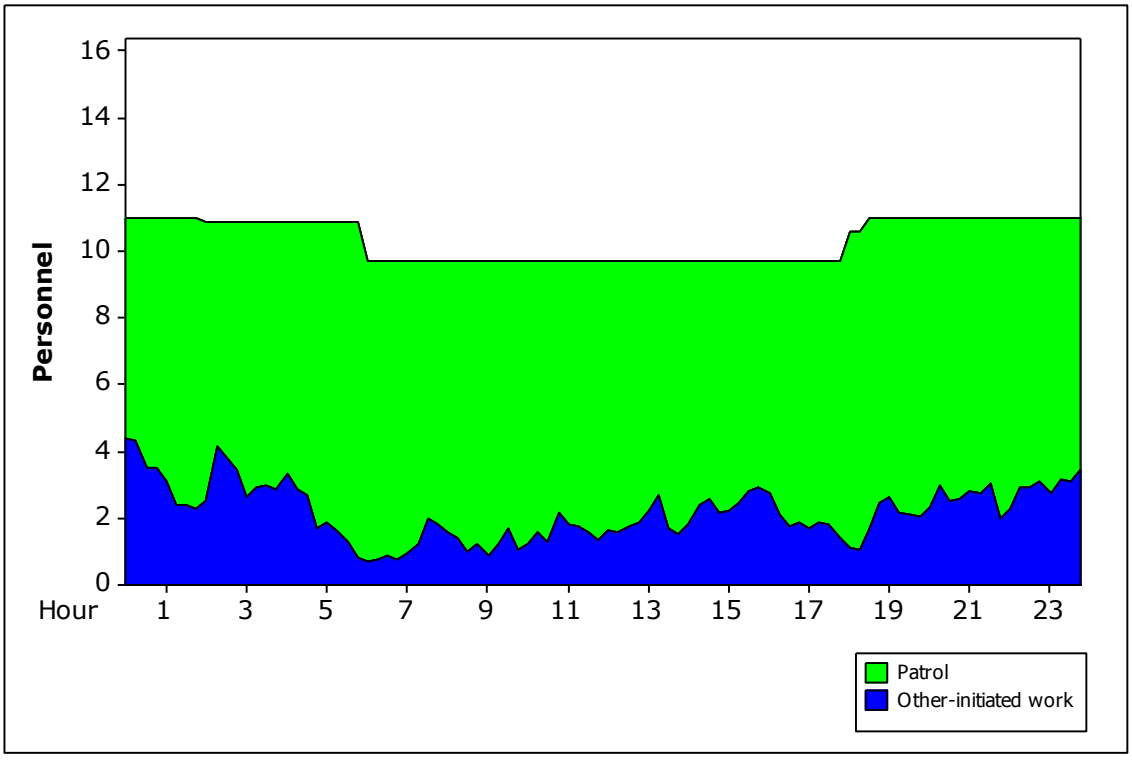


FIGURE 29: Deployment and Other-Initiated Workload, Weekends, Summer 2012



Observations:

- For winter 2012:
  - Average other-initiated workload was 2.6 officers per hour during the week and 2.8 officers per hour on weekends.
  - This was approximately 20 percent of hourly deployment during the week and 23 percent of hourly deployment on weekends.
  - During the week, workload reached a maximum of 37 percent of deployment between 7:00 p.m. and 7:15 p.m.
  - On weekends, workload reached a maximum of 40 percent of deployment between 2:30 a.m. and 2:45 a.m.
- For summer 2012:
  - Average other-initiated workload was 2.0 officers per hour during the week and 2.2 officers per hour on weekends.
  - This was approximately 17 percent of hourly deployment during the week and 21 percent of hourly deployment on weekends.
  - During the week, workload reached a maximum of 29 percent of deployment between 11:30 p.m. and 11:45 p.m.
  - On weekends, workload reached a maximum of 40 percent of deployment between 12:00 a.m. and 12:15 a.m.

