

# POLICE OPERATIONS AND DATA ANALYSIS REPORT

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## PLAINFIELD POLICE DEPARTMENT PLAINFIELD, ILLINOIS



# CPSM<sup>®</sup>

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Since its inception in 1914, ICMA has been dedicated to assisting local governments and their managers in providing services to its citizens in an efficient and effective manner. ICMA advances the knowledge of local government best practices with its website ([www.icma.org](http://www.icma.org)), publications, research, professional development, and membership. The ICMA Center for Public Safety Management (ICMA/CPSM) was launched by ICMA to provide support to local governments in the areas of police, fire, and emergency medical services.

ICMA also represents local governments at the federal level and has been involved in numerous projects with the Department of Justice and the Department of Homeland Security.

In 2014, as part of a restructuring at ICMA, the Center for Public Safety Management (CPSM) was spun out as a separate company. It is now the exclusive provider of public safety technical assistance for ICMA. CPSM provides training and research for the Association's members and represents ICMA in its dealings with the federal government and other public safety professional associations such as CALEA, PERF, IACP, IFCA, IPMA-HR, DOJ, BJA, COPS, NFPA, and others.

The Center for Public Safety Management, LLC, maintains the same team of individuals performing the same level of service as when it was a component of ICMA. CPSM's local government technical assistance experience includes workload and deployment analysis using our unique methodology and subject matter experts to examine department organizational structure and culture, identify workload and staffing needs, and align department operations with industry best practices. We have conducted more 315 such studies in 42 states and provinces and 224 communities ranging in population from 8,000 (Boone, Iowa) to 800,000 (Indianapolis, Ind.).

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# SECTION 1. EXECUTIVE SUMMARY

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The Center for Public Safety Management, LLC (CPSM) was commissioned to review the operations of the Plainfield Police Department. While our analysis covered all aspects of the department's operations, particular areas of focus of this study included: identifying appropriate staffing of the department given the workload, community demographics, and crime levels; the effectiveness of the organizational structure; and efficiency and effectiveness of division/unit processes.

We analyzed the department workload using operations research methodology and compared that workload to staffing and deployment levels. We reviewed other performance indicators that enabled us to understand the implications of service demands on current staffing. Our study involved data collection, interviews with key operational and administrative personnel, focus groups with line-level department personnel, on-site observations of the job environment, data analysis, comparative analysis, and the development of alternatives and recommendations.

Based upon CPSM's detailed assessment of the Plainfield Police Department, it is our conclusion that the department, overall, provides quality law enforcement services. The staff is professional and dedicated to the mission of the department. Through this report, we will strive to allow the reader to look inside the department to understand its strengths and its challenges. We sincerely hope that all parties utilize the information and recommendations contained herein in a constructive manner to make a fine law enforcement agency even better.

As part of this Executive Summary, following are general observations that are intended to provide context to identify some of the more significant issues facing the department. Many of these observations address department-wide issues rather than specific unit operations. Additionally, we have included a master list of unit-specific recommendations for consideration. We believe these recommendations will enhance organizational effectiveness. Some of these recommendations involve the creation of new job classifications; others involve the reassignment/repurposing of job duties to other sections and units. It is important to note that in this report we will examine specific sections and units of the department. As we do so, and as appropriate, we will offer a detailed discussion of our general observations and recommendations for each.

The list of recommendations is extensive. Should the Village of Plainfield and the Plainfield Police Department choose to implement any or all recommendations, it must be recognized that this process will take not just weeks or even months to complete, but perhaps years. The recommendations are intended to form the basis of a long-term improvement plan as the village and department continue to grow.

We would like to emphasize that this list of recommendations, though lengthy, is a common phenomenon in our operational assessments of agencies around the country and should in no way be interpreted as an indictment of what we consider to be a fine department. Our work, by design, focuses on potential areas for improvement. Had we listed areas in which the department excels, that list would dwarf the number of recommendations.

Finally, it is important to note that our staffing level assessment and recommendations are intended to reflect levels which we conclude are reasonably needed to provide safe and timely response to call activity common in Plainfield, a community that enjoys a low rate of crime. Ultimately, it is up to the Village of Plainfield to determine the level of staffing that it deems appropriate and has the capacity to support.

## GENERAL OBSERVATIONS

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- Within the next five years, the department will see the retirement of most of its command level personnel, down through the rank of sergeant. It is imperative that the department consider a structured succession plan, including mentoring of the next generation of department leaders. While the plan must focus on command-level positions, the development of future mid-management and first-line supervisors must be considered as well. Exposure of all potential future leaders to a variety of administrative assignments and tasks is essential to prepare them for these future responsibilities. Based upon the number of "tenured" assignments, the ability to provide the necessary exposure may be compromised in some cases. We will address tenured assignments later in this report. (See Recommendation No. 1.)
- As we examined staffing levels throughout the department, we found that critical staffing shortfalls exist at the first-line supervisor position in patrol. Based upon current authorized staffing levels, a substantial number of patrol shifts are deployed without any full-time supervisor available, and in lieu, are supervised by the most senior officer, regardless of experience, training, or leadership ability. For a community of nearly 50,000 residents this lack of adequate supervision is alarming.
- There is a significant staffing problem associated with the amount of time off granted to personnel. Generous benefits provided for in the bargaining agreement between the Village and the police officers include the ability of officers to take "comp time" off regardless of available staffing. During our focus groups, and in individual discussions with staff at various ranks throughout the department, we were told that this leave policy has adverse impacts on operations in a myriad of ways. In some cases, patrol shifts are deployed without any regularly assigned personnel due to a combination of vacation, training, "comp time," illness, and other leave factors. Under the agreement, an entire patrol shift may take a "comp day" off, leaving the department to ask for volunteers to work to fill a shift in order to meet minimum staffing, or in the alternative, order personnel to work. As such, one officer can take a day off, forcing another to work on their day off. Many officers expressed frustration with the amount of "forced overtime." This problem compounds itself as overtime is accrued at a rate of time and one-half. As such, an officer assigned to an overtime shift earns 18 hours "comp time" for a 12-hour shift, but utilizes 12 hours when taking a 12-hour "comp day." In examining it in this fashion, it is simple to see that the situation, and its adverse impacts, feed upon each other. While allowing the accrual of "comp time" is a reasonable practice, allowing its use when it involves the forced overtime of another employee is not. This issue should be addressed through the collective bargaining process.
- Throughout our interviews with department employees, CPSM identified a clear divide between sworn and non-sworn staff. Non-sworn staff provide critical services, which if not performed at the highest levels, can significantly impact not only the operation of the police department but also the public's view of how professionally the organization is run. Many times, sworn personnel view non-sworn staff as unimportant or merely performing nonessential duties.

Non-sworn employees and managers have reported that some sworn personnel are not responsive to their requests. These requests involve additional information or action needed for a civilian employee to complete a task. During our examination, we found several examples of requests which were sent to the sworn staff, and no reply was provided. Additional requests were made, and there was a similar non-response. It was only after getting a sworn supervisor involved that the task was completed. When problems are handled in this fashion, and no one is held accountable, civilian staff feel disrespected, frustrated, and that their work is not important.

Each and every employee, sworn or civilian, performs an important function within a law enforcement organization. While some may perform higher-risk or higher-profile functions, everyone's function is vital to the success of the organization. People who do not, or refuse to, perform essential job functions must be held accountable. When people are not held accountable, the entire system begins to break down.

The absence of a recognized civilian rank structure and career path for civilian employees creates inefficiencies and stagnation, and is a missed opportunity for the department. We will address this in further reporting. (See Recommendation No. 2.)

- During the CPSM site visit, the department indicated that the use of body-worn cameras (BWCs) is a subject that has been discussed. As such, we offer this input for consideration as appropriate. Over the last few years, agencies have hurried to deploy body-worn cameras without policy consideration for use or identification of the resources required to store and manage the cameras' recordings. Significant increases in the staff time needed to review, redact, and process recordings for judicial discovery and public records requests (PRA) seeking access to the camera recordings have overwhelmed some agencies. In ill-prepared agencies, Records, Dispatch, Property and Evidence, Investigations, and Patrol, have all become involved and burdened with elements of this task and other matters related to the "discovery" and FOIA/PRA process. This trend will undoubtedly continue. This added and sometimes complex workload has negatively disrupted primary duties in each of the units identified. As well, parceling out the responsibility for producing such records lends itself to errors of omission that can compromise legal proceedings and public trust in the agency. Should the department choose to utilize BWCs in the future, the establishment of a "Discovery Section" within Records, with appropriate additional staffing, should be considered to centralize the tasks required for completion of required responses. We would suggest that one full-time employee will be required to manage these duties.
- In reviewing documents in preparation for the CPSM assessment, we noted that the department's organization chart included four divisions, namely Patrol, Administration, Legal, and Community Services. While Patrol, Administration, and Community Services divisions are commonly found in police departments, we were surprised to find a Legal Division under the command of the Chief of Police. The Legal Division, made up of a City Attorney, Associate Prosecutor, and two paralegals (one full-time and one part-time), is responsible for advising the village on all civil matters as well as the prosecution of criminal and traffic offenses prohibited by village ordinances.

While there appears to be some disagreement as to whom this staff reports to within the village hierarchy, and whether this alignment has precedence or is unprecedented, CPSM would suggest that we have not previously encountered a situation wherein legal or prosecution staff fall under the command of a police department. CPSM maintains that the independence of legal advisors and prosecutors to make recommendations and decisions without undue influence, even implied, is vital to the checks and balances of the administration of justice.

As such, we strongly encourage that the independence of the Village Attorney/Village Prosecutor be made clear, and that any reference within any village/department document should not conflict with that position. That is not to suggest that maintaining offices within or adjacent to the police/court facility, to facilitate the efficient performance of the duties of both the police department and Village Attorney/Prosecutor, is not appropriate or unprecedented.

- In virtually all police studies conducted by CPSM, lack of communication is cited as a major organizational impediment. That sentiment was expressed in Plainfield as well. In some cases,

the concern raised is justifiable, and in other cases, those who express the concern have subjected themselves to selective awareness. In any event, open, constructive communication is vital to any organization. CPSM suggests an option that involves executive staff hosting a "State of the Department" briefing on a quarterly, tri-annual, or semi-annual basis, where staff can give a short status report on important issues, changes, new programs, etc. facing the department, and encourage questions or input from all employees. Such meetings should be scheduled so as to allow all shifts to participate. No, this is not a panacea, but those who are truly interested in department activities outside of their "workspace" can get a better understanding of the department's work plan and how they may contribute to the betterment of the department. For those who have selective awareness, they have only themselves to blame should they choose not to participate. Another option involves status boards for major projects that the department is working on, and which can be displayed in briefing and/or break rooms. Employees not directly involved in such projects are often unaware of the departmental work efforts, or at least the status of these projects. We often hear, in many agencies, that employees are interested in department efforts, even outside of their work unit, and appreciate being included or at least informed of such projects.

As noted previously and in addition to the General Observations, specific recommendations follow and are discussed in detail throughout the report. These recommendations are offered to enhance the operation of the Plainfield Police Department. The recommendations provided are to ensure that law enforcement resources are optimally deployed, operations are streamlined for efficiency, and services provided are cost-effective, all while maintaining a high level of service to which the citizens of the Village of Plainfield are accustomed.

CPSM staff would like to thank Chief John Konopek, Commanders Anthony Novak and Ken Ruggles, and the entire staff of the Plainfield Police Department for their gracious cooperation and assistance in completing this project. Special thanks to Tori Buonamici for her efforts in facilitating our needs in advance of and during the course of the site visit.

## KEY RECOMMENDATIONS

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### Succession Planning

1. It is imperative that efforts be made to develop the future leaders of the department. The focus of these efforts, though not to the exclusion of all employees, should be on mid-managers and first-line supervisors, both sworn and civilian. Mentoring to prepare the department's future leaders must involve a combination of training, exposure to a variety of specialized units to broaden experience, and most importantly, assignment to complete complex administrative tasks. The recommendations offered in this assessment offer the opportunity to place some of the administrative responsibilities for completion on the shoulders of these first-line supervisors and mid-level management staff. (See p. 2.)
2. Evaluate the feasibility of creating a civilian career ladder that allows both lateral transfers to varied assignments for line staff and upward mobility to supervisory functions. (See p. 3.)

### Patrol Division

#### Patrol

3. Increase supervisory staffing on patrol shifts to ensure that a sergeant or above is on duty for patrol deployment on a 24/7 basis. (See p. 39.)
4. Institute a Community Response Team to address chronic crime, nuisance, and quality-of-life issues. (See p. 39.)
5. Consider opportunities offered in this report to modify procedures for handling of non-emergency, non-police CFS. (See p. 39.)
6. Discontinue the policy requiring officers on patrol to make three traffic stops each shift; rather, focus on targeted enforcement as discussed in reporting on the Traffic Unit that follows. (See p. 39.)
7. Deploy E-cite technology to improve efficiencies in the issuance of traffic citations. (See p. 39.)
8. Deploy a License Plate Reader or Readers as a crime prevention tool. (See p. 39.)
9. Deploy body-worn cameras for officers in enforcement positions. (See p. 39.)

#### CSO / Crossing Guards

10. CPSM recommends that the entirety of the CSO position be reevaluated. There appears to be an opportunity to leverage this position to perform a greater variety of tasks during a larger portion of the day/week. (See p. 45.)
11. Additional school crossing guards should be hired to reduce the reliance on CSOs and police officers to cover locations that may not be staffed. (See p. 45.)

#### K9

12. Consideration should be given to discontinuing the police service dog program. (See p. 46.)

### Administration Division

#### Investigations Unit

13. Implement more rigorous crime analysis and intelligence gathering. (See p. 50.)

14. Create monthly area detectives' meetings to share crime trend information, suspect information, and intelligence. (See p. 50.)
15. Reevaluate the use of tenured assignments throughout the department. (See p. 50.)
16. Create a six-month rotating detective bureau assignment for police officers as staffing levels permit. (See p. 50.)

### **DEA Task Force**

17. Consider converting the DEA Task Force assignment from a tenured assignment to a rotational assignment. (See p. 51.)

### **Crime Scene Investigations**

18. Develop a Crime Scene Investigations Unit (a collateral duty assignment) staffed by a core group of highly trained personnel. (See p. 51.)
19. Discontinue the costly practice of sending non-essential officers to the post-academy 40-hour Basic Evidence Technician course. (See p. 51.)

### **Tactical Team**

20. The department should explore the costs and benefits of having officers assigned to different multijurisdictional tactical teams. (See p. 52.)

### **General Orders / Policies**

21. Consider retaining the services of Lexipol to ensure General Orders / Policies are consistent with current case law and best practices. (See p. 53.)

### **Records**

22. The Records Supervisor should report directly to the Division Commander. (See p. 56.)
23. Address the lack of interoperability between Premier One, E-Citation, and E-Crash. (See p. 56.)
24. Implement true online reporting of crimes where there is no suspect information, or the report is purely for insurance or documentation purposes. (See p. 56.)
25. Eliminate or reduce the number of paper forms. (See p. 56.)
26. Allow Records staff to do citation sign-offs. (See p. 56.)
27. Address the divide that exists currently between sworn and non-sworn staff. (See p. 56.)

### **Property and Evidence**

28. Institute partial property room audits every six months. (See p. 57.)

## **Community Services Division**

### **DARE**

29. Amend General Order 531 to include reference to the DARE program and its associated duties. (See p. 59.)

### **PEMA / Special Events**

30. It is recommended that under the direction of the Chief of Police, the duties of emergency preparedness, volunteer coordination, and special event planning be assigned to a civilian

employee (new position) holding the title similar to Deputy Director of Emergency Preparedness and Special Events. (See p. 61.)

## **Miscellaneous**

### **Professional Standards Unit (Proposed)**

31. CPSM strongly recommends the creation of a Professional Standards Unit to encompass the functions of Internal Affairs, Training, and Employment Services. (See p. 63.)

### **Information Technology**

32. Establish a technology working group, with ample representation from “end users,” to address current and future IT needs and issues within the PPD, including elimination of work product redundancies. (See p. 65.)

### **Tenured Assignments**

33. Develop a rotation schedule for all specialized assignments. (See p. 66.)

### **Department Reorganization (Proposed)**

34. Consider a reorganization of the department as detailed in this report. (See p. 67.)



# SECTION 2. METHODOLOGY

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## Data Analysis

CPSM used numerous sources of data to support our conclusions and recommendations for the Plainfield Police Department. Information was obtained from the FBI Uniform Crime Reporting (UCR) Program, Part I offenses, along with numerous sources of 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).

## Document Review

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

## Interviews

This study relied extensively on intensive interviews with personnel. On-site and in-person interviews were conducted with all division/section 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.

## Operational/Administrative Observations

Over the course of the evaluation period, numerous observations were conducted. These included observations of general patrol; investigations; support services such as records, communications, property and evidence; and administrative functions. CPSM representatives engaged all facets of department operations from a "participant observation" perspective.

## Staffing Analysis

In virtually all CPSM studies, we are asked to identify appropriate staffing levels. That is the case in this study as well. In the following subsections, we will extensively discuss workload, operational and safety conditions, and other factors to be considered in establishing appropriate staffing levels. Staffing recommendations are based upon our comprehensive evaluation of all relevant factors. Our focus is upon determining appropriate staffing levels to reasonably and safely respond to service demands in the Village of Plainfield in a timely manner.



# SECTION 3. COMMUNITY AND DEPARTMENT OVERVIEW

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## COMMUNITY

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The Village of Plainfield is located in Will County, Illinois. The U.S. Census Bureau estimated the village's 2017 population at approximately 43,926, a 10.2 percent increase over the 2010 population of 39,854. The village has a total land area of 23.22 square miles (as of 2010).