FIGURE 30: Deployment and Main Workload, Weekdays, Winter 2012

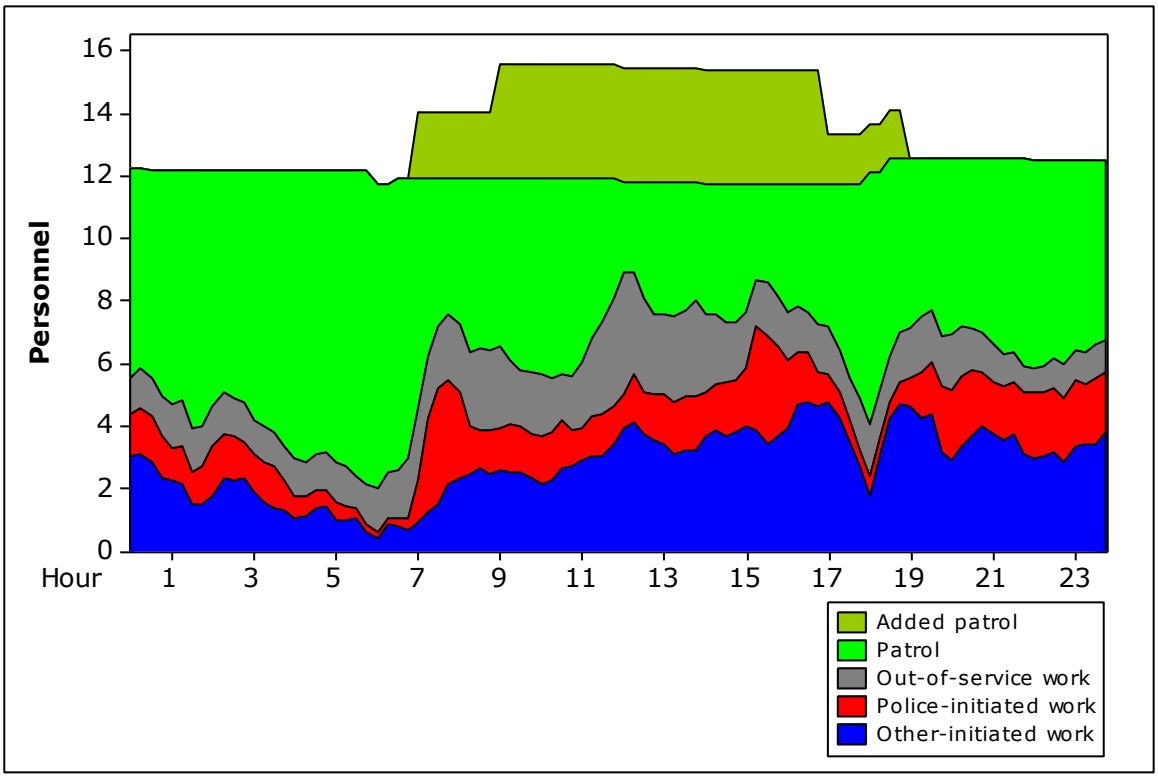


FIGURE 31: Deployment and Main Workload, Weekends, Winter 2012

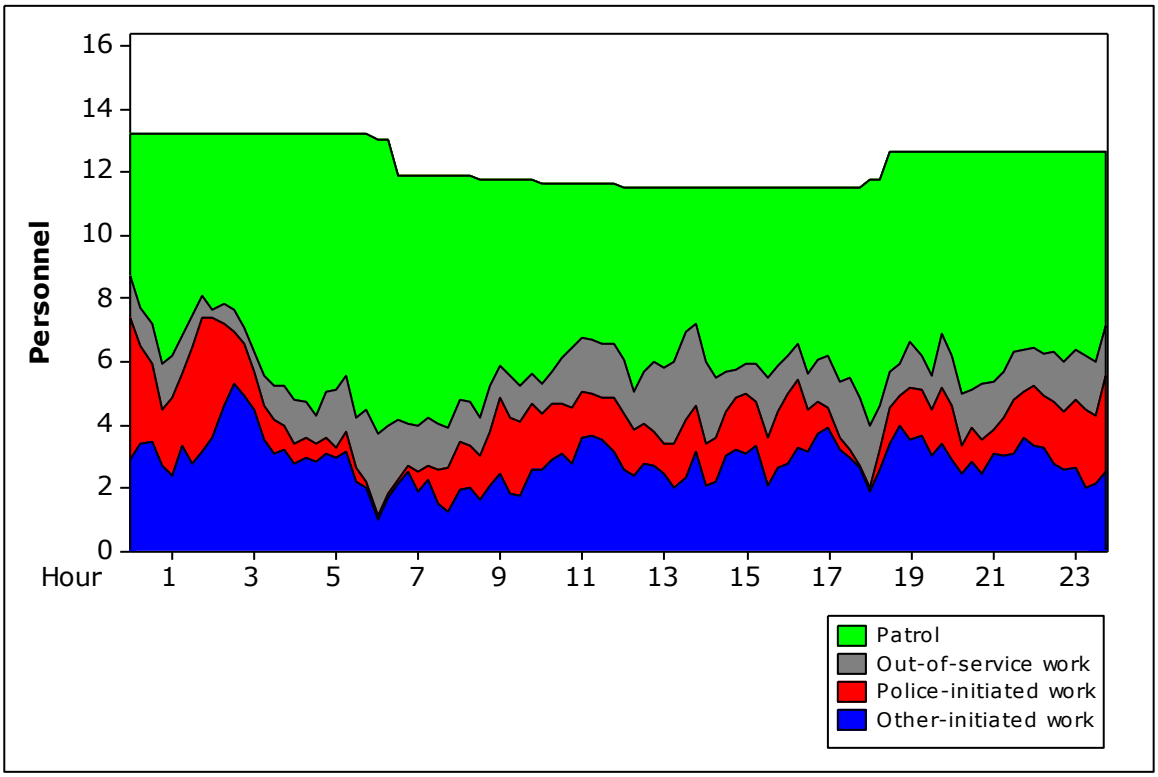


FIGURE 32: Deployment and Main Workload, Weekdays, Summer 2012

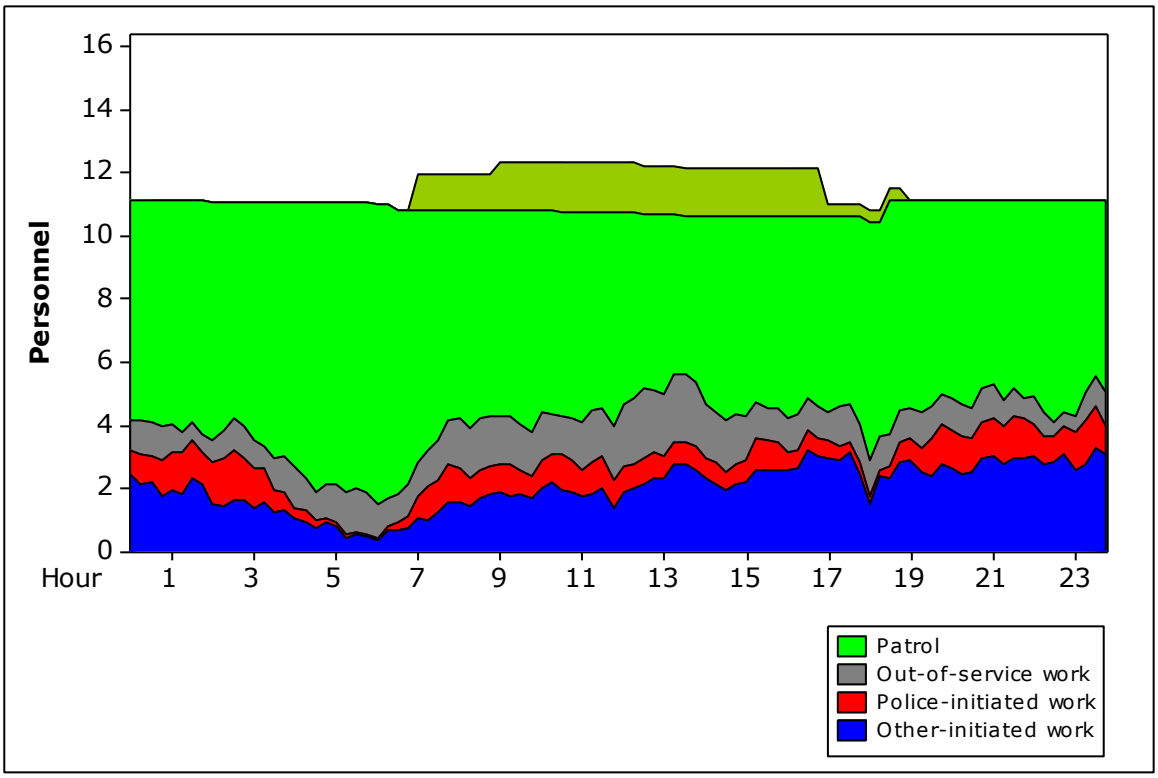
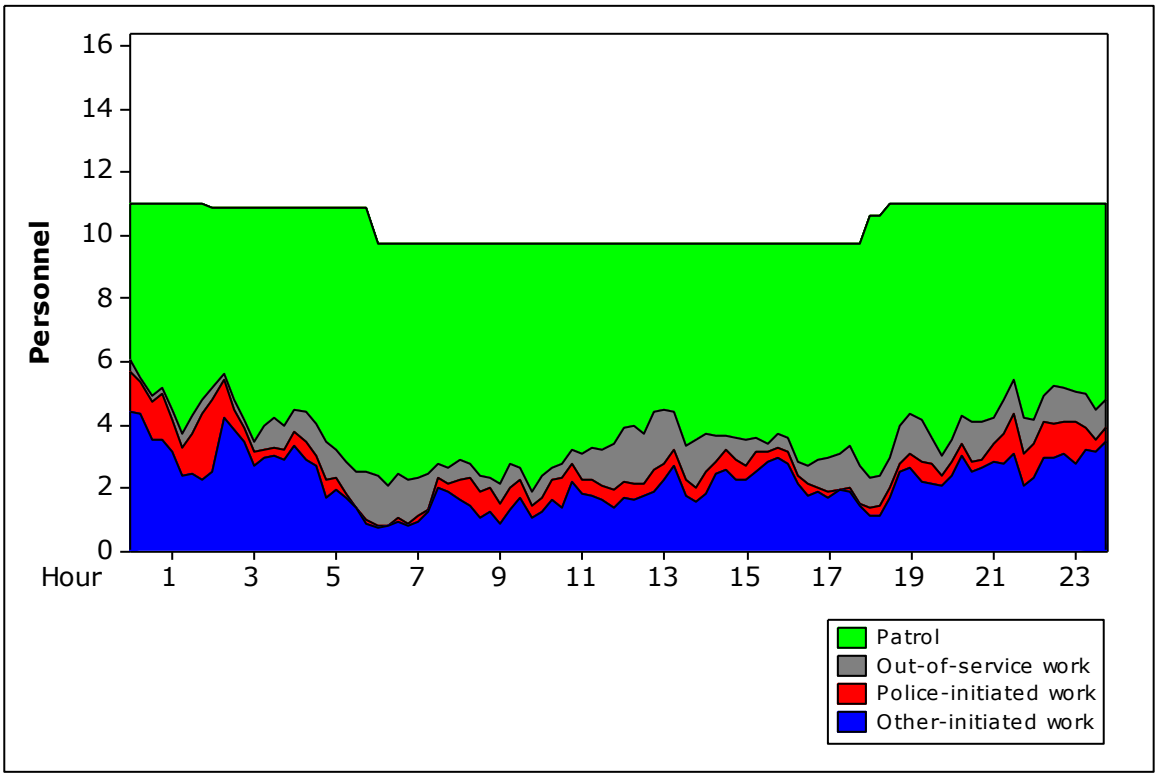