Plainfield is a heterogeneous community; its population is approximately 72.9 percent white, 11.2 percent Hispanic, 7.4 percent Asian, 6.2 percent African American, and 2.7 percent two or more races.

The owner-occupied housing rate is 86.2 percent for the village, compared to 81.2 percent for Will County, and 66.1 percent for the State of Illinois. The average number of persons per household for the village is 3.38 compared to 2.99 countywide and 2.61 for the state. The median household income is \$121,746 for the village, compared to \$80,782 countywide, and \$61,229 for the state. Persons living in poverty make up 2.5 percent of the village population, compared to 7.0 percent countywide, and 12.6 percent throughout Illinois. This comparison reflects greater affluence in the village than both Will County and the State of Illinois as a whole.

Demographics, including owner-occupied housing and poverty rates, are examined in our studies, since lower home ownership and higher poverty rates are often found in communities with higher rates of crime. As such, in examining this data, it is not surprising that Plainfield enjoys significantly lower rates of crime than the remainder of the region.

The village is governed through the Village Board/Village Administrator form of government. As such, the Chief of Police is appointed by and reports to the Mayor, but works closely with the Village Administrator on day-to-day operations.

## DEPARTMENT

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The Plainfield Police Department provides a full range of law enforcement services, excluding Special Weapons and Tactics (SWAT), 911/dispatch, and custody operations. These services are provided by regional partners.

The department is guided by clear mission, values, and mission statements as follows:

### **Mission**

*In Partnership with the Community, We Are Committed to Serve and Protect,  
Promote Safety, and Enhance Quality of Life*

### **Core Values**

*Compassion, Accountability, Respect, Dedication, Equality, Professionalism,  
Integrity*

## **Vision Statement**

*The members of the Plainfield Police Department are dedicated to achieving our mission through the services provided by our divisions of Patrol, Community Service, and Administration; as well as our external partnerships.*

*The Patrol Division provides the primary functions of law enforcement and public service through community partnerships, the prevention of crime, apprehension of violators, reporting of incidents, abatement of public nuisances, promotion of public health and safety, while safeguarding individual rights.*

*The Community Service Division provides support services to all areas of the Police Department and provides specialized assistance to entities both within and outside the Village. These objectives are met with the use of both paid and volunteer personnel, and the development of special operation personnel and event planning.*

*The Administration Division acts to further the mission of the Department through a cooperative and professional team effort. We accomplish this through various school & community programs, investigation of cases, enforcement of state & local laws, and other technical functions.*

*We have established relationships with local, county, state and federal agencies, civic and community organizations, local businesses, and residents. In conjunction with our own training and tools, we strive to utilize these resources to accomplish our strategic objectives.*

*The directions, objectives, and strategies of our organization are based on the relationships we build, the services we provide, and our goal to enhance quality of life for all people in the Village of Plainfield.*

## **Uniform Crime Report/Crime Trends**

While communities differ from one another in population, demographics, geographical landscape, and social-economic distinctions, comparisons to other jurisdictions can be helpful in illustrating how crime rates in the Village of Plainfield measure against those of other local Illinois agencies as well as the State of Illinois and the nation overall.

The FBI's Uniform Crime Reporting (UCR) Program assembles data on crime from police departments across the United States; the reports are utilized to measure the extent, fluctuation, and distribution of crime. For reporting purposes, criminal offenses are divided into two categories: Part 1 offenses and Part 2 offenses. In Part 1 offenses, representing the most serious crimes, the UCR indexes incidents in two categories: violent crimes and property crimes. Violent crimes include murder, rape, robbery, and aggravated assault. Property crimes include burglary, larceny, and motor vehicle theft. Crime rates are expressed (indexed) as the number of incidents per 100,000 population to allow for comparison.

Data acquired by CPSM from the FBI for use in this reporting reflects the most currently available information (2017). As indicated in Table 3-1, in 2017, the Plainfield Police Department reported a UCR Part I violent crime rate of 127 (indexed) and a property crime rate of 753 (indexed).

In comparing Plainfield Police Department data with other Illinois cities and the nation, one can see Plainfield reports rates well below state and national figures for both violent crime and property crime. For Illinois agencies of similar size, the violent crime rate in Plainfield was somewhat higher, while the property crime rate was significantly lower.

**TABLE 3-1: 2017 Comparison of Reported Crime Rates by Jurisdiction, Per 100,000**

City	State	Population	Crime Rates		
			Violent	Property	Total
Addison	IL	36,883	111	1,535	1,646
Batavia	IL	26,425	125	1,570	1,695
Carol Stream	IL	40,118	132	885	1,017
Carpentersville	IL	38,380	86	1,946	2,032
Downers Grove	IL	49,563	71	1,279	1,350
Elmhurst	IL	46,763	73	1,185	1,258
Glendale Heights	IL	34,128	76	1,295	1,371
Glen Ellyn	IL	28,083	71	1,218	1,289
Homer Glen	IL	24,516	16	551	567
Lockport	IL	25,280	28	843	871
Lombard	IL	43,885	87	2,149	2,236
New Lenox	IL	26,529	136	1,138	1,274
Oswego	IL	35,273	62	1,001	1,063
Romeoville	IL	39,710	146	1,398	1,544
St. Charles	IL	32,780	171	818	989
West Chicago	IL	27,219	103	1,154	1,257
Westmont	IL	24,781	61	1,158	1,219
Wheaton	IL	53,444	71	922	993
Woodridge	IL	33,553	116	1,138	1,254
<b>Plainfield</b>	<b>IL</b>	<b>43,450</b>	<b>127</b>	<b>753</b>	<b>880</b>
<b>Illinois</b>		<b>12,802,023</b>	<b>439</b>	<b>2,011</b>	<b>2,450</b>
<b>Nation</b>		<b>325,719,178</b>	<b>383</b>	<b>2,362</b>	<b>2,745</b>

**Note:** Indexed per 100,000 population. Source: FBI Uniform Crime Report.

Table 3-2 shows the actual number of offenses in Plainfield for 2016 through 2018. In this table, the data for 2018 was provided by the department, as 2018 data is not yet available from the FBI.

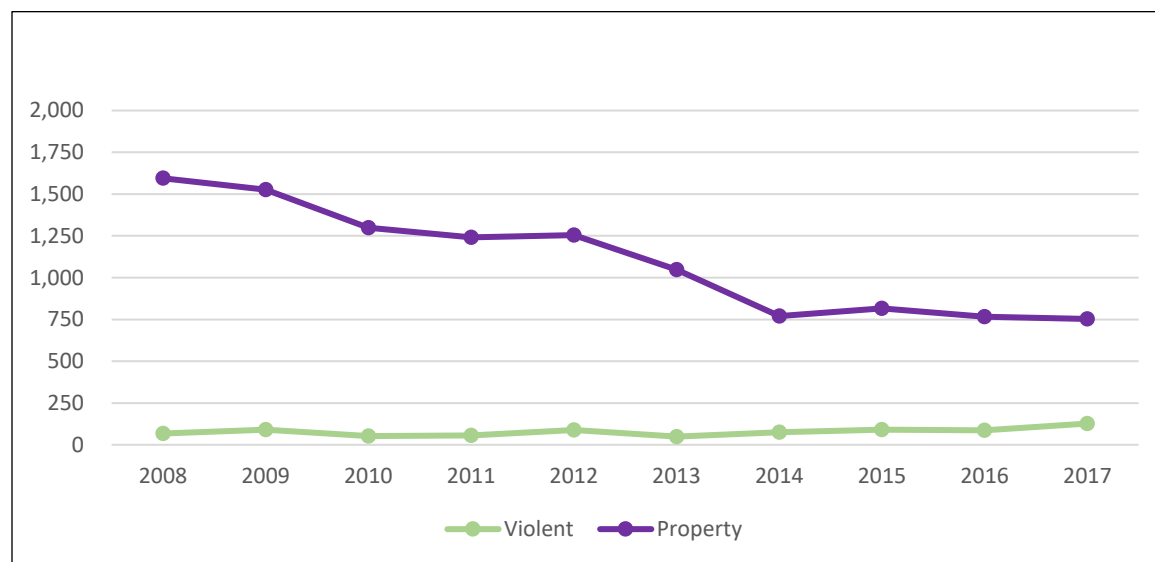
**TABLE 3-2: Plainfield Police Department Reported Actual Part 1 Offenses, 2016 and 2017\***

Crime	2016	2017	2018*
Murder/ Manslaughter	0	1	0
Rape	7	12	14
Robbery	3	13	7
Aggravated Assault	27	29	30
Burglary	35	25	31
Larceny	280	281	270
Vehicle Theft	15	21	18

**Note:** \*FBI data for 2018 not yet available. Data for 2018 provided by PPD.

Figure 3-1 reflects the trend in Part 1 crime over the past ten years in Plainfield. It shows that between 2008 and 2017, violent crime inched upward. The highest violent crime rate of this period occurred in 2017 at 127 (indexed). The lowest rate, at 49 (indexed), occurred in 2013. Property crime rates trended downward over this period. The highest property crime rate occurred in 2008 at 1,595 (indexed), with the low of 753 (indexed) in 2017.

**FIGURE 3-1: Plainfield Reported Violent and Property Crime Rates, by Year**



These rates largely follow state and national trends, which show declines in both violent and property crime over the referenced ten-year period. We note as well, consistent with other agencies studied by CPSM, that over the past three years, crime rates have leveled off, and in some cases, there is a slight upward trend.

Figure 3-2 shows a comparison of combined violent and property crime rates for both Plainfield and the State of Illinois for the period of 2008 through 2017. It reflects the observations made in Figure 3-1 and in Table 3-3 (which will follow), notably, that, overall, crime is largely trending downward for Plainfield as well as the State of Illinois.

**FIGURE 3-2: Reported Overall City and State Crime Rates, by Year**

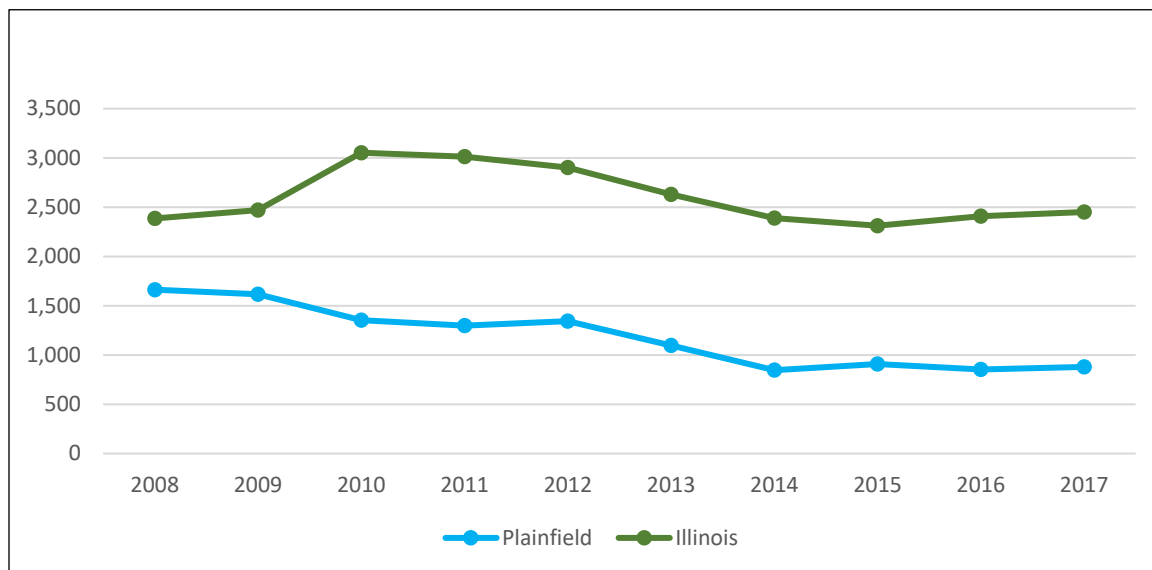


Table 3-3 compares, year-by-year, Plainfield's crime rates to both the state and national rates for the period of 2008 through 2017. Again, this data is indexed per 100,000 population. It is provided for illustration purposes only.

**TABLE 3-3: Reported Municipal, State, and National Crime Rates, by Year, 2007-2016**

Year	Plainfield				Illinois				National			
	Population	Violent	Property	Total	Population	Violent	Property	Total	Population	Violent	Property	Total
2008*	35,366	68	1,595	1,663	12,973,710	388	1,997	2,385	309,327,055	438	3,055	3,493
2009*	36,507	90	1,526	1,616	12,965,589	393	2,077	2,470	312,367,926	416	2,906	3,322
2010	39,581	53	1,299	1,352	12,888,247	434	2,619	3,053	314,170,775	393	2,833	3,225
2011	39,700	55	1,242	1,297	12,923,112	415	2,599	3,013	317,186,963	376	2,800	3,176
2012	39,859	88	1,254	1,342	12,934,012	401	2,500	2,902	319,697,368	377	2,758	3,135
2013	40,639	49	1,048	1,097	12,940,590	387	2,241	2,628	321,947,240	362	2,627	2,989
2014	42,196	76	770	846	12,938,060	362	2,028	2,390	324,699,246	357	2,464	2,821
2015	42,706	91	817	909	12,920,809	378	1,934	2,312	327,455,769	368	2,376	2,744
2016	43,063	86	766	852	12,862,656	426	1,982	2,408	329,308,297	383	2,353	2,736
2017	43,450	127	753	880	12,802,023	439	2,011	2,450	325,719,178	383	2,362	2,745

**Note:** \*Plainfield's 2008 and 2009 crime data were from the Illinois State Police annual report, as these numbers are not available from the FBI.

## Department Authorized Staffing Levels

The following table displays the authorized staffing levels for the department for FY 2017 through 2019. Staffing levels will be addressed throughout the report as we discuss specific operating sections. This table is simply intended to provide a broad overview of staffing levels for the past three years.

**TABLE 3-4: Authorized Staffing Levels for Fiscal Years 2017-2019**

Position	2017	2018	2019	Vacant
<b>Sworn</b>				
Chief	1	1	1	
Commander	3	3	3	
Sergeant	8	8	8	
Officer	41	43	45	
<b>Sworn Total</b>	<b>53</b>	<b>55</b>	<b>57</b>	
<b>Civilian Personnel</b>				
Executive Assistant	1	1	1	
Administrative Assistants	3	3	3	
Records Supervisor	1	1	1	
Records Technicians-Full Time	4	3	3	
Records Technician-Part Time	0	1	1	
Attorney	1	1	1	
Associate Prosecutor	1	1	1	
Courts Technician-Full Time	1	1	1	
Courts Technician-Part Time	2	1	1	
Custodian-Full Time	1	1	1	
Custodian-Part Time	1	1	1	
Crossing Guard-Part Time	5	5	5	
Community Service Officer-Full Time	3	2	2	
Community Service Officer-Part Time	5	6	6	
Property Custodian	0	1	1	
IT Specialist	1	1	1	
<b>Civilian Total</b>	<b>30</b>	<b>30</b>	<b>30</b>	
<b>Total Authorized Personnel</b>	<b>83</b>	<b>85</b>	<b>87</b>	<b>0</b>

## SECTION 4. PATROL DIVISION

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The Plainfield Police Department provides the community with a full range of police services, including responding to emergencies and calls for service (CFS), performing directed activities, and solving problems. The department is service-oriented, and thus provides a high level of service to the community. Essentially, every call for service from the public gets a police response and every criminal case gets investigated. The department embraces this approach and considers every request for service from the public important and deserving of a police response.

The Patrol Division is directed by a commander who oversees the following functions: Patrol, Traffic, K9, Community Service Officers, School Crossing Guards, and vehicle fleet management. As part of our operational assessment, we examined each of these functions. For clarity, we will report on each function separately.

As we examine calls for service workload demands, we call upon the department to identify the unit's workload to be examined. As is common in many agencies that we work with, the department asked that we consider the workload of the sworn field units, in this case Patrol and Traffic. The data provided in the following workload assessment reflects only that data relevant to these personnel. For instance, while Community Service Officers handle some calls for service, neither they nor their workload are reflected in this portion of the assessment.

### WORKLOAD DEMAND

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It was reported to the CPSM team that no call is considered too minor to warrant a response and no case is too small to warrant an investigation. The PPD is interested in providing a very high level of service to the community and this translates into a posture that every call, no matter how minor, will receive a response from an officer. The result of this policing philosophy is the delivery of comprehensive policing services to the community. The department has the hallmark of a small-town approach to policing, in which people are not just faceless citizens but valued members of a community. Service is personalized, the police are part of the fabric of the community, and expectations for police service are high.

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 these calls. Later in this section, after reviewing workload and conducting a workload demand analysis, we will discuss options for workload demand reductions should the village find it appropriate to alter service delivery.

Table 4-1 presents information regarding the main categories of calls for service and self-initiated activity (workload) during the period of January 1, 2018 to December 31, 2018. In total, department officers were dispatched to approximately 13,312 calls during that 12-month period, which is approximately 36.5 calls per day or 1.5 calls per hour. Additionally, officers were responsible for 12,340 self-initiated activities during that one-year period, which is approximately 33.8 per day or 1.4 per hour. Regarding self-initiated activities, 91 percent of those involved a traffic enforcement stop. Additionally, this table reflects the average amount of time required (in minutes) to complete this workload, and the average number of units that responded to each category of call.



**TABLE 4-1: Calls for Service**

Category	Community-initiated			Police-initiated		
	Calls	Units per Call	Minutes	Calls	Units per Call	Minutes
Accidents	1,295	1.6	51.5	59	1.2	35.6
Alarm	1,117	1.3	12.2	0	NA	NA
Animal	276	1.2	26.5	11	1.5	18.2
Arrest and prisoner	0	NA	NA	26	2.1	41.8
Assist–citizen	3,198	1.1	33.4	96	1.1	26.6
Assist–other agency	1,160	1.6	21.4	64	1.3	23.8
Check	772	1.7	25.8	52	1.5	15.8
Crime–other	66	1.6	26.6	12	1.5	73.9
Crime–persons	261	2.2	59.1	9	1.3	79.9
Crime–property	660	1.5	55.1	14	1.1	34.2
Disturbance	1,143	2.4	36.7	27	1.8	36.3
Investigation	441	1.6	29.5	50	1.4	28.2
Miscellaneous	612	1.4	21.4	63	1.3	38.1
Parking	418	1.1	13.6	53	1.0	7.2
Suspicious incident	861	1.6	22.4	366	1.2	13.5
Traffic enforcement	1,032	1.3	19.3	240	1.1	15.4
Traffic stop	0	NA	NA	11,198	1.1	11.0
<b>Weighted Ave./Total Calls</b>	<b>13,312</b>	<b>1.5</b>	<b>30.5</b>	<b>12,340</b>	<b>1.1</b>	<b>11.9</b>

## Out-of-Service Activities

In evaluating total workload, we must consider not only community-initiated calls for service and self-initiated activities, but a variety of administrative duties which we refer to as out-of-service activity. This may include range training, court appearances, report writing, vehicle maintenance, and many other categories of such activity. Such activities are inherent in policing.

In the period of January 1, 2018, through December 31, 2018, the dispatch center recorded activities that were not assigned a call number. We focused on those activities that involved a patrol unit. We also limited our analysis to non-call activities that occurred during shifts where the same patrol unit was also responding to calls for service. Each record only indicates one unit per activity. There were a few problems with the data provided and we made assumptions and decisions to address these issues:

- We excluded activities that lasted less than 30 seconds. These are irrelevant and contribute little to the overall workload.
- Another portion of the recorded activities lasted more than eight hours. As an activity is unlikely to last more than eight hours, we assumed that these records were inaccurate.
- After these exclusions, 3,942 activities remained. These activities had an average duration of 52.1 minutes.

In Table 4-2, we report out-of-service activities and workload by type of activity. When we conduct our workload analysis, we include these activities in the overall workload when comparing the total workload against available personnel in the winter and summer periods we examined.

**TABLE 4-2: Activities and Occupied Times by Description**

<b>CAD Status</b>	<b>Occupied Time</b>	<b>Count</b>
Administrative duties	54.3	74
At base	54.4	598
Busy-admin unit on duty	49.1	1,893
Evidence technician	49.4	1
Extra patrol	6.9	26
Firearms qualifications	71.1	42
Follow-up	29.5	148
Follow-up, available	81.3	3
Foot patrol	46.1	21
In court	92.8	92
In service training	97.3	7
In training-unavailable	96.1	118
Range duties	52.4	63
Report writing	56.2	258
Special detail	81.3	138
Traffic detail	17.2	35
Traffic stop	3.8	2
Vehicle maintenance	28.6	60
<b>Administrative - Weighted Average/Total Activities</b>	<b>53.1</b>	<b>3,579</b>
Lunch break	43.3	323
Personal break	25.4	40
<b>Personal - Weighted Average/Total Activities</b>	<b>41.3</b>	<b>363</b>
<b>Weighted Average/Total Activities</b>	<b>52.1</b>	<b>3,942</b>

### Observations:

- The most common administrative activities were associated with the status code “busy-admin unit on duty.”
- Personal activities were meal breaks.
- The activities with the longest average time were for training and court.
- The average time spent on administrative activities was 53.1 minutes and for personal activities, it was 41.3 minutes.

Although the exact dynamics of this out-of-service work is beyond the scope of this report, the PPD should examine these activities more carefully to better understand the use of time in this area. There could be a high administrative burden with respect to patrol operation, and perhaps there is an opportunity to explore this time with an eye towards creating greater

efficiencies. It could also be an opportunity for tighter supervision on patrol in order to minimize time spent in this area.

## PATROL DEPLOYMENT AND STAFFING

Taking into consideration the demand for police services and the concept of the saturation index (see the following section for a discussion of the saturation index), appropriate levels of patrol staffing can be determined. The optimal level of patrol staffing will lead to the modeling of patrol schedules and act as the foundation for the staffing of the entire department.

The PPD's main patrol force is scheduled in 12-hour shifts starting at 6:00 a.m. and 6:00 p.m. Each shift is supervised by one sergeant. The number of sworn officers per shift is uniform and each shift staffs a "cover" officer either starting at 10:00 a.m. on the day shifts or 2:00 p.m. on the night shifts. Table 4-3 presents the current staffing by shift.

**TABLE 4-3: Patrol Staffing by Shift**

Shift <sup>1</sup>	Sgt.	PO	Total
Day A – 0600x1800	1	7	8
Night A – 1800x0600	1	7	8
Day B – 0600x1800	1	7	8
Night B – 1800x0600	1	7	8
<b>Total</b>	<b>4</b>	<b>28</b>	<b>32</b>

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.<sup>2</sup> The length of the shift is secondary to the application of that shift to meet service demands.

The 12-hour shift poses advantages and disadvantages. On the positive side, the 12-hour shift requires fewer work appearances for officers and supervisors. Presumably, fewer appearances translates into a higher quality of life away from work. From an operational perspective, the 12-hour shift results in a greater percentage of officers working on any given day, thus more officers to deploy toward crime, traffic, disorder, and community issues at any one time. This shift also affords a tight unity of command, as supervisors and officers work together each shift. This promotes better supervision and better esprit de corps among employees.

On the negative side, a 12-hour shift configuration with four equally staffed squads results in a constant and fixed level of patrol staffing throughout the day. Service demands vary, peaking in the evening hours and waning in the early morning hours. With a constant supply of personnel and a variable demand for their services there will be a continual surplus and shortage of resources. Also, with a four-squad configuration a "silo" effect is often created. The natural rotation of this shift configuration creates four separate squads that do not interact often, this

1. Each shift includes one officer assigned as a "cover" officer. On the Day Shifts the cover officer is assigned to work 1000x2200 and the Night Shift "cover" officer is assigned to work 1400x0200. In addition to the personnel listed in the table, the PPD currently has two officers assigned to patrol in field training. These two officers are not included in the patrol strength levels.

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

creating personnel “silos.” Similarly, it is difficult to communicate between the “silos” and between the squads and the executive management of the department.

In its totality, however, the patrol shift schedule in the PPD is efficient.

## Workload Demand and Patrol Staffing Analysis

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

Although some police administrators suggest that there are national standards for the number of officers per thousand residents that a department should employ, that 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 and population are inappropriate to use as the basis for staffing decisions.

According to *Public Management* magazine, “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.”<sup>3</sup>

Essentially, “discretionary time” on patrol is the amount of time available each day where officers are not committed to handling CFS and workload demands from the public. It is “discretionary” and intended to be used at the discretion of the officer 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 get the chance to address other community problems that do not arise through 911, and are not available in times of 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.

Staffing decisions, particularly for patrol, must be based on actual workload. Once the actual workload is determined the amount of discretionary time is determined and then staffing decisions can be made consistent with the department's policing philosophy and the community's ability to fund it. The PPD is a full-service police department, and 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 of this style of policing in the context of community demand.

To understand actual workload (the time required to complete certain activities) it is critical to review 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.

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

Analysis of this type allows for identification of activities that are really “calls” from those activities that are some other event.

Understanding the difference between the various types of police department events and the resulting staffing implications is critical to determining deployment needs. This portion of the study looks at the total deployed hours of the police department with a comparison to current time spent to provide services.

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

The Rule of 60 is not a hard-and-fast rule, but rather a starting point for discussion on patrol deployment. Resource allocation decisions must be made from a policy and/or managerial perspective through which costs and benefits of competing demands are considered. The patrol saturation index indicates the percentage of time dedicated by police officers to public demands for service and administrative duties related to their jobs. Effective patrol deployment would exist at amounts where the saturation index was less than 60.

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

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

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

### **Rule of 60 – Part 1**

According to the department personnel data available at the time of the site visit, patrol is staffed by 33 sworn officers<sup>4</sup> (1 commander, 4 sergeants, 28 police officers). These 33 of the 57 sworn officers represent 57.9 percent of the sworn officers in the PPD. Adding the 1 sergeant and 3 officers from the Traffic Unit brings this figure to 64.9 percent (37 of 57 sworn officers). Accordingly, the department is reasonably aligned with Part 1 of the Rule of 60.

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4. At the time of the site visit, two police officers were still assigned to their field training and not fully assigned to patrol.

## 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, CPSM 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 CPSM’s contention that patrol staffing is optimally deployed when the SI is in the 60 percent range. An SI greater than 60 percent indicates that the patrol manpower is largely reactive, and overburdened with CFS and workload demands. An SI of 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 signals 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 *overall* service demands on patrol staffing. When SI levels exceed 60 percent for substantial periods of a given shift, or at isolated and specific times during the day, then decisions should be made to reallocate or realign personnel to reduce the SI to levels below 60. This is not a hard-and-fast rule, but rather a starting point for discussion on patrol deployment. Resource allocation decisions must be made from a policy and/or managerial perspective through which costs and benefits of competing demands are considered. The patrol saturation index indicates the percentage of time dedicated by police officers to public demands for service and administrative duties related to their jobs. Again, effective patrol deployment would exist at amounts where the saturation index was less than 60.

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

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

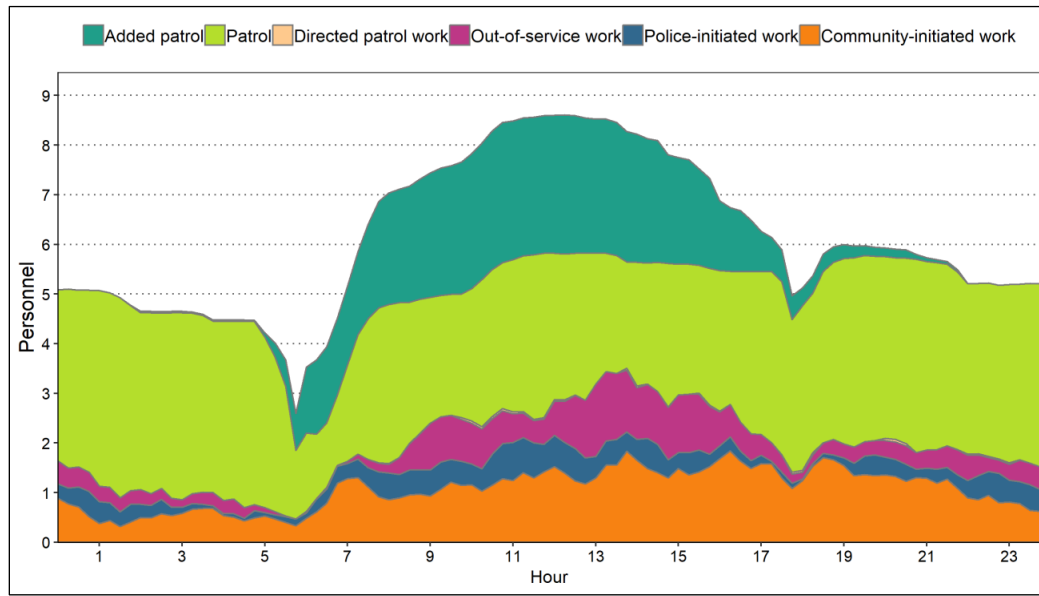
Figures 4-1 through 4-8 represent workload, staffing, and the “saturation” of patrol resources in the PPD during the two eight-week periods (seasons) on which we focused our workload analysis. By “saturation” we mean the amount of time officers spend on patrol handling service demands from the community. In other words, how much of the day is “saturated” with workload demands. This “saturation” is the comparison of workload with available manpower over the course of an average day on weekdays and weekends during the two eight-week periods of January/February (Winter) and July/August (Summer) 2018. Examination of these figures permits exploration of the second part of the Rule of 60. The figures represent the

manpower and total workload, and to comply with this rule, total work should be less than 60 percent of total patrol manpower.

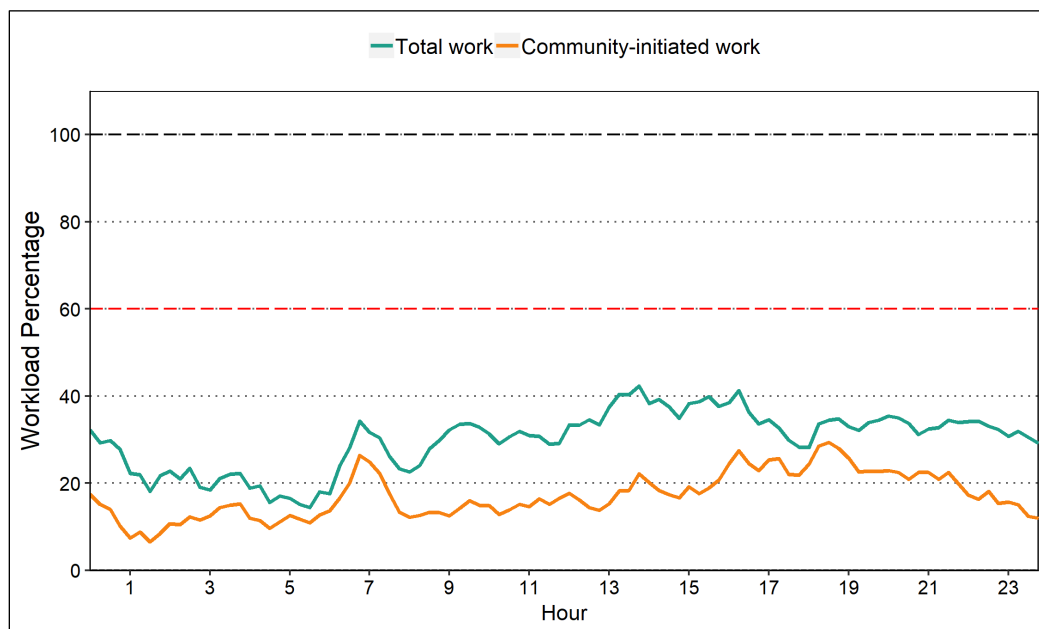
For example, reading left to right in Figure 4-1, we begin at midnight and reflect activity over the 24-hour day. Here, the activity reflects that of both Patrol and Traffic officers. The left column (Personnel) reflects staffing levels. The colors, looking from bottom to top, represent as follows; orange (community-initiated activity, blue (self-initiated activity), magenta (out-of-service time), and lime green and deep green (uncommitted time). The lime green and deep green sections identify the staffing levels by assignment.

Figure 4-2 reflects workload percentages over the same 24-hour period. The orange line reflects community-initiated workload, while the aqua line reflects total workload percentage. The total represents both community-initiated workload and added workload associated with police-initiated activity. The black, dashed line represents total manpower, and the red dashed line represents the workload saturation level of 60 percent.

**FIGURE 4-1: Deployment and Workload, Winter 2018, Weekdays**



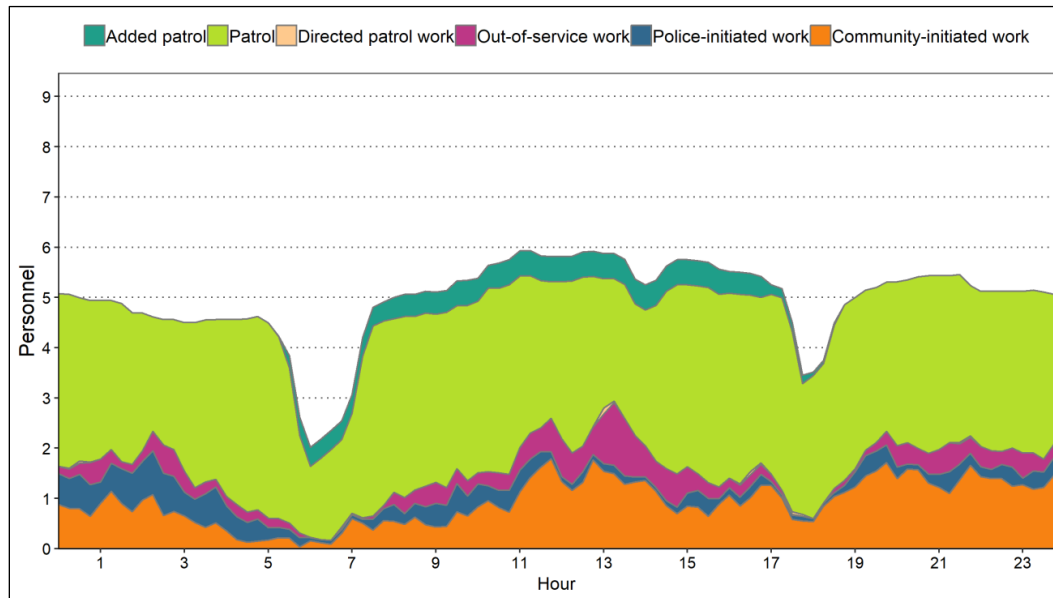
**FIGURE 4-2: Workload Percentage by Hour, Winter 2018, Weekdays**



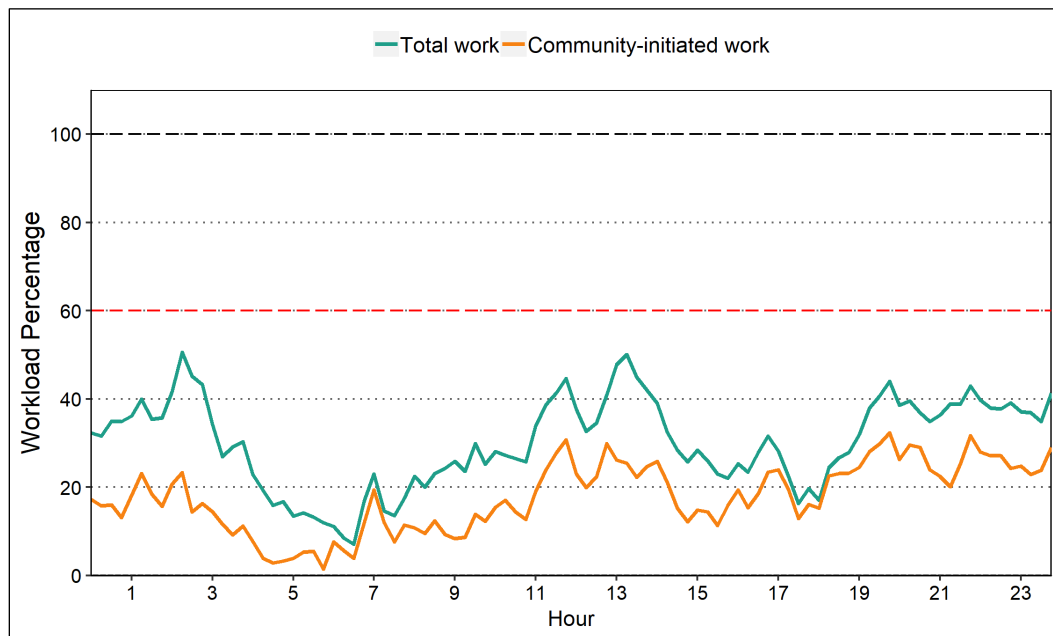
Figures 4-1 and 4-2 present the patrol workload demands and SI for weekdays in winter. As the figures indicate, the SI never exceeds the 60 percent threshold. The SI ranges from a low of approximately 18 percent at 5:30 a.m. to a high of 42 percent at 1:45 p.m., with a daily average of 31 percent. All indications reflect that the workload for this time period is manageable.