FIGURE 33: Deployment and Main Workload, Weekends, Summer 2012



Methodology:

These figures include deployment along with all workload from other-initiated, police-initiated, and out-of-service activities.

Observations:

- For winter 2012:
  - Average workload was 5.9 officers per hour during the week and 5.8 officers per hour on weekends.
  - This was approximately 43 percent of hourly deployment during the week and 47 percent of hourly deployment on weekends.
  - During the week, workload reached a maximum of 61 percent of deployment between 7:30 p.m. and 7:45 p.m.
  - On weekends, workload reached a maximum of 66 percent of deployment between 12:00 a.m. and 12:15 a.m.
- For summer 2012:
  - Average workload was 4.0 officers per hour during the week and 3.6 officers per hour on weekends.
  - This was approximately 35 percent of hourly deployment during the week and on weekends.
  - During the week, workload reached a maximum of 50 percent of deployment between 11:30 p.m. and 11:45 p.m.
  - On weekends, workload reached a maximum of 55 percent of deployment between 12:00 a.m. and 12:15 a.m.

FIGURE 34: Deployment and All Workload, Weekdays, Winter 2012

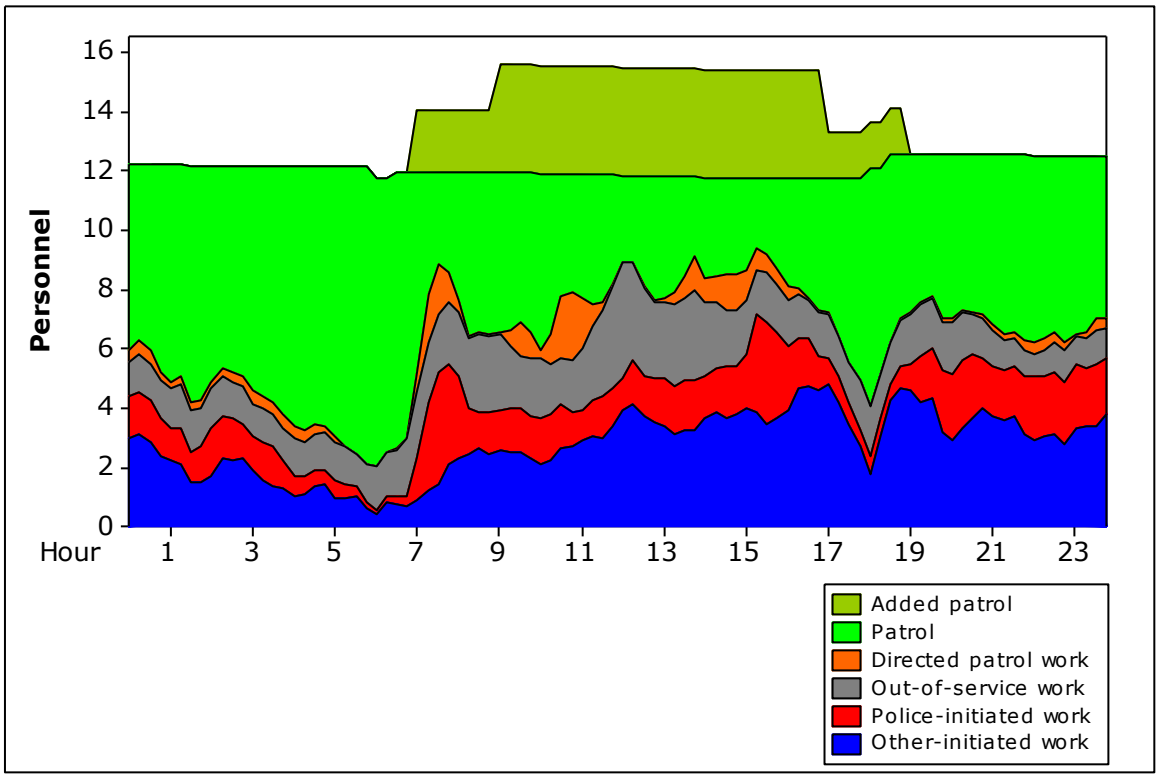


FIGURE 35: Deployment and All Workload, Weekends, Winter 2012

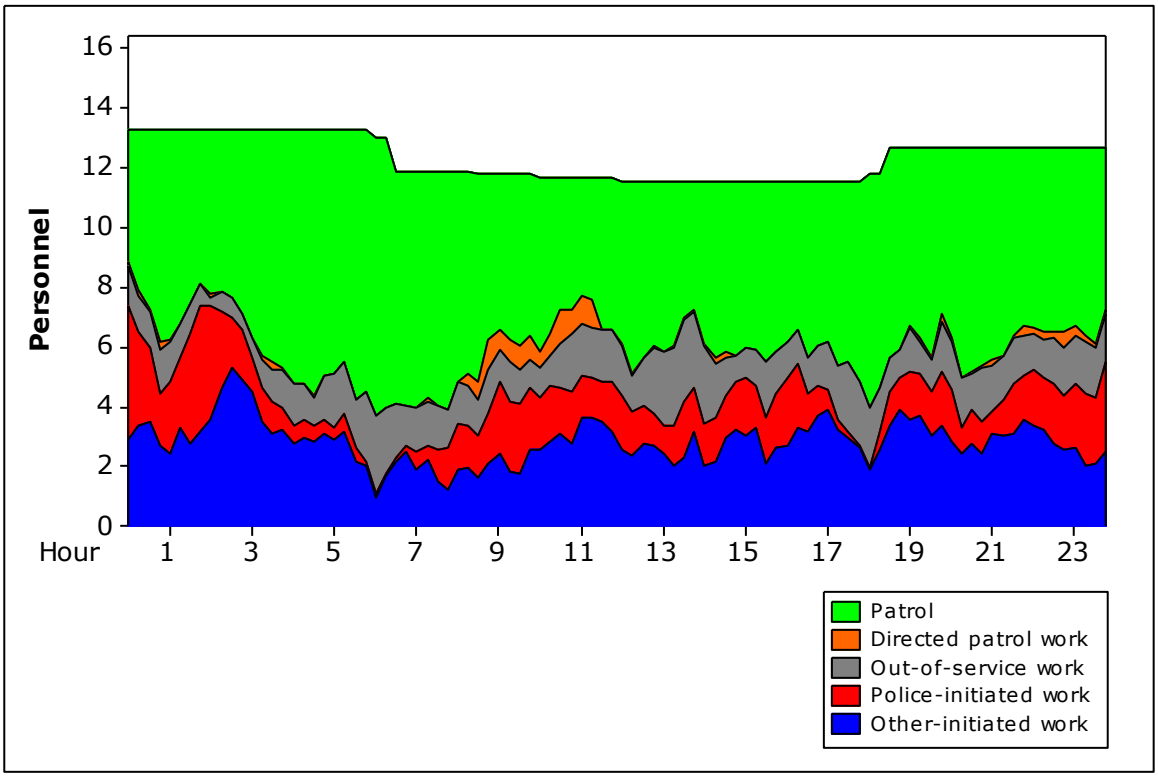


FIGURE 36: Deployment and All Workload, Weekdays, Summer 2012

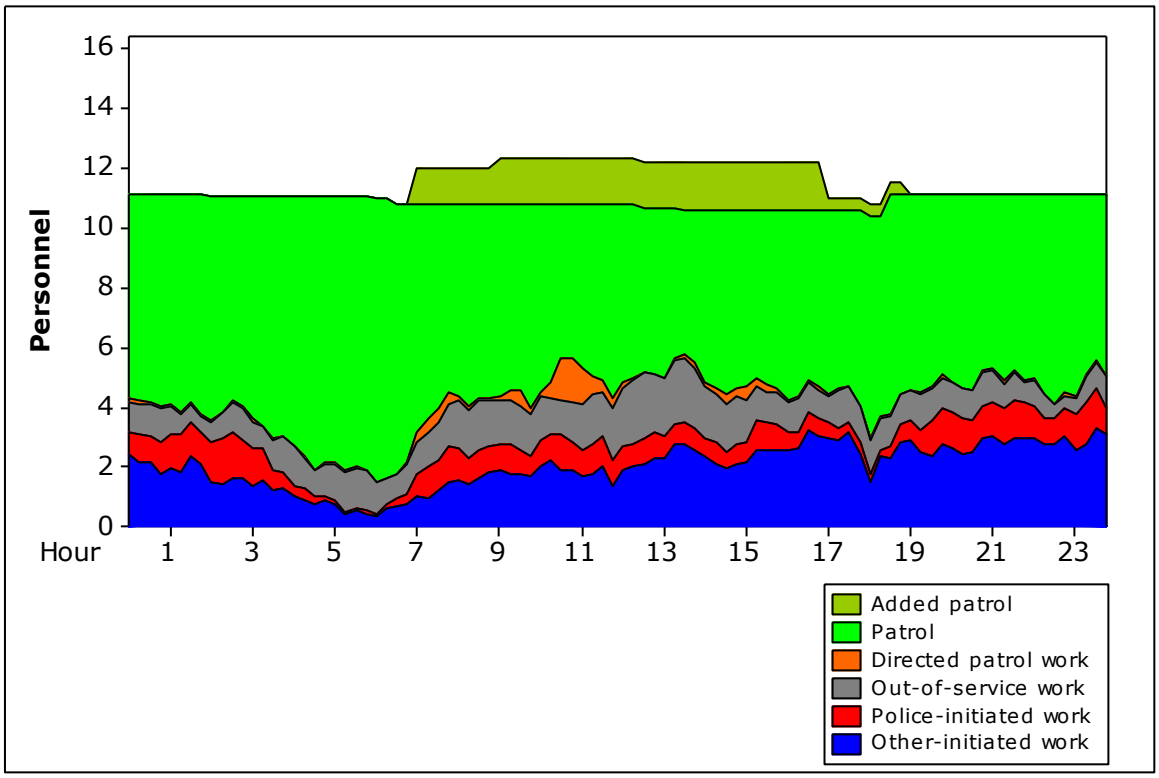
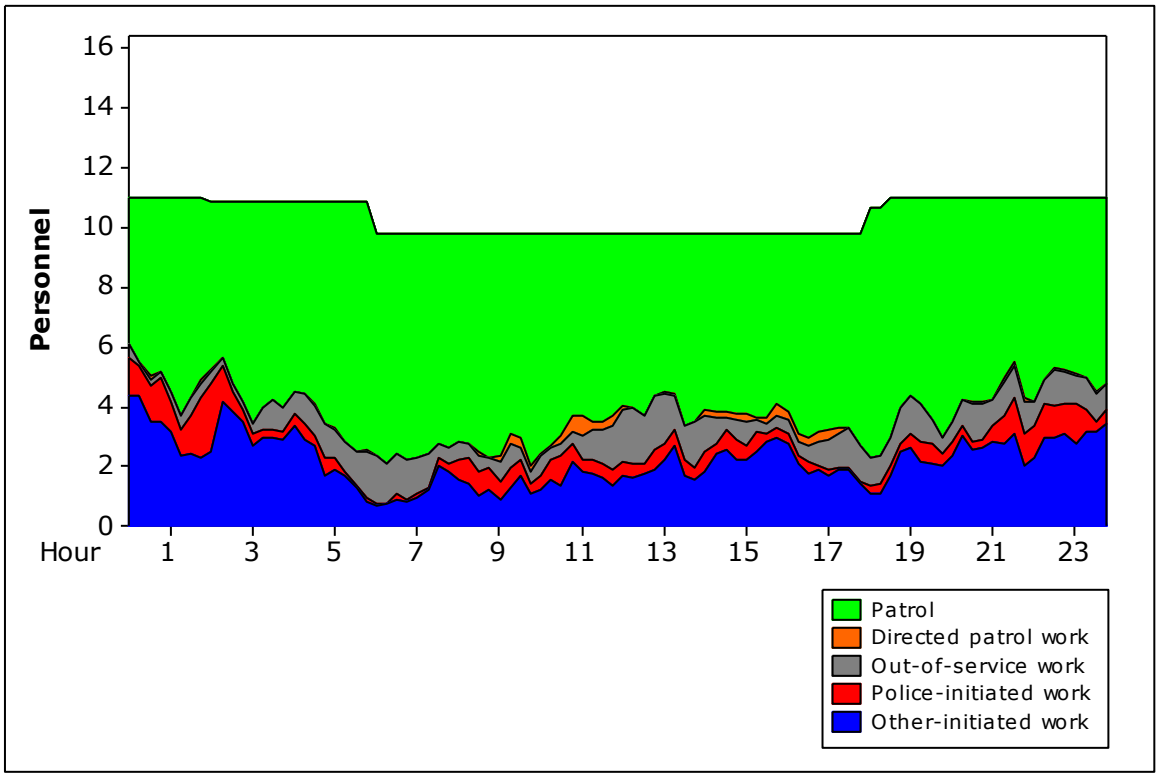