**FIGURE 4-3: Deployment and Workload, Winter 2018, Weekends**

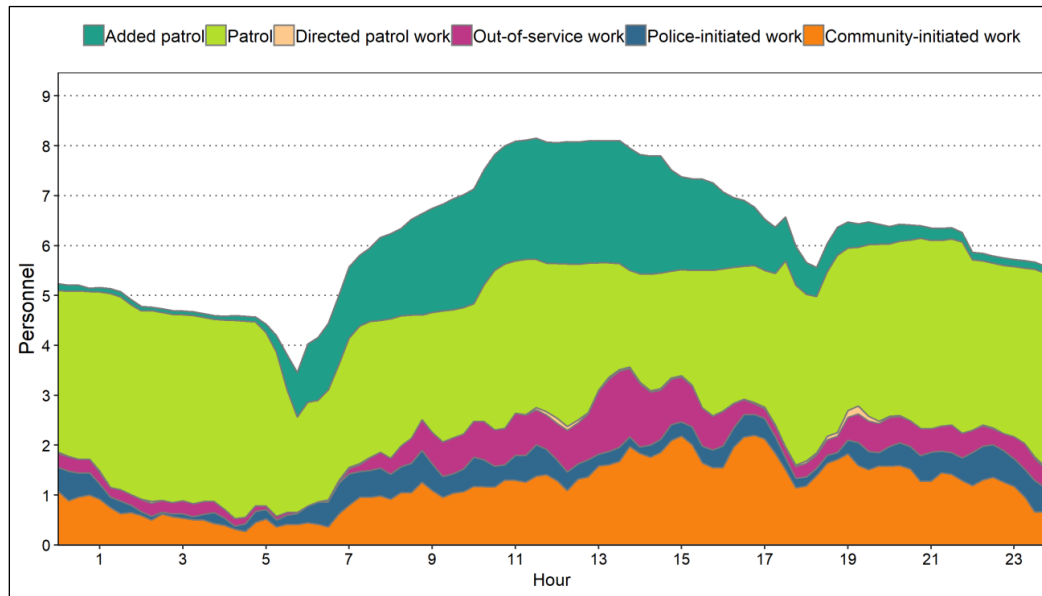


**FIGURE 4-4: Workload Percentage by Hour, Winter 2018, Weekends**

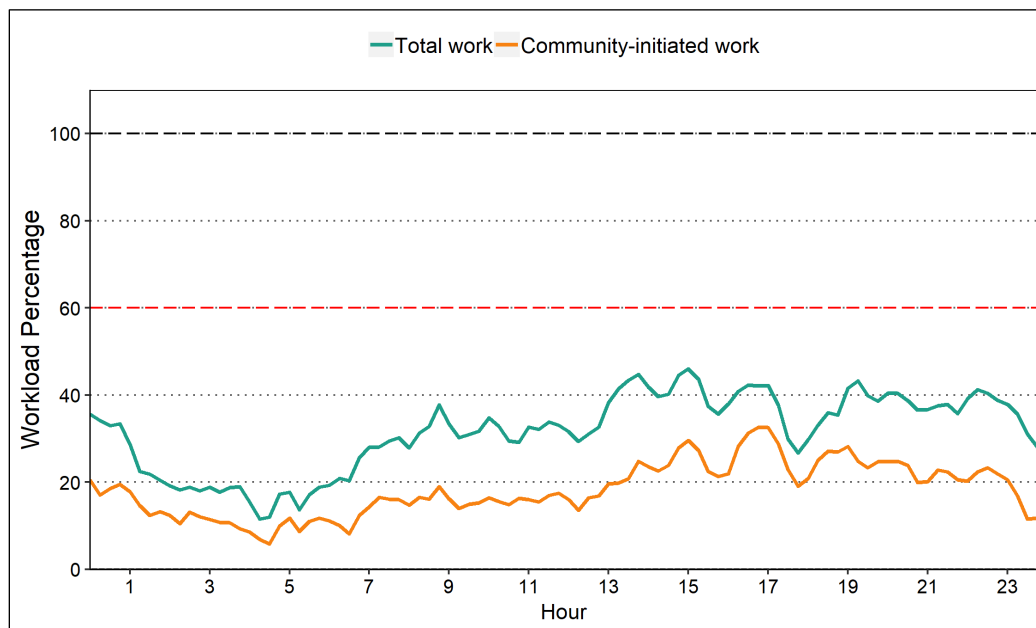


Figures 4-3 and 4-4 present the patrol workload demands and SI for weekends in winter. The workload never exceeds the 60 percent threshold. The SI ranges from a low of below 10 percent around 6:30 a.m. to a high of 51 percent at 2:15 a.m., with a daily average of 31 percent. Again, indications reflect that staffing for this period is reasonable.

**FIGURE 4-5: Deployment and Workload, Summer 2018 Weekdays**

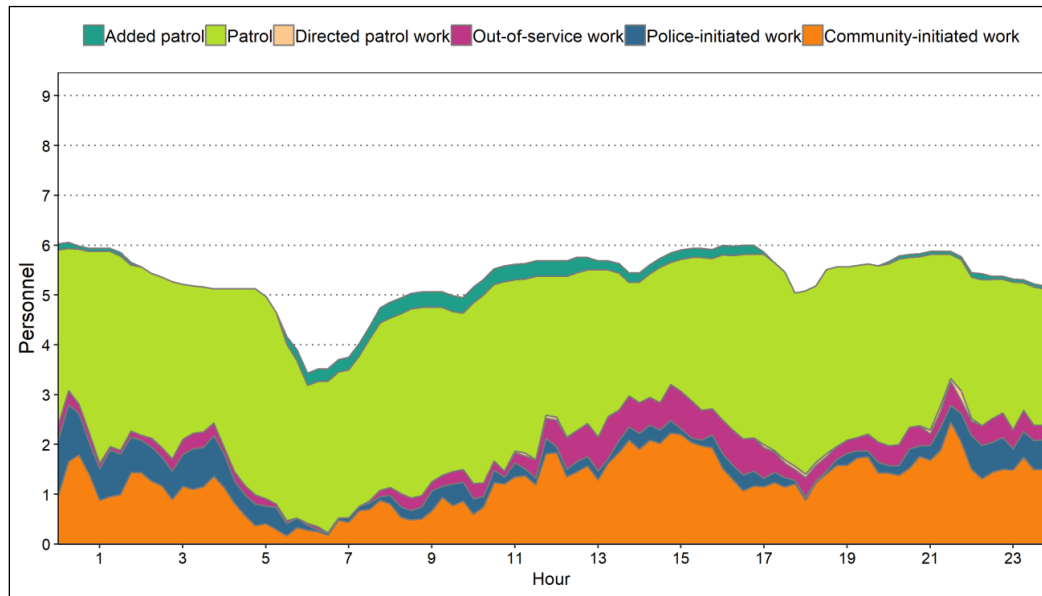


**FIGURE 4-6: Workload Percentage by Hour, Summer 2018, Weekdays**

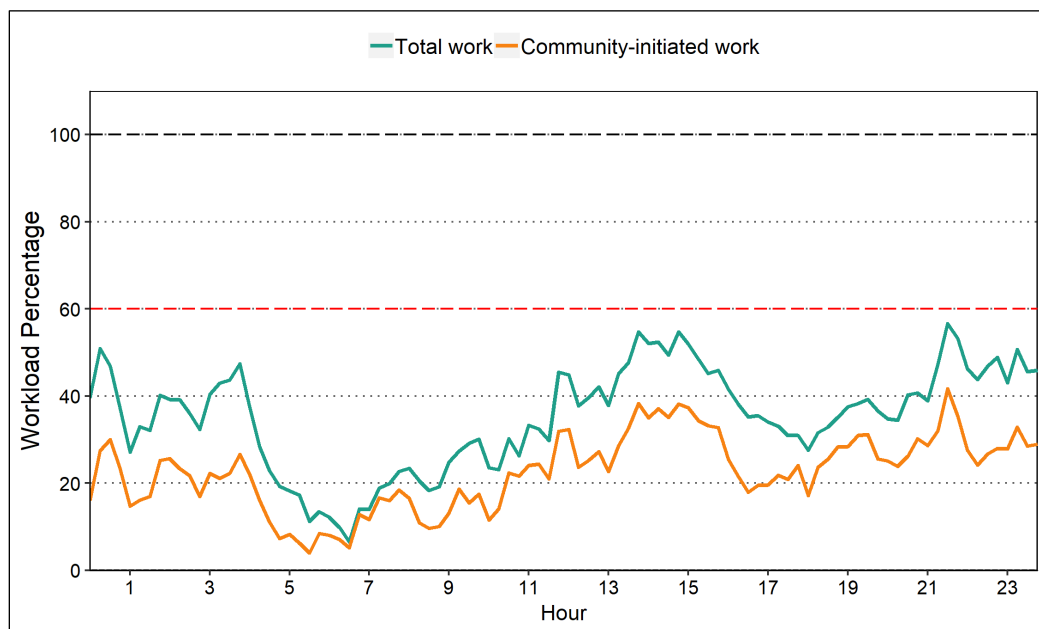


Figures 4-5 and 4-6 present the patrol workload demands and SI for weekdays in summer. The workload never exceeds the 60 percent threshold. The SI ranges from a low of approximately 16 percent at 4:30 a.m. to a high of 46 percent at 3:00 p.m., and a daily average of 33 percent. Again, staffing levels appear appropriate for workload demands.

**FIGURE 4-7: Deployment and Workload, Summer 2018, Weekends**



**FIGURE 4-8: Workload Percentage by Hour, Summer 2018, Weekends**



Figures 4-7 and 4-8 present the patrol workload demands and SI for weekends in summer. The workload never exceeds the 60 percent threshold. The SI ranges from a low of below 10 percent at 6:30 a.m. to a high of 57 percent at 9:30 p.m., with a daily average of 36 percent. Unsurprisingly, this period reflects the highest workload demand, as the population has generally ended the work week, and weather conditions are favorable for leisure and outdoor activities.

It is important to recognize that this data reflects averages. Undoubtedly, there are incidents that occur during a work period that take all available resources. Based upon the overall workload percentages reflected, it would appear that this occurs infrequently. All law

enforcement agencies, including Plainfield, have mutual aid agreements, formal or informal, where assistance from outside agencies can be obtained when necessary. Although the need for routine mutual aid is very limited, should the village choose to become less reliant on mutual aid assistance, substantial additional personnel resources would be required.

While workload does not breach the 60 percent threshold during the day, the workload does average greater than 40 percent during many periods during the day, particularly when “added patrol” resources are not available. As such, it is our conclusion, specific to the department's ability to respond to routine call for service demands, that appropriate patrol staffing exists to reasonably handle workload demands.

For a perspective on individual officer activity, consider the following. From January 1, 2018 through December 31, 2018, 31 PPD patrol and traffic officers handled 13,312 calls for service from the public, conducted 12,340 self-initiated activities, made approximately 749 arrests, and issued 7,114 traffic citations. Assuming every activity was handled equally and each officer worked the equivalent of 161 twelve-hour shifts in the year (which factors in six weeks of leave time), each of the 31 officers served as the primary handling unit on 429 calls for service from the public, or 2.7 calls per shift; assisted on 215 calls for service from the public, or 1.35 per shift; conducted 398 self-initiated activities, or 2.5 per shift; made 24 arrests, or one arrest every 6.7 shifts; and issued 229 traffic citations, or 1.4 traffic citations per shift. These numbers are skewed on the high side as not all activities were handled by patrol officers alone; however, these figures provide a point of reference as to activity level. For instance, patrol sergeants also handle limited calls for service and/or assists and engage in enforcement activities, and SROs are responsible for a number of juvenile arrests. Should these personnel be included in the calculations, the per-officer numbers would be adjusted accordingly.

While we conclude that patrol staffing levels are appropriate, there are significant shortfalls in patrol supervision staffing. Additionally, the absence of a Community Response Team to target chronic offenders, high-crime locations, and quality-of-life issues is a weakness. Both of these resources are vitally important, warrant further discussion, and will be addressed later in this section.

## Spatial Representation of Demand

The figures presented previously (Figures 4-1 through 4-8) provide a thorough examination of the service demands placed on the PPD during different times of the day and week. In addition to these “temporal” demands, it is also possible to illustrate the “spatial” demands on the PPD. Examining the spatial demands permits the exploration of where incidents are occurring.

Maps were generated using the CFS data that CPSM extracted from the CAD system; these maps illustrate problem areas in the village using the data from the one-year study period. The goal in this section is to illustrate problematic locations in the community and the parallel need to develop specific strategies around those locations.

As can be seen in Figures 4-9 and 4-10, there are several distinct incident “hot spots” in the community. It is clear that retail, commercial, and high traffic corridors command a great deal of attention from the PPD. There are numerous discernible hotspots, with concentrations of CFS in retail and commercial locations throughout the city. This comes as no surprise, as these areas are vibrant and well-traveled parts of the community and presumably demand a large share of attention from the police department.

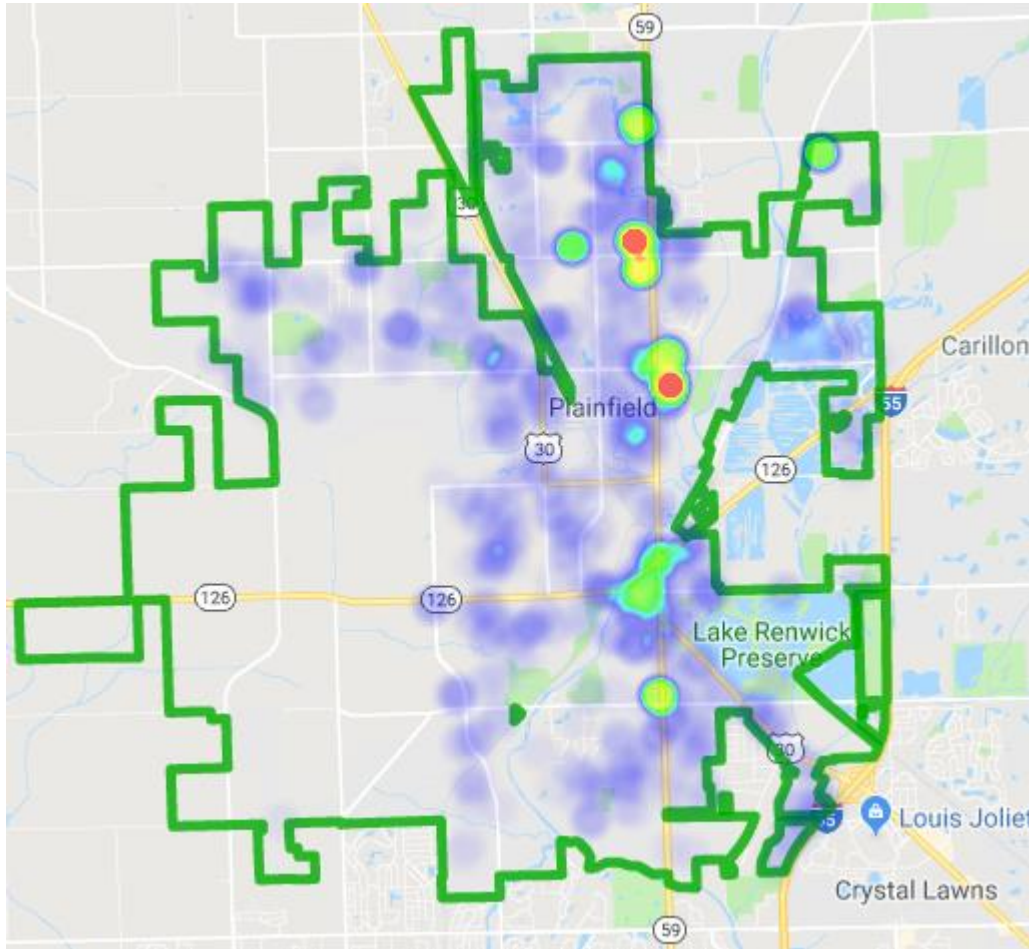
Each one of the actual “hot spots” in the community should be the focus of a specific and targeted strategy that aims to eliminate, or drastically reduce, the conditions present at those

locations. Undoubtedly, these locations receive the lion's share of attention from patrol officers in the department, and consideration should be given to formulating a deliberate plan to deal with these locations in a proactive fashion.

CPSM recommends taking a more strategic approach to addressing crime at these locations. The PPD should create a targeted strategic plan for each of these locations. All of the operational resources—patrol, investigative, etc.—should be brought to bear on crime and disorder at these locations. Shoplifting could just be a simple juvenile prank, or it could be part of an organized ring of retail and identity theft. Police departments across the country are seeing a growing trend of gang involvement in retail and identity theft, as well as auto larceny in the vicinity of commercial hubs. A more coordinated and strategic approach is thus warranted; it will have an impact on reducing crime and be an efficient use of available patrol resources.

For example, the Patrol commander could direct patrol and traffic officers, and community response teams if created, to target these locations. They could provide high-visibility patrol in these areas, identify and track recidivist offenders, follow-up on open investigations, conduct targeted enforcement on motor vehicles used in these offenses, as well as employ a variety of tactics identified by the PPD which might have an impact on crime at these locations. With the appropriate resources, the commander could develop and implement a strategic plan and be held accountable for the success of that plan. This same approach could be applied to other areas of importance as well, such as safety and security in parks and on the bike paths, traffic safety, community policing, etc. The maps, therefore, become a tool to focus the department on where the problem areas are, and the commander becomes the tool to develop and implement the strategic plan to address these problems.

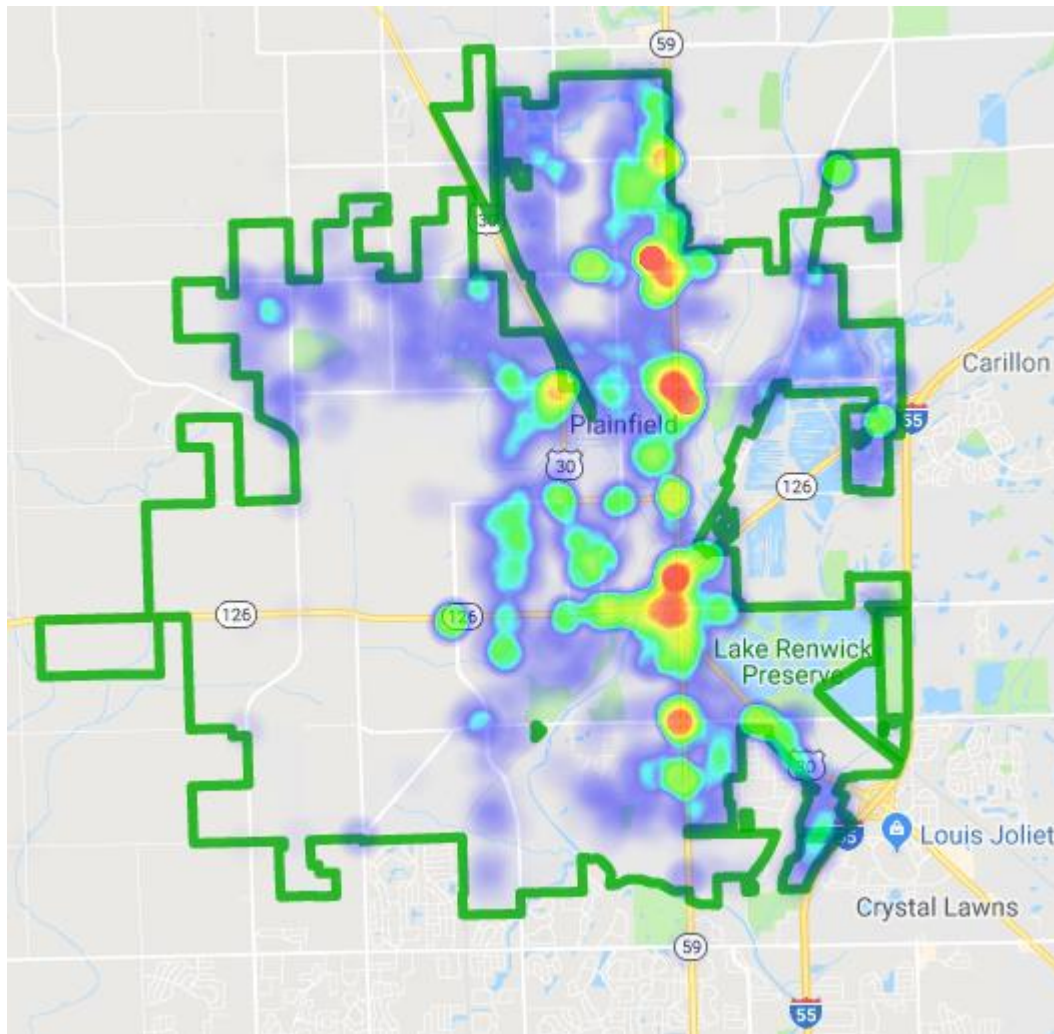
**FIGURE 4-9: Spatial Representation of Crime CFS (Red > 20 Crime CFS)**



Runs	Location	Place
34	12690 S RT 59	Walmart
28	13521 S RT 59	Meijer
18	12800 S RT 59	Target
16	15800 S RT 59	Thorntons Gas
15	13441 S RT 59	Menards
15	11860 S RT 59	Kohls
15	12001 S Naperville Rd	Plainfield East HS



**FIGURE 4-10: Spatial Representation of Community-Initiated CFS (Red > 100 CFS)**



Runs	Location	Place
865	14300 S Coil Plus Dr	Plainfield PD (not on map)
147	12690 S RT 59	Walmart
128	S RT 59 & W Main St	
127	S RT 59 & W135th St	
97	13521 S RT 59	Meijers
93	W Renwick Rd & S RT 59	

## Workload Demand Reduction Strategies

As previously discussed, in general, CFS workload demand volume in the PPD is within acceptable bounds, even with the practice of responding to any and all calls for service. This of course, is a policy decision for the village. Many agencies, based upon CFS workload demand, find it necessary to screen out calls that do not directly impact public safety before they are dispatched.

There are many categories of CFS that are non-emergency in nature and do not require an immediate response by a police officer. The bottom line here is that a substantial number of CFS dispatches to officers could be eliminated. This would free officers' time to address other conditions present in the community as opposed to spending time at CFS at which their services are not essential. Sparing officers from responding to non-emergency CFS allows them to remain available and on patrol in the community. In some cases, expanding the utilization of civilian personnel in handling calls for service will free up police officers' time. The following categories of CFS could be examined with an eye toward reducing or redirecting the response by the PPD.

Again, it is important to recognize that the present service delivery model is a policy decision for the village, one with which the residents have become accustomed. These options are offered for consideration only. Thoughtful consideration, with community input, must be given to changes in service level delivery.

### Alarm Reduction Program

False alarms are a source of inefficiency for police operations. The alarm industry is a strong advocate of developing ordinances and procedures to address police response 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. During the CPSM study period, the PPD responded to 1,117 alarm calls. The response to the overwhelming majority of these calls is undoubtedly unnecessary and could be an inefficient use of police resources.

Article VIII of the Plainfield Code of Ordinances governs the management of false alarms. In November 2012, the Village Board voted to remove the registration requirement for residential alarms. Also, according to the ordinance, if the police are called to a false alarm, the alarm owner will receive a warning for the first three false alarms. The fourth false alarm carries a \$50 fine; the fifth carries a \$100 fine; the sixth or more false alarm carries a \$200 fine. Data from 2018 indicates that only 20 alarm owners were sanctioned for false alarms, and the village collected \$2,900 in fines for the year. During this same period, the PPD responded to 1,117 alarms; presumably, more than 95 percent of these were false alarms. Therefore, fewer than 2 percent of all the false alarm responses in the village received any sort of sanction.

Thus, while the village has an ordinance regarding false alarms, it does not appear to be having an impact on the number of false alarms in the community. Consideration could be given to taking a more aggressive approach to these incidents. Increasing the fees associated with repeated false alarms might have an impact. Communities around the country have ordinances that incur fees of more than \$1,000 for repeated false alarms. A \$50 fee might be seen as manageable cost of doing business, while a \$1,000 fee might induce a more lasting change.

Similarly, the PPD should revisit the registration requirement for alarm owners. Undoubtedly, with a registration requirement comes a greater level of oversight and accountability for both the alarm owner and installer. The PPD could identify problematic locations and/or alarm installation



companies that are generating a large number of false alarms and work with them to reduce or eliminate future occurrences.

In addition, some communities are enacting a double-call verification protocol. Under such a program, an alarm CFS is verified by the 911 dispatcher with the alarm company before an officer is dispatched to respond.

In general, responding to false burglar alarms is an inefficient use of police emergency resources. The department could take a more aggressive approach to the situation. The PPD and the city should explore avenues to minimize these responses to the greatest extent possible.

### **Automobile Accidents**

Automobile accidents are another category of call for which the response by a sworn officer is questionable. In the period under observation, the PPD responded to 1,295 motor vehicle accidents. Some agencies have minimized or discontinued responding to routine traffic accidents (property damage only, no criminality) where traffic flow is not impacted. Most accidents involve only property damage to vehicles and the role of an officer is simply to prepare a report. When injuries occur or vehicles are inoperable and blocking traffic, however, police response is important. Proper training of dispatchers and inquiries by dispatchers during the initial call-taking process can easily triage vehicle accident calls to determine which ones require a police response.

According to Illinois law, the driver of a vehicle involved in an accident within the state, and which results in injury to or death of any person, or in which damage to the property of any one person, including himself, in excess of \$1,500 (or \$500 if one of the vehicles involved is not covered by liability insurance), must report that accident no later than 10 days after the accident. This reporting requirement pertains to crashes on public streets and on private property.

The PPD has an accident response hierarchy that requires Traffic Unit personnel to respond if they are available to investigate vehicle accidents with injuries. Patrol units are required to respond to vehicle accidents on public streets, and Community Service Officers (CSO) can respond to vehicle accidents involving property damage only on private property. Essentially, if a traffic accident is reported there will be a response of some form by an operational unit in the PPD.

Police departments across the country have interpreted regulations, such as the one governing crash reporting in Illinois, as a mandate to respond to every traffic crash and prepare a report. This results in numerous hours spent by patrol officers responding to and documenting traffic crashes. CPSM contends that this approach is not an efficient use of patrol officer time.

CPSM suggests that only a limited number of vehicle crashes require a police response. When a motor vehicle is disabled or blocking the roadway, or there is a dispute between motorists, or one motorist is intoxicated, or other criminal activity is alleged, a police response is required. When the crash is routine and none of those factors are present, the motorist should be advised to prepare the required Illinois forms and submit them to the state: no response by the police is necessary. This can be done by responding to the police headquarters and preparing the report, or getting the report online and submitting the documents accordingly. This process also spares the need for an officer to respond to the scene and keeps them free to perform other, more critical functions.

An alternative would be to broaden the scope of the responsibilities of the Community Service Officer (CSO) position. CSOs are trained to complete the SR1050 crash report and could respond

to minor traffic accidents either on public streets or private property. Serious accidents resulting in injury, criminality, etc. would still be in the purview of patrol or traffic officers as appropriate, but the burden of responding to minor crashes can be shifted from police officers on patrol to CSOs. In this way, the service provided at accident scenes continues as it does today; however, patrol officers' time is freed up for more critical functions.

Again, thoughtful consideration, with community input, must be given to any changes in service level delivery.

### **Assist Citizen**

In 2018, the PPD responded to more than 3,200 "Assist Citizen" CFS, almost 25 percent of all CFS received from the public. These CFS, like "Miscellaneous" CFS, are generally non-criminal and non-emergency in nature, which likely results in the non-descript label assigned to them. Included here are calls to unlock a citizen's car door, something that tow operators routinely do in most agencies. Inspection of these types of calls reveal over 1,500 "return phone message" and 1,500 "walk-in-at-station" calls. These are undoubtedly calls where a member of the public wants to speak with a police officer about a non-emergency situation. The usual approach by the PPD is to assign these CFS to an officer on patrol and that officer responds to the police station to handle the situation.

### **Methods to Relieve Officers of Response**

CPSM recommends that the PPD revisit the policies with respect to handling these types of calls. There are several methods of dealing with these requests for service that do not require removing an officer from patrol to handle them. Some of these methods are as follows:

#### Expand CSO Duties

Instead of using sworn officers to deal with non-emergency issues raised by the public, the PPD could consider assigning CSOs to the police station during business hours to prepare reports (accident and crime complaints) and answer the myriad of service-related questions that these types of CFS cover.

#### Limited Duty Police Officers

At the time of the site visit, there were five police officers assigned to limited duty because of injury. As they convalesce and recover from their injuries, these officers are prohibited from normal patrol functions. However, they do not lose their power and authority as police officers and could easily be tasked with the administrative issues that likely arise from walk-in complaints.

At the time of the CPSM site visit, two officers were assigned to limited duty during the night shift (6:00 p.m. to 6:00 a.m.). To alleviate the necessity of calling a police officer into the station from patrol to handle minor issues, these two officers could be reassigned to work during the day, in uniform, at the walk-in window.

#### Web-based or Deferred Response

The department website provides a number of features that enable a user to learn about the department's organization as well as link to city services (meeting minutes, online bill pay, etc.). However, one feature that is missing is the ability for members of the community to report minor crimes and other incidents online and without the response of an officer. Communities around the country have had success with this additional feature for community members to report minor offenses.

Web-based reporting is not a panacea for reducing non-emergency responses, but is an excellent tool to consider, nonetheless. The PPD should consider developing and implementing the use of such a system. Communities around the country have developed an online service

that permits reporting of minor theft, lost property, minor property damage, etc. This serves as both a convenience to the customer and reduces workload demand on police staff.

In addition to the web-based reporting, the PPD could consider staffing a telephone response program to various categories of CFS. The telephone response or differential response function could deal with past crimes and routine inquiries to the department, thus eliminating the response of a sworn officer. Non-emergency calls, such as past crimes, minor property damage, and harassment (all categories that can be handled by web-based reporting) can be handled by this program. Instead of dispatching an officer to these types of calls, or having an officer respond to headquarters off patrol, the information is deferred (delayed) until a staff member becomes available to respond to the call.

This process could divert nonemergency calls from the patrol units, and thus provide officers with more time to engage in proactive and directed patrols or traffic enforcement duties. Assigning CSOs and limited duty police officers to this deferred response program would be a natural fit.

Alarms, accidents, and assist citizen/miscellaneous CFS accounted for nearly 50 percent of all CFS received from the community (1,295 alarms, 1,117 accidents, 3,198 assist citizen, 612 miscellaneous, equals 6,222 CFS or 46.7 percent of all community-initiated CFS) during the year studied. The large majority of these CFS most likely did not require an emergency response by the police. The department and community stakeholders should evaluate the response policy for these categories of calls and determine if the current practice is appropriate or if modifications can be made.

## Traffic Stops

During the study period, the PPD conducted 11,198 traffic stops; this accounted for 91 percent of all self-initiated activity. The stops resulted in more than 7,000 citations issued. On the one hand, the department should be commended for having such a rigorous traffic enforcement policy. Undoubtedly, traffic is one of the greatest concerns for the community and traffic enforcement is a critical method to addressing those concerns and improving traffic safety. On the other hand, the policies underlying that level of enforcement need to be reconsidered.

In 2014, Illinois enacted a statewide prohibition on ticket quotas. The law expressly prohibits municipalities from requiring a law enforcement officer to issue a specific number of citations or warnings within a designated time period. Civil liberty advocates as well as police union officials welcome such laws as positive steps to curbing abuses of authority, strengthening the trust between the police and the community, and improving traffic safety.

The PPD does not have a ticket quota with regards to traffic enforcement and is in compliance with this law. However, there is a policy requiring officers on patrol to “stop” an average of three motor vehicles on each shift they work. There is no requirement to issue citations or warnings, but there is a quota to conduct a specific number of traffic stops each day. For example, if an officer does not conduct any stops on one shift, he or she is considered to have a deficit and would need to stop six vehicles on the next shift in order to catch up. Over the course of time, an officer is expected to conduct an average of three traffic stops for each day they work.

While this policy does not violate the letter of the law, it violates the spirit of the law. CPSM recommends strongly that this policy be discontinued immediately.

## PATROL SUPERVISION – OFFICER IN CHARGE (OIC) MODEL / COMMUNITY RESPONSE TEAM (PROPOSED)

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Previously, we mentioned two issues in Plainfield that we identified: inadequate supervision staffing in patrol and the lack a Community Response Team to target chronic offenders, high-crime locations, and quality-of-life issues.

As was illustrated in Table 4-3, each patrol squad in the PPD is supervised by one sergeant. Under this system there is one supervisor assigned around the clock to cover patrol operations. That sergeant is frequently found in the station conducting administrative duties, thus leaving the village without supervision in the field. In the event the assigned supervisor is unavailable (for vacation, sick, training, etc., which can be as much as 25 percent of total work time), the PPD relies on an “Officer-in-Charge” model of supervision. The OIC model essentially calls for the senior-most police officer who has received supervisory training to act as the temporary supervisor for that particular shift in the sergeant's absence.