FIGURE 37: Deployment and All Workload, Weekends, Summer 2012



Note: These figures include deployment along with all workload from other-initiated, police-initiated, out-of-service, and directed patrol activities.

Observations:

- For winter 2012:
  - Average workload was 6.3 officers per hour during the week and 5.9 officers per hour during the weekends.
  - This was approximately 46 percent of hourly deployment during the week and 48 percent on weekends.
  - During the week, workload reached a maximum of 63 percent of deployment between 7:30 a.m. and 7:45 a.m.
  - On weekends, workload reached a maximum of 67 percent of deployment between 12:00 a.m. and 12:15 a.m.
- For summer 2012:
  - Average workload was 4.2 officers per hour during the week and 3.7 officers per hour during the weekends.
  - This was approximately 36 percent of hourly deployment during the week and on weekends.
  - During the week, workload reached a maximum of 50 percent of deployment between 11:30 p.m. and 11:45 p.m.
  - On weekends, workload reached a maximum of 55 percent of deployment between 12:00 a.m. and 12:15 a.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 8,348 events for winter 2012 and 7,042 events for summer 2012. We limited our analysis to other-initiated calls. We also encountered some calls without arrival times that we were forced to exclude from our analysis due to lack of information. This left 2,498 calls in winter and 2,361 calls in summer for our analysis.

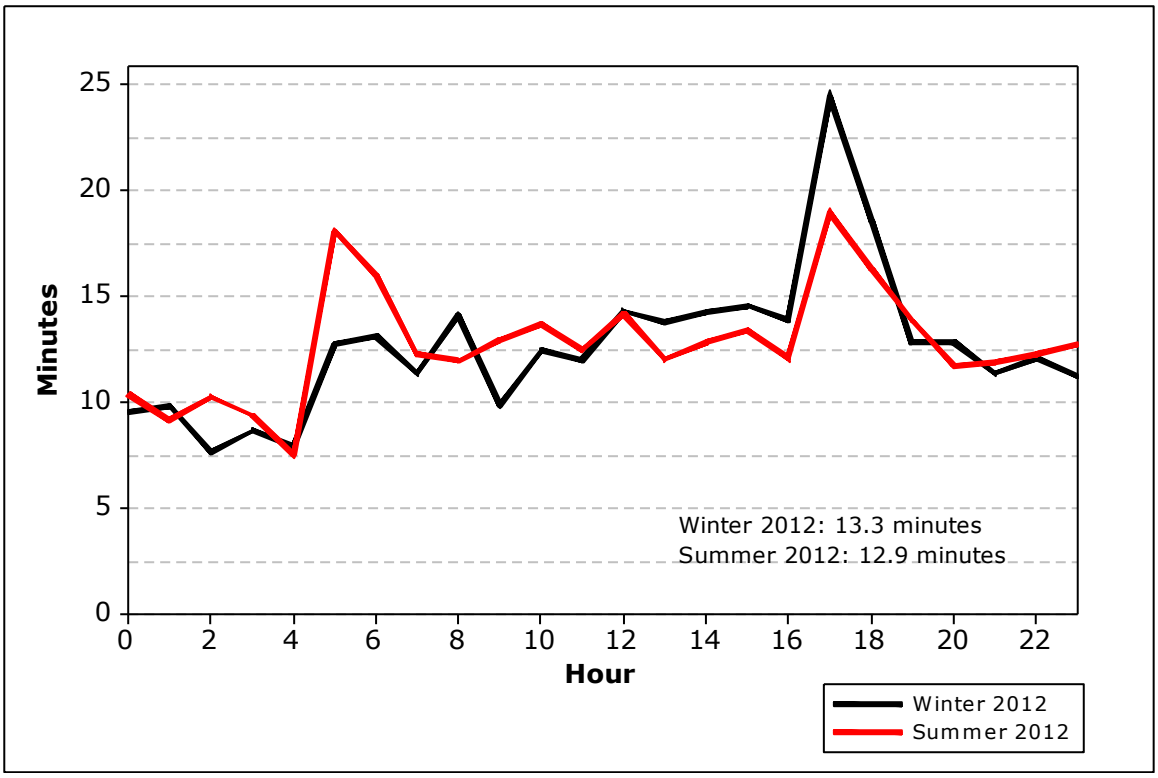
Our initial analysis does not distinguish calls based on their priority. Instead, it examines the difference in response by time of day and compares summer and winter periods. After the overall statistics, we present a brief analysis of response time for high-priority calls. Finally, we focus on calls that arrived through the city's 911 system in order to measure added call processing time.