CPSM recommends that the OIC model of shift supervision be eliminated. The OIC receives training for this position; however, the notion that effective supervision will be delivered by an OIC who will then revert to the role of patrol officer at the next shift seems unrealistic. The PPD should ensure that a supervisor, that is, a sergeant or even commander if necessary, is assigned to supervise patrol operations at all times. Having a sergeant assigned to each shift will improve supervision and command and control of emergency incidents as well as provide a greater protection against liability for the village.

CPSM strongly recommends that additional sergeants be added to patrol operations to improve supervision. As well, the additional sergeants can be used to leverage the department's strategic efforts towards crime reduction, traffic safety, and community relations. Both of these important goals—improved supervision and strategic enforcement—can be accomplished simultaneously, but by using different approaches. The following options illustrate these various approaches.

### Option 1

Add one sergeant to each patrol squad. With two sergeants assigned to each squad one would always need to be available to supervise patrol. Under this model, one sergeant would have primary responsibility for patrol and the other would act as a “community response” sergeant (CRS). The CRS would have responsibility for executing the department's strategic plans to address crime, traffic, and community issues.

Under this model, if both sergeants were working and one was included in the minimum staffing requirements imposed by the PPD, then that sergeant should be assigned to a specific patrol zone. When both sergeants are working and minimum patrol coverage is met by police officers, then the CRS model would apply and the second sergeant would be tasked with addressing strategic issues.

Four additional sergeants would be required to support Option 1.

### Option 2

The next option involves adding two additional squads to patrol. These squads, comprised of one sergeant and two officers, would be assigned to work flexible 12-hour shifts during the times they are needed the most. Based upon the available crime, traffic, and CFS data, it would

appear that the most beneficial times for these squads to be on duty would be from 1100 to 2300 hours on the weekdays, and 1300 to 0100 hours on the weekends. The two teams would follow the same day-off rotation currently used, but act as “swing” shifts and overlap the day and night shifts by the hours selected. In addition to the patrol overlap provided, these squads could act as “community response teams” to address crime, traffic, and community concerns.

The sergeant assigned to these squads could be used to backfill patrol when one of the other sergeants is off duty. The sergeant assigned to the “swing” shift would be required to change their hours in order to accommodate the vacancies created in the other shifts when those shift supervisors are absent. This method, will not cover all supervisor vacancies, and there will be a need for the PPD to provide coverage on overtime.

When the “swing” sergeant is not required to cover patrol as a patrol supervisory, they can concentrate on the primary role as supervising the community response teams.

Two sergeants and four police officers would be required to support Option 2.

### Option 3

Option 3 entails creating a separate unit in the Patrol Division with the primary responsibility to address crime, traffic, and community issues. The Community Response Team (CRT) would be comprised of one sergeant and four officers, embedded in the Patrol Division, and the four officers would have direct responsibility for the four individual patrol zones. The sergeant would be directly responsible for the operation of the team as well as being available to supervise patrol when the shift sergeant is unavailable. The officers, like Traffic Unit personnel, would be assigned to work 10-hour shifts, and have flexible working hours and days off to respond to problems identified by the PPD. This team would be a resource for the department to conduct proactive enforcement activity as determined by the department. This team may work hand-in-hand with the detectives assigned to specialty squads, case investigators, and patrol officers to combat community problems. They would also be responsible to acting on intelligence and crime information to address patterns and trends emerging in the community. As discussed above, this team would be a resource to deploy at “hot spots” and to track and address chronic offenders as identified by spatial crime analysis and recidivist monitoring.

The CRTs would also act as the crime analysis and criminal intelligence arm of the CPD (see below). In addition, this team could conduct fugitive enforcement efforts to locate and arrest people wanted or who have outstanding warrants. It is not recommended that their responsibility be to execute high-risk warrants or make tactical entries. However, there are many outstanding warrants for persons who are wanted for past crimes and who are not being pursued. The CRTs would be responsible for coordinating the enforcement of these warrants, which would undoubtedly improve crime reduction efforts in the community.

The newly created CRTs could also benefit from a closer working relationship with code enforcement and traffic personnel, and private security in the large commercial businesses. Oftentimes, the biggest concerns of the community involve code and traffic violations. In addition, from a criminological perspective, disorder is thought to be linked to crime. Minor disorderly conditions, such as abandoned or dilapidated property, graffiti, littering, abandoned vehicles, etc. are thought to be the breeding ground of serious criminal offending. Therefore, correcting disorderly conditions not only addresses complaints from the community, it has the added impact of reducing serious crime. Similarly, the large retail stores in the community demand a large share of the operational resources; having a specific liaison on patrol might alleviate many of the reactive responses to these locations.

Additionally, having a cadre of officers each assigned to a geographic area of the village will help these officers gain a better understanding of the crime and quality-of-life conditions important to the community. Armed with this knowledge, officers can work as a team to combat community problems on an ongoing and long-term basis. This approach contemplates proactive enforcement and balances an overly reactive policing style in place in Plainfield. It is recommended, therefore, that consideration be given to staffing a sworn complement of officers that can act as CRTs. As well, it is recommended that a new model be implemented wherein officers are given geographic responsibility for areas of the village, engage the organized community to increase self-protection and crime prevention, and perform proactive enforcement directed at community concerns.

One sergeant and four police officers would be required to support Option 3.

The three options presented above offer different alternatives to addressing the lack of continuous patrol supervision, and the limited degree of proactive enforcement, found in Plainfield. Option 1 provides the greatest amount of patrol supervision, but lacks staffing to support a Community Response Team. Option 3 provides the greatest amount of proactive enforcement, and option 2 offers a combination of the two approaches.

We offer these as options, each of which has value. We believe that the Chief of Police is best positioned to determine which of these options, or a variation, best meets the needs of the village and department.

## TECHNOLOGY ON PATROL

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The department employs an impressive array of technology for patrol operations. The vehicle fleet for patrol is appropriately equipped and managed, and each vehicle contains radar and computer technology with the ability to access department systems and prepare reports remotely. Officers use mobile digital computers in the patrol vehicles to obtain real-time information related to their daily tasks.

In addition to the mobile digital computer capabilities, the standard patrol unit is equipped with radar, in-car video systems, and high-powered weapons (either AR-15 or shotgun). Furthermore, several patrol units are equipped with Automated External Defibrillators (AEDs).

Three pieces of widely used technology are not present on patrol: electronic ticket readers, automatic license plate readers, and body-worn cameras (BWC).

Officers on patrol have two options for preparing traffic citations. Officers can both enter the driver and vehicle information in the mobile computer and print a citation from the in-car printer, or handwrite a citation. Anecdotal information suggests that the majority of citations are handwritten due to problems, real or perceived, with the mobile computers. An added piece of equipment to improve this process is a handheld electronic ticket reader (e-Citation). Electronic transfer of data improves speed, accuracy, and safety for officers preparing citations. As well, it prevents the need for Records Section staff to manually enter citation information, a duplicate process when handwritten citations are issued.

Recent research has shown that license plate readers are very effective tools for apprehending auto thieves and recovering stolen vehicles. They cost around \$20,000 to \$25,000 per device, and can check license plates almost ten times faster than an officer manually checking license



plates, and can result in double the number of arrests and recoveries of stolen vehicles.<sup>5</sup> Agencies that employ LPR technology report that over the next five years they plan on increasing the deployment of LPR to equip approximately 25 percent of their patrol cars. It is strongly recommended that the PPD implement this technology. While the technology can be installed in vehicles, in Plainfield, it may be more desirable to install at traffic corridors into the village such as Highways 30, 59, and or 126.

The implementation of police BWCs is becoming widespread in the U.S. Empirical research shows that BWCs reduce the number of citizen complaints against the police, reduce uses of force by the police, and protect the police against frivolous or false allegations of misconduct. The International Association of Chiefs of Police has a model policy on BWCs that can act as a foundation for the PPD.<sup>6</sup> There are numerous technical, legal, and procedural issues that must be developed in conjunction with BWCs for the PPD, as well as the issues surrounding acquisition and purchase of the devices and related data storage. The PPD should embark on a process to explore all of these issues and implement BWCs for officers in all enforcement positions as soon as practical.

## Patrol Recommendations:

- Increase supervisory staffing on patrol shifts to ensure that a sergeant or above is on duty for patrol deployment on a 24/7 basis. (Recommendation No. 3.)
- Institute a Community Response Team to address chronic crime, nuisance, and quality-of-life issues. (Recommendation No. 4.)
- Consider opportunities offered in this report to modify procedures for handling of non-emergency, non-police CFS. (Recommendation No. 5.)
- Discontinue the policy requiring officers on patrol to make three traffic stops each shift; rather, focus on targeted enforcement as discussed in reporting on the Traffic Unit that follows. (Recommendation No. 6.)
- Deploy E-cite technology to improve efficiencies in the issuance of traffic citations. (Recommendation No. 7.)
- Deploy a License Plate Reader or Readers as a crime prevention tool. (Recommendation No. 8.)
- Deploy body-worn cameras for officers in enforcement positions. (Recommendation No. 9.)

## TRAFFIC UNIT

The Traffic Unit is comprised of one sergeant, three officers, six community service officers (CSO), and five school crossing guards. The sworn personnel in the unit work overlapping schedules from 5:00 a.m. to 6:00 p.m., Monday to Friday. There is no weekend or night-time coverage. The CSOs generally work business hours, also Monday to Friday; the newest CSO will work on Saturdays when training is completed. The school crossing guards, of course, work hours when schools are in session.

The scope and breadth of the operations of this unit are impressive. In general, an effective traffic safety program is one that embraces the “Three E’s”: Enforcement, Education, and Engineering, with a focus on driving down the number of crashes and injuries from these crashes,

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5. Police Executive Research Forum study of LPR effectiveness in the Mesa, Ariz., police dept.

6. <https://www.theiacp.org/sites/default/files/all/b/BodyWornCamerasPaper.pdf>

and improving overall traffic safety and quality of life in Plainfield. On all traffic safety dimensions, the PPD is doing an excellent job. In fact, the operation of the Traffic Unit in the Plainfield PD is among the best CPSM has encountered in the United States.

From an enforcement perspective the unit has a very high level of traffic stops. According to the CPSM data analysis, traffic stop was the number one CFS logged during the study period. In addition, the PPD issues a substantial number of tickets and warnings during those stops. Table 4-4 illustrates the high volume of activity in this area that took place in 2018. The four members of the unit conducted 2,919 traffic stops in 2018, which amounted to 25.2 percent of all the motor vehicle stops conducted by the entire department. Similarly, Traffic Unit personnel issued 3,329 citations in 2018, which amounts to more than 44 percent of all the citations issued by the entire department. Also, in 2018, Traffic Unit officers issued citations in 114 percent of all their traffic stops. Essentially, this means that nearly every stop resulted in a citation being issued, and in many stops more than one citation/violation. The unit should be commended for such a rigorous enforcement program.

**TABLE 4-4: PPD Traffic Unit Enforcement 2018**

Unit Member	MV Stop Rank in PPD	# of Stops	# Citations	% Citation@ Stop
112	4	354	410	115.8%
127	2	850	817	96.1%
160	3	527	778	147.6%
147	1	1,180	1,324	111.4%
	<b>Total</b>	<b>2,919</b>	<b>3,329</b>	<b>114.0%</b>

Sheer volume of enforcement, however, is not enough to improve traffic safety. In general, this enforcement should be focused on the drivers most at risk of accidents, at crash-prone locations, and for violations of the law that are deemed to be causing those accidents. In other words, random vehicle enforcement is inefficient; however, a targeted approach can yield substantial gains in traffic safety.

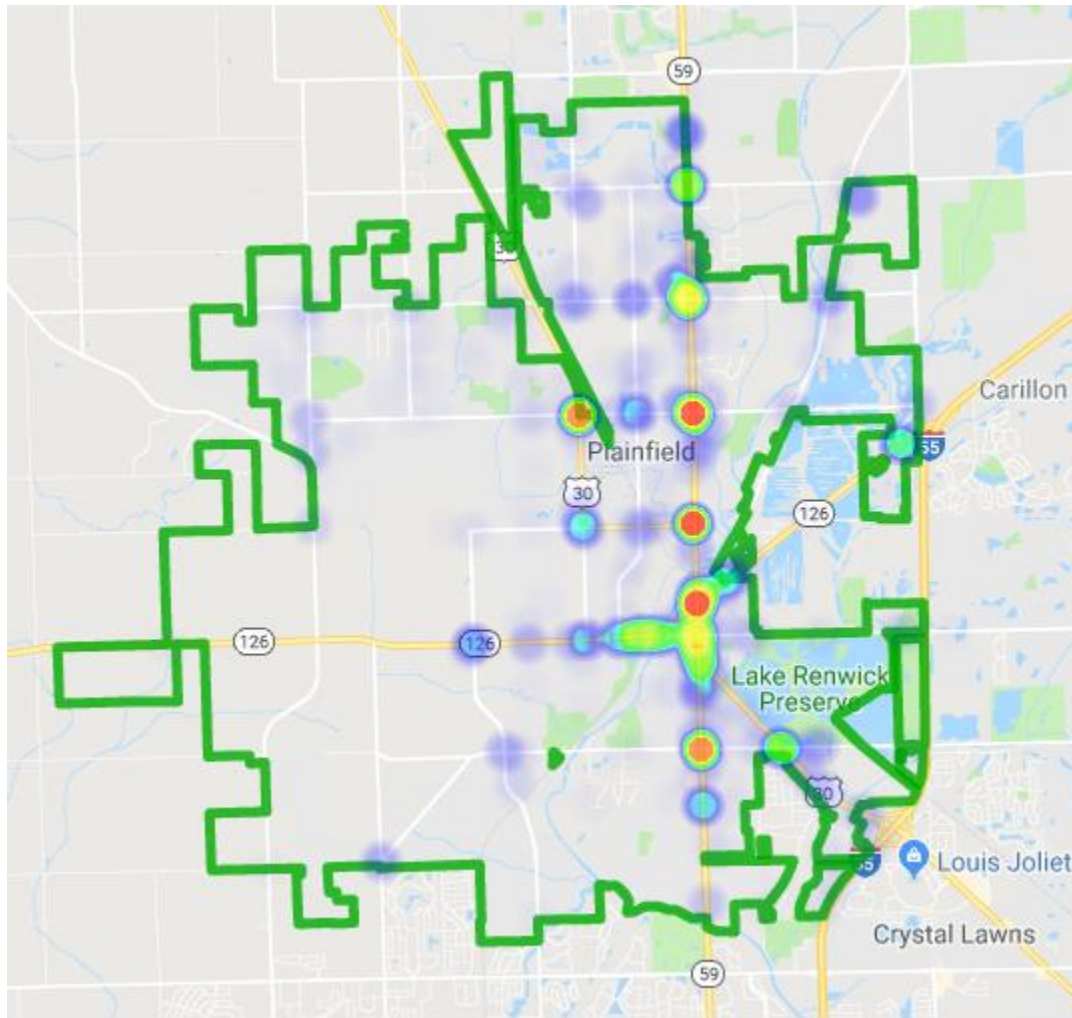
Examination of the traffic crashes in Plainfield over the last three years shows that the most frequent crash type was “rear-end” collisions, which represent almost 50 percent of all crashes in Plainfield (622 of 1369).

Comparing the most frequent tickets issued since 2018 with the top accident causes for the same period shows a close connection. Speed is among the top citations issued, with more than one-third of all citations issued for speeding infractions. Undoubtedly, driver inattention caused by the use of cell phones (phone calls, texts, social media, etc.) is a major cause of rear-end collisions. The unit, and the PPD in general, should aggressively enforce distracted driving laws.

In addition to focusing the type of enforcement on the specific contributing factors, this enforcement should be conducted in the locations that are crash prone. Ideally, the targeted enforcement should be conducted at these locations. Figure 4-11 illustrates the locations of traffic stops in Plainfield made during the CPSM study period. Figure 4-12 reflects the location of traffic enforcement stops.