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.

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 and by zone.

FIGURE 38: Average Response Time, by Hour of Day, Winter and Summer 2012



Observations:

- Average response times varied significantly by hour of day with a noticeable increase during the hour preceding the night shift.
- In winter, the longest response times were between 5:00 and 6:00 p.m., with an average of 24.4 minutes.
- In winter, the shortest response times were between 2:00 and 3:00 a.m., with an average of 7.7 minutes.
- In summer, the longest response times were between 5:00 and 6:00 p.m., with an average of about 19.0 minutes.
- In summer, the shortest response times were between 4:00 and 5:00 a.m., with an average of 7.5 minutes.

FIGURE 39: Average Response Time by Category, Winter 2012

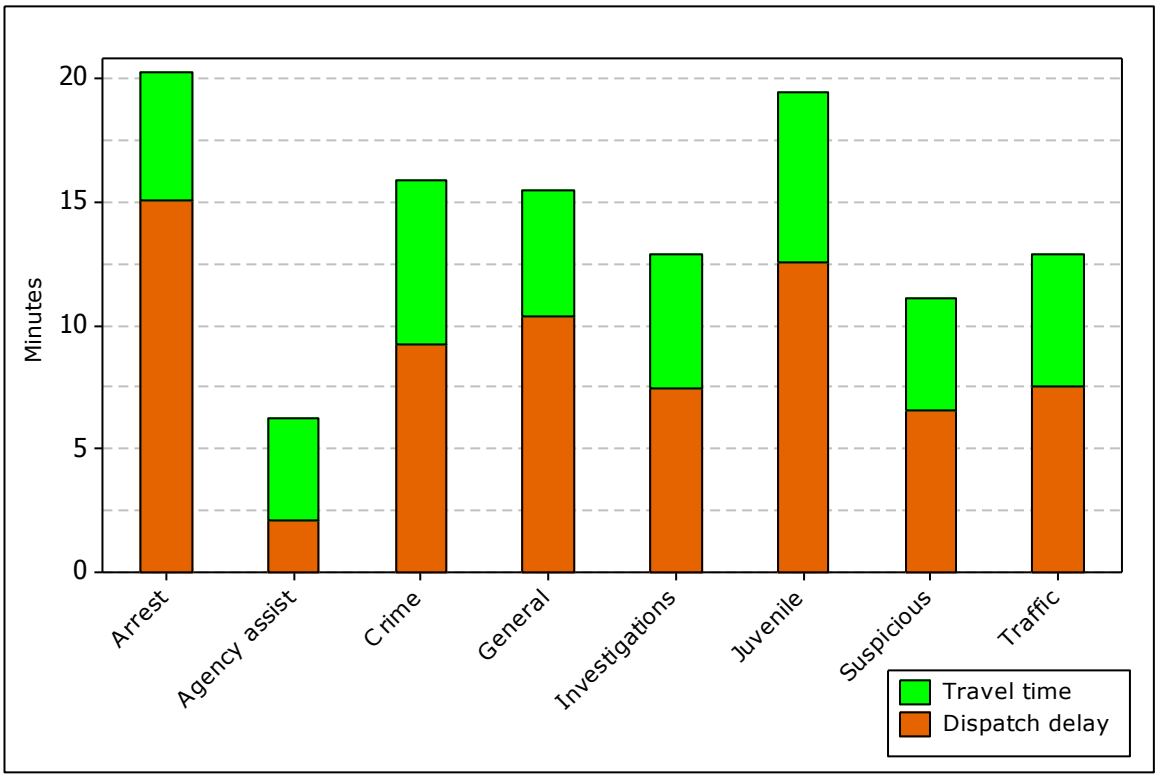


FIGURE 40: Average Response Time by Category, Summer 2012

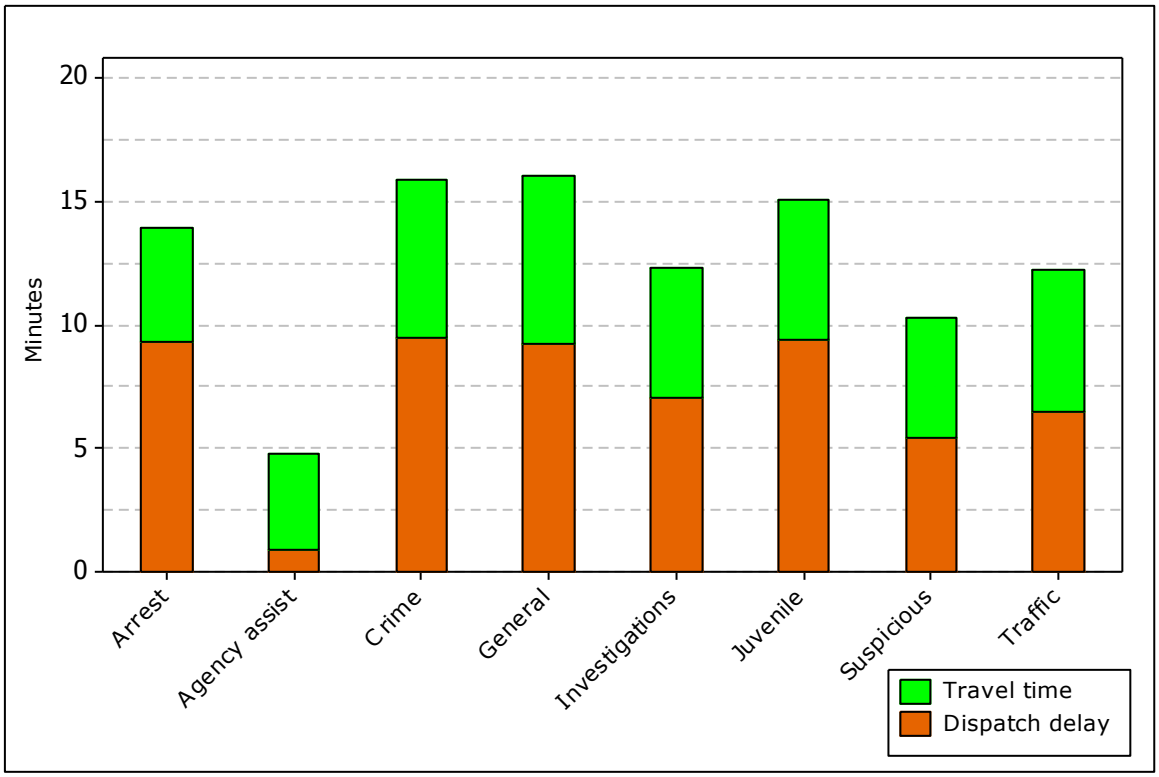


TABLE 25: Average Response Time Components, by Category

Category	Winter 2012			Summer 2012		
	Dispatch	Travel	Response	Dispatch	Travel	Response
Arrest	15.1	5.2	20.2	9.3	4.6	13.9
Assist other agency	2.1	4.1	6.2	0.9	3.9	4.8
Crime	9.3	6.6	15.8	9.4	6.4	15.8
General noncriminal	10.4	5.1	15.5	9.2	6.8	16.1
Investigations	7.5	5.4	12.9	7.0	5.3	12.3
Juvenile	12.6	6.8	19.4	9.4	5.7	15.1
Suspicious incident	6.5	4.5	11.1	5.4	4.8	10.2
Traffic	7.5	5.4	12.8	6.5	5.7	12.2
Total	**7.9**	**5.4**	**13.3**	**7.3**	**5.6**	**12.9**

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

Observations:

- In winter, the average response times for most categories were between 11 minutes and 16 minutes. The average response time was as short as 6 minutes (for agency assists) and as long as 20 minutes (for arrest calls).
- In summer, average response times for most categories were between 10 minutes and 16 minutes. The average response time was as short as 5 minutes (for agency assists) and as long as 16 minutes (for crime and general noncriminal calls).
- The average response time for crimes was approximately 16 minutes in both winter and summer.