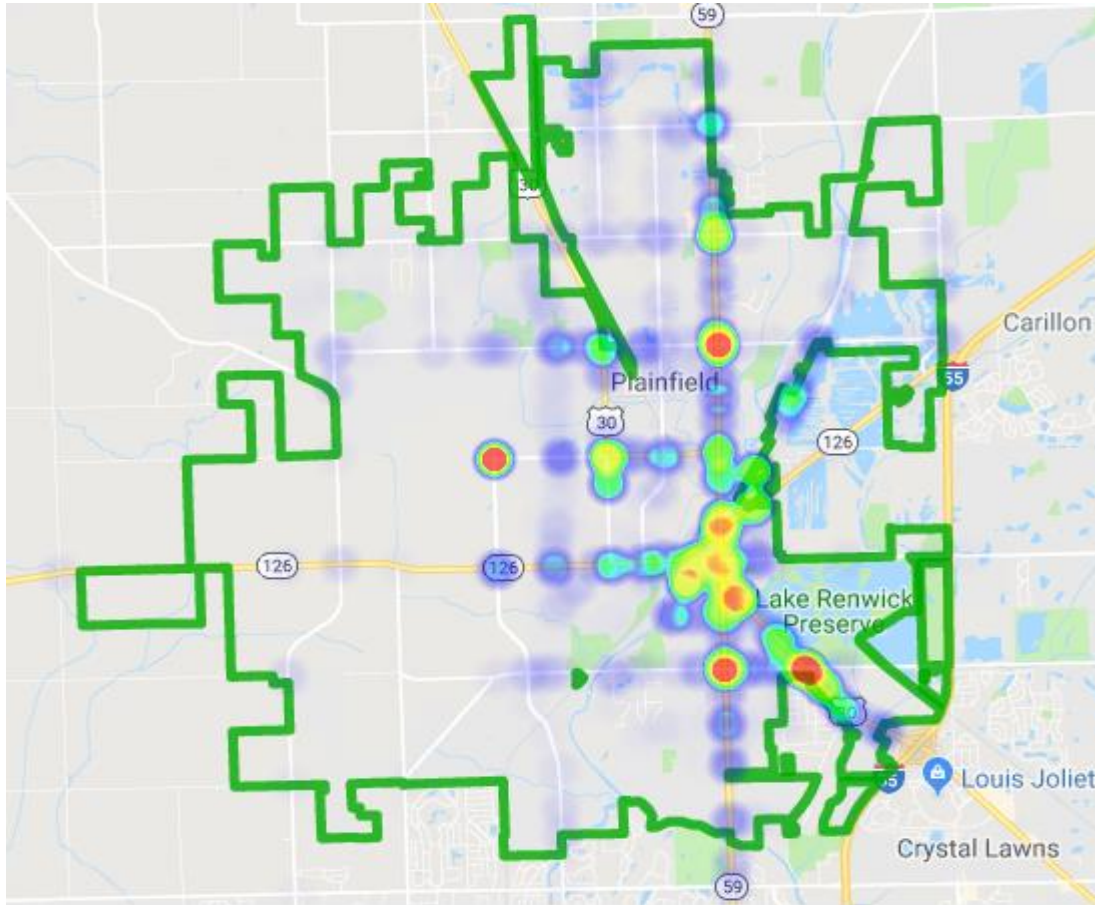


**FIGURE 4-11: Spatial Representation of Accidents (Red > 40)**



<b>Runs</b>	<b>Location</b>
58	S RT 59 & W135th St
41	S RT 59 & W Main St
40	S RT 59 & W143rd ST
39	W135th St & S RT 30
39	W Renwick Rd & S RT 59

**FIGURE 4-12: Spatial Representation of Traffic Stops (Red > 250)**



Runs	Location
271	W143rd St & S Steiner Rd
252	S RT 59 & W Renwick Rd
245	W Renwick Rd & S Lincoln Hwy
208	W135th St & S RT 59
195	15919 S Lincoln Hwy
181	S Joliet Rd & W Union St
179	S James St & W Commercial St
175	S Wallin Dr & W143rd St

From an examination of Figures 4-11 and 4-12 together, it appears that the PPD is conducting the right enforcement at the right locations. This is the most highly evolved traffic enforcement program that CPSM has had the opportunity to observe. The department is to be commended for the strategic approach taken here. Undoubtedly, the roads in Plainfield are safer because of this approach.

In addition to the impressive traffic enforcement approach discussed above, the Traffic Unit in the PPD takes an aggressive approach towards hit-and-run investigations. Every accident involving an allegation of hit-and-run is investigated by the Traffic Unit. The unit supervisors

evaluate every crash report and take a case on every hit-and-run crash that has the potential to be solved.

The unit does not formally track these investigations, but an analysis of the hit-and-run incidents that occurred in 2019 shows impressive results. According to the PPD, at the time of the CPSM site visit (May 3, 2019), there had been 52 total hit-and-runs recorded in 2019. Of those 52, 31 had no “solvability” factors. A solvability factor is essentially a “lead,” or some evidence that might lead to the identification of the suspect (or vehicle in this case) responsible for the crime. An efficient case-management system, like the one used here in the PPD, considers the solvability of an investigation, closes the ones that have none, and assigns the others for investigation.

Thus far in 2019, 21 hit-and-runs had solvability potential. Of those 21, 20 were solved, and in 15 the drivers were charged criminally for the hit-and-run. This results in a 38.5 percent clearance rate in hit-and-run investigations. Clearance rate is the percentage of solved investigations compared to the total incidents reported ( $20/52 = 38.5$  percent). Although there is no benchmark for these types of incidents, 38.5 percent compares very favorably with other types of property crime that is tracked. For example, in the PPD the clearance rate in 2016 was 6 percent for burglary, 29 percent for larceny, and 7 percent for vehicle theft. The Traffic Unit, therefore, is to be commended for accepting these incidents for investigation in the first place, and for achieving such excellent results.

The PPD Traffic Unit also has a robust traffic safety educational component. In 2018 alone, the unit conducted dozens of traffic educational events. The unit hosts both internal training and education with PPD personnel on traffic safety and enforcement, and external training and education with the community. The breadth and scope of the educational efforts by the unit are impressive.

Lastly, the Traffic Unit works very closely with the village administration to improve traffic safety. The unit is a participant in the Traffic Safety Committee, which meets regularly to explore roadway redesign and signage and review locations with a high number of accident. The focus of the meetings is to analyze the location of these accidents with an eye towards roadway and signage redesign. Making engineering changes to existing roadways is a challenge. Many roads are controlled by the state and making changes to county and city roads can be expensive and take a large amount of planning. However, sometimes simple adjustments such as signage can be effective.

In addition to meeting with this committee, the Traffic Unit investigates problematic crash locations that come to its attention. These locations are identified by complaints from the community or from the regular analysis of accident reports. Once the location is considered problematic, the Traffic Unit studies the location, conducts enforcement operations, and confers with committee to make adjustments to the location as needed.

The evaluation of problematic crash locations demonstrates an excellent approach to traffic management. Making alterations to roadways can be difficult; however, the PPD has developed an approach that is responsive to problems as they emerge and integrates it with a long-term approach that is grounded in data analysis.

The PPD Traffic Unit embraces the application of the Three E's towards traffic safety. However, an opportunity exists to improve an already high-performing unit. As indicated, the Traffic Unit is doing all of the things that a Traffic Unit should be doing, and doing them well. The PPD would be better served if these efforts were embraced by the Patrol Division as well. On its own, the Traffic Unit is doing an excellent job, but unit members only work a limited number of hours in the

week. Officers on patrol should be tasked with doing more focused traffic enforcement and education.

As mentioned above, PPD patrol officers are expected to conduct three traffic stops each day. While CPSM strongly recommends this policy be discontinued, it serves to illustrate a disconnect with regards to traffic safety. Officers on patrol are not required to focus their enforcement on problematic locations, simply on conducting the requisite number of stops. Conducting enforcement untethered to a specific problem to be solved is somewhat of a wasted effort. A greater emphasis and focus can be placed here to allow patrol personnel to have a greater impact on traffic safety.

Each squad sergeant should be tasked with implementing a traffic safety plan for their particular squad. Each shift has specific traffic safety problems, and these should be measured and tracked, with officers conducting enforcement focused on these problems. The Traffic Unit could act as the “quarterback,” analyzing the data and developing the plan as it does now, but the patrol officers would have greater involvement in that plan’s execution. The Traffic Unit should not be expected to shoulder this burden on its own and more support is needed from the rest of the PPD.

## **COMMUNITY SERVICE OFFICERS (CSO) AND SCHOOL CROSSING GUARDS**

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As indicated, there are six CSOs under the supervision of the Traffic Unit. There is one full-time CSO who works Monday to Friday from 8:00 a.m. to 4:00 p.m., and five part-time CSOs who cover the same hours with staggered days off during the week. The CSOs are civilian employees of the PPD that perform duty in uniform in marked vehicles on patrol. They perform a wide variety of critical tasks including parking enforcement, animal control, school crossings, court transfers, vehicle lock-outs, traffic control, private property traffic crashes, and a whole host of administrative duties. These positions are extremely important and CPSM believes that they can be leveraged in a way that can create greater value for the department.

CSOs should be reassigned from performing school crossings, except in emergencies. The PPD has school crossing guard positions and additional personnel should be identified for these positions to work at the schools.

CSOs should be given additional tasks of preparing crime reports for past property crimes and low-level offenses. The PPD has taken the position that CSOs should not prepare crime reports, and this is a policy that should be revisited. As discussed above, when a member of the public enters the PPD headquarters to report an incident, an officer is called in from patrol to meet the individual. Depending on the incident, this could be a responsibility transferred to the CSOs. In fact, a CSO could be assigned to the PPD headquarters during business hours for this very purpose. In addition, assuming the PPD implements a deferred response policy for non-emergency CFS as recommended in this report, the CSO assigned to headquarters could be tasked with evaluating all of the deferred requests for service, handling appropriate ones, and distributing the others for a police officer to handle. Similarly, the current policy is to not assign CSOs to handle vehicle accidents with only property damage, except on private property. Again, in the overwhelming majority of accidents that require an exchange of information between the motorists, a CSO could be assigned to facilitate this process and assist in the preparation of accident reports as needed. Injury accidents could continue to be handled by police officers.

Furthermore, anecdotal information was received from officers on patrol that indicates CSOs could be useful on night and weekend shifts. Currently, they are only assigned during typical business hours, and it is believed that the hours of operation for CSOs could be expanded.

CPSM recommends that the entirety of the CSO position be reevaluated. There appears to be an opportunity to leverage this position to perform a greater variety of tasks during a larger portion of the day/week. It seems that the department is currently underutilizing the potential of this important personnel resource.

The Traffic Unit also has five school crossing guards (SCG) assigned. The PPD must cover 23 school crossing locations each school day at different times at four high school, four junior high schools, and seven elementary schools. To support the SCGs, CSOs and even police officers when needed are assigned to school crossings. The PPD should reevaluate the personnel assignments to these positions. CPSM recommends that the PPD increase the number of SCG positions in order to adequately cover school crossing needs. This could be accomplished using a combination of adding personnel or reducing the number of crossings staffed. The use of CSOs and POs for this purpose should be limited to emergency situations. In addition, the SROs assigned to the schools covered should work with the faculty and staff to identify appropriate school personnel to assist SCGs on their posts and backfill these positions when needed.

### SRO / Crossing Guard Recommendations:

- CPSM recommends that the entirety of the CSO position be reevaluated. There appears to be an opportunity to leverage this position to perform a greater variety of tasks during a larger portion of the day/week. (Recommendation No. 10.)
- Additional school crossing guards should be hired to reduce the reliance on CSOs and police officers to cover locations that may not be staffed. (Recommendation No. 11.)

### Fleet Coordinator

The PPD assigns one CSO as the Fleet Coordinator. The Fleet Coordinator works business hours during the week and is responsible for a wide variety of duties and responsibilities related to vehicle acquisition and maintenance of more than 100 vehicles assigned to the PPD. Inspection of the policies and procedures and documents related to this function reveal a well-managed and efficient operation.

The PPD takes the approach that the police vehicle is the officer's "office on wheels" and that officers need to provide care and attention to keep the vehicles operating smoothly. To support this approach, each commander has a vehicle budget, and every vehicle maintenance and expense record is itemized and tracked. With responsibility fixed with operational personnel, and detailed records related to each vehicle, better decisions can be made with respect to retiring vehicles that have passed their useful life (and therefore acquire new vehicles); this creates better management overall of the process.

The PPD is to be commended for this approach. It combines effective management and operational involvement and places the important decisions about these assets closer to the people that actually rely on them to be their "office on wheels."

An opportunity to improve this already excellent system exists, however. It appears that the administrative and recordkeeping part of this function resides in another position that is not the Fleet Coordinator. CPSM recommends that the Fleet Coordinator be responsible for all of the day-to-day responsibilities of this position, including the administration and management of the fleet records.



## POLICE SERVICE DOG (K9)

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The PPD deploys one sworn officer as a K9 handler. This officer and K9 are assigned to a patrol squad on the day shift. K9 “Kody” is a seven-year-old German Shepherd and has been assigned to the PPD since 2014. However, because of personnel levels on the day shift, the officer is regularly assigned to a patrol zone to handle CFS as part of the basic patrol deployment. The K9 asset, under these conditions, is not used.

According to the 2018 PPD Annual Report, the K9 Unit logged more than 400 hours of training, which includes him being certified as a Police Utility Dog. This certification includes obedience, article searches, area searches, tracking, building searches, aggression control, and narcotic detection. In 2018, K9 Kody had 20 outside agency assists and five assists on warrants; assisted in the recovery of \$15,000 in cash, and seizure of over 300g of marijuana, 40g of cocaine, and 15 tabs of ecstasy. In addition, K9 Kody conducted 30 vehicle sniffs, 25 school sniffs, seven tracks/searches, two article searches, and 35 community demos. There were no bites recorded in 2018.

From an operational perspective, this level of activity would be considered low. The deployment of a full-time K9 asset would be expected to engage in enforcement and deployment activity to a much greater extent. It appears that patrol staffing levels restrict the use of the K9 as intended and the team is diverted from K9 functions to conduct regular patrol. In addition, the low level of crime and drug activity in Plainfield suggests that the use of a full-time K9 program may not be warranted in the first place.

Costs associated with a K9 program, including staffing, out-of-service time for training, a dedicated vehicle, veterinary services, kennel, food, etc., are substantial. Given the activity level in Plainfield, the lack of productivity of the asset, and the costs associated, CPSM suggests that there is not an operational need for the program and consideration should be given to disbanding the unit.

### K9 Recommendation:

- Consideration should be given to discontinuing the police service dog program. (Recommendation No. 12.)

## SECTION 5. ADMINISTRATION DIVISION

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The Administration Division is commanded by the Administration Commander, who is assisted by an Administrative Assistant. The Investigations Unit is led by a Detective Sergeant who is in charge of four in-house detectives, one DEA Task Force Officer, and one officer who is assigned to the Will County Cooperative Police Assistant Team. An Administrative Sergeant supervises the Property Custodian, Records Supervisor, and three full time Records Technicians and one part-time Records Technician.

As we examine these functions, for clarity, we will report on each separately.

### INVESTIGATIONS UNIT

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The Investigations Unit is commanded by a sergeant who reports directly to the Administration Commander. The unit is comprised of one sergeant and four detectives. The unit also contains two task force officers who report to off-site locations. One officer is assigned to the Drug Enforcement Administration, and the other is assigned to the Cooperative Police Assistance Team. The Investigations Unit is located on the second floor of the police department.

#### Case Management

The detective sergeant supervises the four detectives and is required to monitor all the detectives' cases that are in an open status, as well as proofread investigative reports, assign cases, and manage case coding and tracking. The sergeant is also responsible for managing significant criminal incidents and sharing the pertinent information relating to the incident with other affected units within the department.

Each detective is assigned their caseload based upon the type of crime committed. Work is separated by the following types: Financial, Commercial Theft, Breaking and Entering, and Computer Crimes. For crimes not fitting into a specific category, the sergeant assigns the case based upon each detective's current caseload.

The on-call detective will be the primary investigator on any after-hours call out and remain as the investigator. For any major crime in which multiple detectives are called out, the detective sergeant will determine the primary investigator based on multiple factors including type of crime, subjects involved, and familiarity with the case or similar type cases.

Plainfield has an average clearance rate for reported crimes. Clearance rate is the relationship between reported crimes and persons arrested and charged for those crimes. It is an important measure of the overall effectiveness of a police department and an important measure of the performance of an investigative unit in a police department. 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: 1) at least one person has been arrested, 2) the person has been charged with the commission of the offense, and 3) the person 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 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: The agency must have identified the offender; gathered enough evidence to support an arrest, make a charge, and turn over the offender to the court for prosecution; identified the offender's exact location so that the suspect could be taken into custody immediately; or encountered a circumstance outside the control of law enforcement that prohibits the agency from arresting, charging, and prosecuting the offender.

**TABLE 5-1: Reported Plainfield, Illinois, and National Crime Clearance Rates (2016)**

Crime	Plainfield			National		
	Crimes	Clearances*	Rate	Crimes	Clearances	Rate
Murder Manslaughter	0	0	NA	17,819	10,021	56%
Rape	7	1	14%	126,378	44,136	35%
Robbery	3	1	33%	328,557	91,582	28%
Aggravated Assault	27	17	63%	789,005	402,556	51%
Burglary	35	2	6%	1,474,704	187,591	13%
Larceny	280	82	29%	5,517,312	1,082,866	20%
Vehicle Theft	15	1	7%	756,091	96,903	13%

\*Plainfield's clearance data is taken from the Illinois State Police annual report as these numbers are not reported to the FBI. National clearances are likely underreported, as some agencies report crimes but not clearances.

All criminal cases are forwarded to the Investigations Unit and are assigned to a detective. Due to every case being assigned there is no need of "solvability" factors. The case management system is part of the department's Premier One RMS. This is the same system utilized for all CAD and report writing. This allows detectives to have a "virtual" case folder in terms of adding attachment, photos, booking, property, etc. It allows the supervisor and other detectives to have access to those folders when needed. Premier One also has the ability to lock confidential folders and grant access to a select users by a password. The system provides detectives with the number of days the case has been opened. This system allows for the tracking of open and closed cases. There are a variety of reports which can be queried. The department utilizes these reports for their annual report and performance reviews.

## Detective Workload

As departments vary widely in their detective case management practices, there is no industry standard that states a specific number of cases which a detective can reasonably manage. For instance, nearly all agencies use solvability factors to determine if a case warrants investigation by a detective. As an example, cases such as theft from a vehicle where there are no witnesses, where the loss is not identifiable (i.e., cash), or where no physical evidence such as fingerprints or DNA exists, are considered unworthy of assignment to a detective as there are insufficient leads to conduct an investigation.

As such, in many agencies, a significant number of cases are not assigned to a detective and are closed following the preliminary investigation report taken by a patrol officer. In the case of



Plainfield, where activity levels are relatively low, and the department provides a high level of service, all cases are assigned to a detective for investigation, regardless of solvability factors.

Nonetheless, the International Association of Chiefs of Police suggests that a detective caseload of between 120 and 180 cases per year (10 to 15 per month) is manageable. Other sources suggest that departments should staff one detective for every 300 UCR Part I Index Crimes recorded each year.