TABLE 26: 90th Percentiles for Response Time Components, by Category

Category	Winter 2012			Summer 2012		
	Dispatch	Travel	Response	Dispatch	Travel	Response
Arrest	53.4	9.7	61.4	23.4	8.5	29.0
Assist other agency	3.4	7.2	10.2	1.5	9.2	10.2
Crime	25.6	13.1	39.1	27.2	11.9	33.6
General noncriminal	27.0	10.0	33.7	23.7	13.2	36.9
Investigations	19.0	10.1	26.2	18.5	10.0	27.1
Juvenile	40.0	13.1	46.0	28.0	11.0	34.7
Suspicious incident	16.3	8.2	22.0	12.4	8.1	19.1
Traffic	17.6	10.6	25.6	16.7	11.1	26.6
Total	**20.4**	**10.0**	**28.5**	**19.3**	**10.6**	**28.3**

Note: A 90th percentile value of 29 minutes means that 90 percent of all calls are responded to in fewer than 29 minutes. For this reason, the columns for dispatch delay and travel time will not add to total response time.

Observations:

- In summer, 90th percentile values for response times were as short as 10 minutes (for agency assists) and as long as 37 minutes (for general noncriminal calls).
- In winter, 90th percentile values for response times were as short as 10 minutes (for agency assists) and as long as 61 minutes (for arrest calls).

FIGURE 41: Average Response Time by Zone

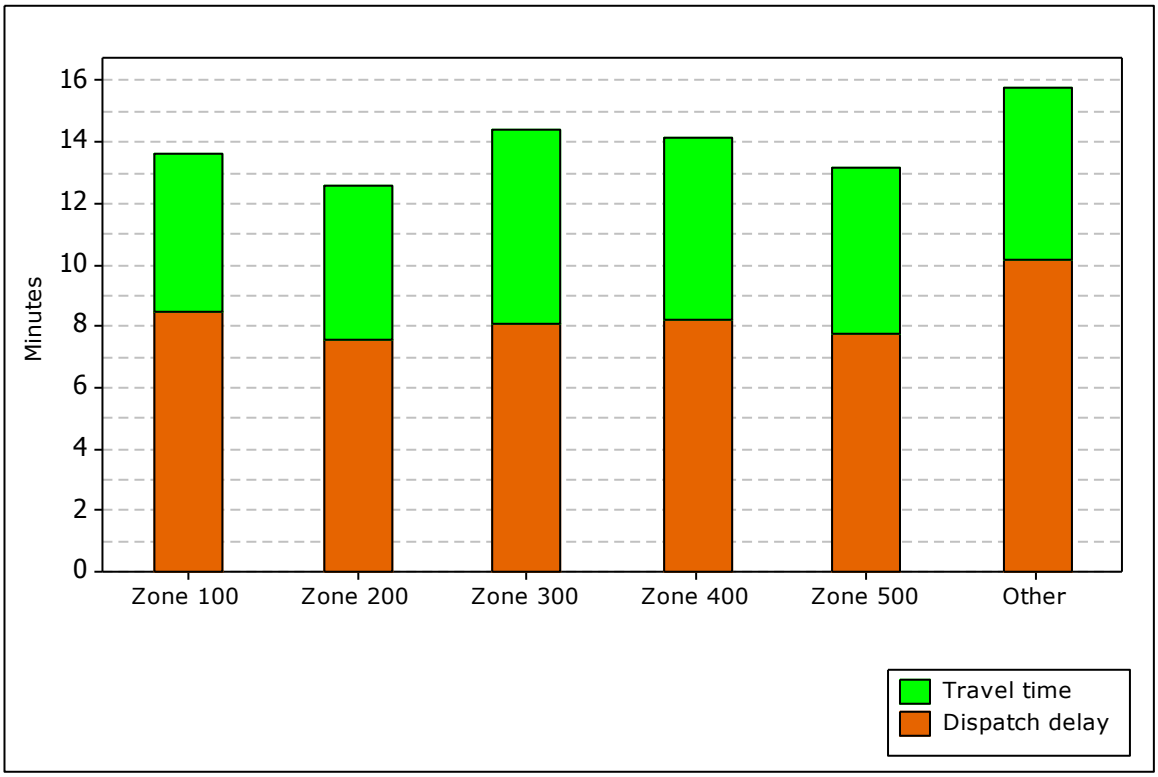


TABLE 27: Average Dispatch, Travel, and Response Times, by Zone

Zones	Dispatch	Travel	Response	Total Calls
Zone 100	8.5	5.2	13.6	4,833
Zone 200	7.5	5.0	12.6	5,708
Zone 300	8.0	6.3	14.4	8,936
Zone 400	8.2	6.0	14.1	5,753
Zone 500	7.7	5.4	13.1	7,061
Other	10.2	5.6	15.8	289
Total	**8.0**	**5.7**	**13.6**	**32,580**

Observations:

- The average response time per zone ranged between 12.6 minutes (for zone 200) and 14.4 minutes (for zone 300).
- The average dispatch delay per zone was as short as 7.5 minutes (for zone 200) and as long as 8.5 minutes (for zone 100).
- The average travel time per zone was as short as 5.0 minutes (for zone 200) and as long as 6.3 minutes (for zone 300).
- Calls identified as "other" may either have inadequate addresses or occur outside of the zone limits. They are included, but comments are restricted to the remainder of the calls.

High-Priority Calls

A priority code is assigned to each call by the dispatch center, with 1 as the highest priority and 9 as the lowest priority. A small number of calls were not assigned a valid priority. Table 16 shows average response times, by call priority, with an additional line for injury accidents. Calls with a priority lower than 4 have been grouped together. These averages include nonzero-on-scene, other-initiated calls throughout the year from September 2011 to August 2012. There were approximately 32,600 other-initiated calls with valid response times. There was only one other-initiated call assigned a priority of 5.

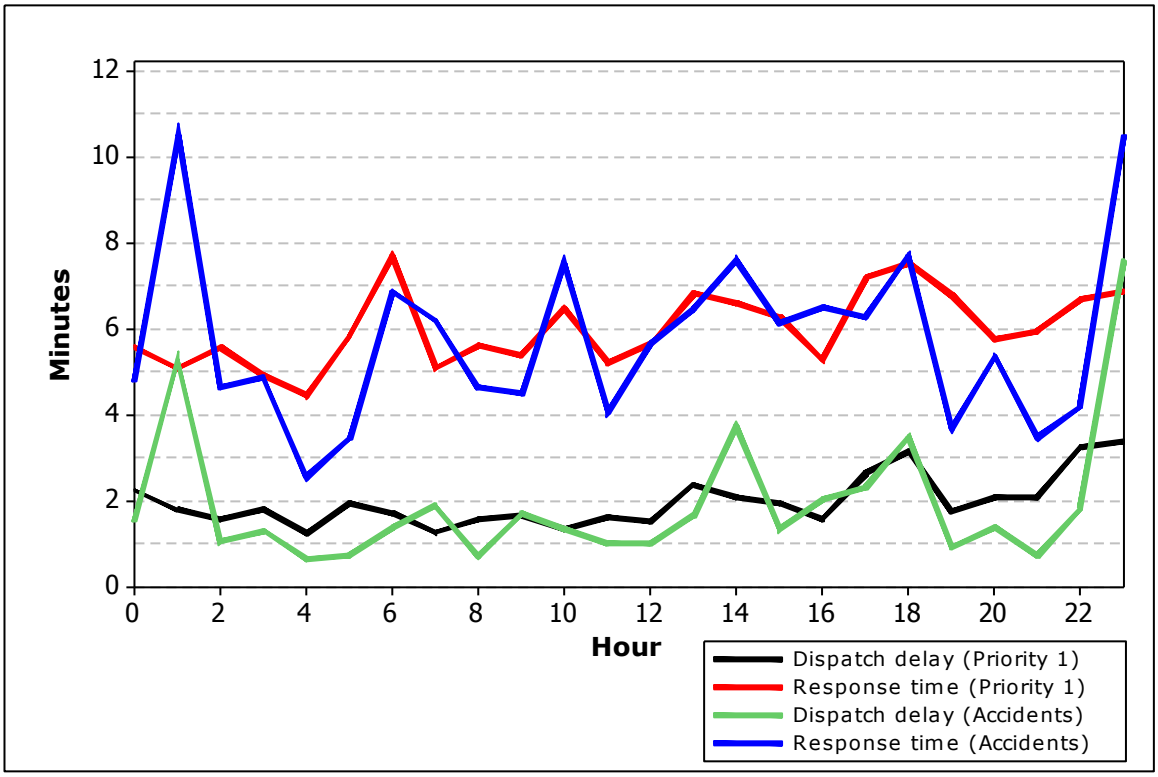
The following call descriptions were grouped as injury accidents: ACCIDENT VEHICLE UNK INJURIES, MVA INJURIES 29B, MVA MINOR INURIES, and VEHICLE ACCIDENT INJURIES.

TABLE 28: Average Dispatch, Travel, and Response Times, by Priority

Priority	Dispatch	Travel	Response	Total Calls
1	2.1	4.0	6.1	1,358
2	4.8	4.9	9.7	11,931
3	9.4	6.2	15.5	10,657
4	11.7	6.3	18.0	8,585
5, 9, and Others	8.5	5.8	14.4	58
Total	**8.0**	**5.7**	**13.7**	**32,589**
Injury accidents	1.9	4.0	5.9	360

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

FIGURE 42: Average Response Times and Dispatch Delays for High-Priority and Accident Calls, by Hour



Observations:

- High-priority calls had shorter response times of 6.1 minutes compared with the overall yearly average of 13.7 minutes.
- Average dispatch delay was 2.1 minutes for high-priority calls, and 8.0 minutes overall.
- The shortest average response time for high-priority calls was approximately 4.4 minutes between 4:00 and 5:00 a.m.
- Longest average response time for high-priority calls was approximately 7.7 minutes between 6:00 and 7:00 a.m.
- Average dispatch delay for high-priority calls was consistently 3.2 minutes or less, except between 10:00 p.m. and midnight.
- Average response time for injury accidents was 5.9 minutes, with a dispatch delay of 1.9 minutes

911 Call Processing

For most calls, the earliest recorded time occurs after information is entered into the computer-aided dispatch (CAD) system. For 911 calls, we were able to obtain the time when the call was originally received and which precedes the general "call entry" time. We calculated the differences in these times and show the results below. There were a total of approximately 12,800 calls received through 911 that led to a patrol officer response. Below is a comparison of these average time differences by category.

TABLE 29: 911 Call Processing Times, by Category

Categories	Average	90th Percentile	Total Calls
Arrest	0.6	1.6	22
Assist other agency	0.2	0.4	22
Crime	0.2	0.5	2,996
General noncriminal	0.3	0.9	937
Investigations	0.3	0.9	1,930
Juvenile	0.2	0.4	176
Suspicious incident	0.2	0.4	4,226
Traffic	0.2	0.5	2,516
Total	**0.2**	**0.6**	**12,825**

Observations:

- The average call processing time was 0.2 minutes (12 seconds) with a 90th percentile value of 0.6 minutes (36 seconds).
- Average call processing times did not vary significantly, while 90th percentile values varied between 0.4 and 1.6 minutes.

-END OF REPORT-