The department reported 370 Part I crimes in 2018, or 92.5 per detective (Table 3-2). Detectives reported that they were assigned a total of 716 cases in 2018, or 179 per detective. According to both these benchmarks and the data provided, it would appear the PPD has adequate resources to manage criminal investigations.

## Interview Rooms

The department has standard interview rooms located at the PD. The interview rooms offer the capabilities of video and audio recording. While the recording system has experienced some technical issues in the past, these appear to have been resolved, and the system is functioning as designed. The system allows for constant monitoring of an ongoing interview, as well as the ability to review previous recordings via various workstations. The system is adequate for the needs of the Investigations Unit.

## Criminal Intelligence Sharing

The Investigations Unit currently utilizes a non-structured, ad hoc method of gathering and disseminating criminal intelligence with area departments. The detective sergeant exchanges information by making telephone contact with or exchanging emails with his peers.

Intelligence gathering and sharing are imperative to the success of any crime-fighting strategy, and therefore, it should be more structured. We all know that criminals do not stop their criminal behavior when they cross a jurisdictional boundary. They frequently commit crimes in multiple locales. Frequently, several jurisdictions may have a piece of the puzzle, and by coming together, they can assemble a complete picture.

CPSM recommends Plainfield host a monthly detectives' meeting for area departments. Area task forces and state and federal agencies should also be invited. These meetings should be designed to share information on current open and solved cases where the suspect is believed to be committing crimes in multiple jurisdictions.

These face-to-face meetings not only serve as a means of exchanging information, but they also bring together significant experience and expertise which can assist in solving crimes.

## Personnel Rotation

The detective sergeant and three of the four detectives are tenured in their assignments, meaning that their assignment is permanent absent a request for transfer, a performance related transfer, or promotion. This practice needs to be reviewed. Clearly, there is a benefit to longevity in an assignment. Longevity helps to build expertise, which can require costly training to replace. This has to be balanced with the overall benefit the department gains from granting opportunities to more of its officers to be exposed to specialized assignments, and then returning the experienced officers to patrol, where their knowledge and skills benefit supervisors and officers alike. As such, these detective positions should be rotational rather than permanent assignments.

Additionally, as staffing permits, a short-term patrol officer rotation assignment to detectives would also be helpful, even if only for six months. A six-month rotating assignment allows for an officer to gain a better understanding of the functions of the Investigations Unit. Such an assignment will provide officers with a better understanding of the importance of a complete, well-written report, proper evidence handling, and how to conduct follow-up investigations. It will also provide them with an increased level of contact with the District Attorney's Office and what that office requires for a case to be filed or an arrest warrant to be issued. The department would also benefit by being able to assess the officer's knowledge, skills, and abilities to perform detective work in the case that future assignments become available. Other departments that have instituted similar programs have reported an increase in job performance when the officer returns to their assignment in patrol.

### Investigations Unit Recommendations:

- Implement more rigorous crime analysis and intelligence gathering. (Recommendation No. 13.)
- Create monthly area detectives' meetings to share crime trend information, suspect information, and intelligence. (Recommendation No. 14.)
- Reevaluate the use of tenured assignments throughout the department. (Recommendation No. 15.)
- Create a six-month rotating detective bureau assignment for police officers as staffing levels permit. (Recommendation No. 16.)

## DEA AND WILL COUNTY COOPERATIVE POLICE ASSISTANCE TEAM

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The Plainfield Police Department details out two officers to area task forces. One officer is assigned to the Drug Enforcement Administration Task Force (DEATF), and the other is assigned to the Will County Cooperative Police Assistance Team (Will County CPAT). Each of these teams provides specialized investigations into unique criminal enterprises and which are best tackled by interagency collaboration.

The DEA Task Force mission is to disrupt illicit drug trafficking and seize dangerous drugs that exist in Plainfield and the surrounding communities. Over the last several years the detective has been involved in numerous mid- and high-level narcotics investigations involving a wide variety of controlled substances. The Plainfield representative on the DEA Task Force is a tenured position which is not limited by a specific length of time. One of the drawbacks of the tenured assignment is it limits the opportunity of other officers who are interested in serving in this capacity. This stunts the growth of these officers and can be a source of frustration.

The mission of the Will County CPAT is to promote interagency collaboration to prevent, suppress, and combat the impacts of violent and career criminals, narcotics offenders, and other significant crimes to increase public safety in Will County. This is a good example of interagency cooperation that contributes to the safety and security of residents of the Village of Plainfield. The officer assigned to this task force is limited to four years. A four-year assignment provides the officer with a significant amount of time to gain experience and develop specialized knowledge, skills, and abilities. Assignments of this length also provide the department with a significantly more experienced and well-developed officer when they return from an assignment to Will County CPAT.

## DEA Task Force Recommendation:

- Consider converting the DEA Task Force assignment from a tenured assignment to a rotational assignment. (Recommendation No. 17.)

## CRIME SCENE INVESTIGATIONS UNIT

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Forensic investigation of a crime scene is a highly specialized function. Successful identification and collection of evidence, especially trace and biological evidence, is of paramount importance for successfully solving crimes. Investigators must have a high degree of training, experience, skill, and commitment to master this art. Some departments have personnel who are assigned to CSI units where their primary function is processing crime scenes, while many other departments, especially those similar in size and crime rate to Plainfield, utilize personnel whose primary function is as a patrol officer or investigator. These "part-time" CSI personnel are called upon to process crime scenes on as needed basis.

The PPD does not have a separate CSI unit. According to department personnel and records, the department currently has 38 employees trained in the Basic Evidence Technician course. This course is designed for officers who are responsible for processing crime scenes. Officers are introduced to the collection, identification, and preservation of evidence. The course includes instruction on crime scene management, photography, and evidence collection, handling, and preservation. There is a focus on trace, tool mark, and firearms evidence. Personnel who have successfully completed the course have displayed the required knowledge, skills, and abilities to process a crime scene.

While this is essential training for personnel who are responsible for processing crime scenes, the department does not have enough demand to justify the number of employees who are trained in crime scene investigations. During interviews with personnel, CPSM found numerous people have never processed a crime scene outside of the initial classroom training. CPSM believes the time and financial commitment to train almost every sworn officer is not a responsible use of department resources.

The department primarily utilizes the property custodian and four sworn employees to process crime scenes. All of these individuals have completed the 40-hour Basic Evidence Technician course, as well as several advanced courses, and have volunteered to be on the crime scene investigator call-in list. They are on a two-week rotating call-in list. These individuals have the knowledge, expertise, and interest to process most of the department's crime scenes. Training in advanced crime scene investigations should be limited to a core group of personnel, and the processing of crime scenes for physical evidence should be handled by this group except under limited circumstances.

## CSI Recommendations:

- Develop a Crime Scene Investigations Unit (a collateral duty assignment) staffed by a core group of highly trained personnel. (Recommendation No. 18.)
- Discontinue the costly practice of sending non-essential officers to the post-academy 40-hour Basic Evidence Technician course. (Recommendation No. 19.)

## JOLIET AND WILL COUNTY TACTICAL TEAMS

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The ability to deploy a Special Weapons and Tactics Team (SWAT) is a vital component of any police agency. Departments either must develop their own team, contract for service with another area team, or develop a coalition of agencies to work collaboratively on a team for responses to incidents that warrant a SWAT deployment. Plainfield has chosen the collaboration model, with a twist. The department participates in two counties' SWAT teams; Joliet and Will Counties. The Administration Commander coordinates the department's participation with the regional SWAT teams, which includes three officers assigned as members. In addition to being available for call-outs, each officer is required to attend training two days per month. This level of training is consistent with industry standards for part-time SWAT teams.

### Tactical Team Recommendation:

- The department should explore the costs and benefits of having officers assigned to different multijurisdictional tactical teams. (Recommendation No. 20.)

## ADMINISTRATIVE SERVICES

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As previously noted, a police sergeant is responsible for supervision of these functions. Again, we will report on each function separately for clarity purposes.

### Commission on Accreditation of Law Enforcement Agencies (CALEA)

The Commission on Accreditation of Law Enforcement Agencies (CALEA) is an independent credentialing authority created in 1979 in cooperation with the International Association of Chiefs of Police (IACP), the National Organization of Black Law Enforcement Executives (NOBLE), the National Sheriff's Association (NSA), and the Police Executive Research Forum (PERF). It is considered the Gold Standard in defining and measuring excellence in policing policies and procedures to enhance the professionalism of law enforcement agencies. In the case of Plainfield, that involves meeting 189 standards imposed by CALEA. Notably, participation in the accreditation process is voluntary and reflects a participating department's commitment to excellence.

To remain accredited, a reaccreditation process on-site evaluation is required every four years, with annual remote validations of compliance. In 2016, the department underwent its second reaccreditation review. A report released by CALEA in August 2016 identified four minor areas requiring attention by the department. Several of these, requiring only a minor change in policy wording, were corrected during the course of the 2016 on-site evaluation. Others simply requiring compliance with stated policy were to be addressed by the department following the on-site evaluation. In all cases, the issue and corrective action were again, minor issues. In any event, the department successfully completed the reaccreditation process and accreditation was renewed through 2020. The department is preparing for reaccreditation scheduled in 2020.

CPSM commends the Plainfield Police Department for its commitment to excellence demonstrated by its CALEA accreditation.

## General Orders / Policies

Policies serve as operational guidelines and are critical to the effective and efficient management of any organization. Given the mission of law enforcement, and ever-changing laws that regulate the performance of such, a comprehensive and current policy manual is vital.

Currently, policy development and review are the responsibility of the Administrative sergeant. She has indicated that almost 90 percent of her time is spent on policy reviews and CALEA. Policies are reviewed on an annual basis. The department currently utilizes its subject matter experts to review and update the policies. The policy is then sent to the City Attorney for review and back to the Chief for final approval and implementation.

This is clearly a labor-intensive process. If one were to combine the work efforts of all involved, it appears to exceed the equivalent of one full-time employee. In addition to this commitment of personnel time, the current practice is not optimal for other reasons. Department subject matter experts are not likely aware of the most current changes in legislation or court decisions, which could have an impact on the policy. Under the current system, the City Attorney is expected to make sure all policies adhere to current legislation and court decisions. This is a significant burden as well. Additionally, a problem arises when legislation or a court decision affects a policy which has recently been approved and isn't scheduled for review for several months or longer.

Few law enforcement agencies have the resources available to maintain a current policy manual that remains up to date with ever-changing laws and court decisions. For that reason, many agencies have opted to contract with a third-party vendor to assist with this process. Lexipol is one such vendor which is widely utilized throughout the United States and internationally. While Lexipol provides sample policies consistent with best practices, each agency maintains the ability to modify the policies to meet their specific operational needs and objectives.

As well, Lexipol attorneys continuously review ever-changing laws and court decisions and, provide draft policy revisions for each agency's review and adoption as appropriate. Such recommended revisions are generally distributed two or three times per year. Again, in this process, the department retains control of policy language but is better positioned to make informed decisions.

CPSM is aware of cases in which a Joint Powers Insurance Authority (JPIA) mandates that participating agencies retain the services of Lexipol as a condition of coverage through the JPIA. In discussions with village legal staff, it was determined that the JPIA that insures Plainfield does not require this, but is supportive of agencies that do contract with Lexipol, and possibly underwrites some of the costs.

While Lexipol provides continuing support to ensure policies match current statutes and court decisions, if the department were to contract for these services, we recommend that critical policies still receive an annual review by the department's staff to ensure that department practices and policies align.

## General Orders / Policies Recommendation:

- Consider retaining the services of Lexipol to ensure General Orders / Policies are consistent with current case law and best practices. (Recommendation No. 21.)

## RECORDS

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The records supervisor oversees day-to-day operations within the Records Division. However, as previously noted, the Records Division is technically the responsibility of the Administrative sergeant, though the sergeant performs little functional supervision. Such a supervisory alignment undermines the authority of the records supervisor, and is unwarranted. This will be addressed further in subsequent reporting.

The Records Division manages all city law enforcement records from generation or reception, classification, review, validation, updating, storage and retrieval, to final destruction or archival storage. The section disseminates police records per federal, state, and local laws to law enforcement, criminal justice, government agencies, citizens, and their agents. All records sections, regardless of agency size, handle many duties, each of which is required, and some of which are time-consuming. The section is open Monday through Friday, 7:00 a.m. to 5:00 p.m.

Other duties include, but are not limited to, answering and transferring phone calls, handling walk-in traffic, assisting the public in obtaining copies of police reports, handling insurance company requests, collecting fees for various permits, juvenile record sealing, processing fingerprint applications, vehicle impounds and releases, and compliance with state records retention requirements.

The public may request copies of certain reports on the department's website. These include police reports, FOIA requests, parole applications, solicitors' permits, and parking ticket appeal forms. The public cannot directly access copies of any police reports online. There is no capability for the public to report crimes online. The department should consider providing this service for certain misdemeanor crimes with no suspects or leads.

Increasingly, public access to certain police reports online is a service many departments provide through a variety of third-party vendors. This is a faster and more efficient way to deliver service and to reduce workload for clerks. The Plainfield Police Department has partnered with Lexus Nexus to make crash reports available online. This provides the public access to certain reports online, with greater convenience for the public and reduced workload for staff.

For this system to work in the most efficient and effective manner, officers need to write the report in the E-Crash system. As noted below, many officers are not utilizing this system and, instead, are writing the reports on paper forms.

The department utilizes Motorola's Premier One records management system for all police reports. This system functions as a repository for all arrests, police reports, citizen contacts, soliciting permits, and other types of police reports. While the system works well and is widely used by many police agencies across the country, the problem in Plainfield is the lack of interoperability between Premier One and the E-Citation and E-Crash systems.

Due to a lack of interoperability, whenever an officer issues an E-Citation instead of the information automatically being transferred to Premier One, a member of the Records staff has to input the information into the system. This is also the case for E-Crash reports. Due to the volume of citations and crash reports generated by the department, there is a significant demand placed upon Records.

According to the department's 2017 Annual Report, Records staff entered 1,366 crash reports, 6,285 citations, and 2,188 administrative citations during the year. A review conducted by CPSM indicated that approximately 20 to 30 hours of overtime is needed each month to keep up with the input. Eliminating this duplication of work would provide significant relief to Records staff.



Online reporting is a valuable tool for citizens, as well as the police department. It allows the citizen to file simple police reports at their convenience without having to speak with an officer. Online reports are typically allowed to be filed for simple thefts, lost property, and/or damaged property. Currently, the department does not have online reporting capability. The department should utilize a system where applicable crime reports can be initiated online.

Once the online report is filed, it should be reviewed by a supervisor to confirm additional follow up is not needed by a police officer. The report is then approved and filed. The online reporting system should allow for the information provided by the complainant to automatically populate the department's report management system. This prevents staff from having to transfer information from the online report into the report management system.

The department has systems in place to utilize electronic citations and crash reports. CPSM conducted a review of these systems, and the review indicated that both systems are underutilized by sworn personnel.

When an officer doesn't use the E-citation system, a paper citation is issued. This requires the Records staff to manually input the driver, vehicle, and offense information in the e-citation system so the court can be made aware of the offense. CPSM has determined through employee interviews that some officers prefer to issue hardcopy citations. Officers should be directed to utilize E-citation to reduce the workload on Records staff.

While reviewing the E-citation system, CPSM noted that not all marked patrol vehicles had the capability to print citations in the vehicle. This would cause officers assigned to these vehicles to issue hardcopy citations. CPSM recommends budgeting for printers to be installed in all vehicles used for patrol and traffic enforcement. This recommendation, when implemented, will optimize the use of a valuable system in which the department has already made a significant investment.

Also, CPSM noted that a significant number of sworn personnel were not utilizing the system. This reason for underutilization may be a result of training or a department policy requiring its use. Once again, the underutilization of this system adversely impacts the workload of the Records staff. It also adversely impacts a citizen's or insurance company's ability to retrieve a copy of the report through Lexus Nexus. CPSM recommends that all personnel be required to complete crash reports in the E-Crash system. This change would reduce the amount of repetitive work in Records and provide quicker access to the completed report to the public.

Records staff should be allowed to perform citation sign-off to avoid tying up an officer for what is essentially a clerical duty. Sign-offs do not legally require the signature of a sworn officer.

Throughout our interviews with department employees, CPSM identified a clear divide between sworn and non-sworn staff. Non-sworn staff provide critical services, which if not performed at the highest levels, can significantly impact not only the operation of the police department but also the public's view of how professionally the organization is run. It would appear that there is an attitude among some sworn personnel that non-sworn staff are unimportant or merely perform nonessential duties. Civilian managers do not have an "official rank," and they are commonly viewed as not as vital as sworn supervisors. This is not an unusual problem, but it should be addressed.

Non-sworn employees and managers have reported that some sworn personnel are not responsive to their requests. These requests involve additional information or action needed before the civilian employee can complete a task. During our examination, we found several examples of requests which were sent to the sworn staff, and no reply was provided. Additional requests were made, and a similar non-response occurred. It was only after getting a sworn

supervisor involved that the task was completed. When problems are handled in this fashion, and no one is held accountable, civilian staff feel disrespected, frustrated, and that their work is unimportant.

Each employee has a function within a law enforcement organization. While some may perform higher-risk or higher-profile functions, everyone's function is vital to the success of the organization. People who do not, or refuse to, perform essential job functions must be held accountable. When people are not held accountable, the entire system begins to break down.

## Records Recommendations:

- The Records Supervisor should report directly to the Division Commander. (Recommendation No. 22.)
- Address the lack of interoperability between Premier One, E-Citation, and E-Crash. (Recommendation No. 23.)
- Implement true online reporting of crimes where there is no suspect information, or the report is purely for insurance or documentation purposes. (Recommendation No. 24.)
- Eliminate or reduce the number of paper forms. (Recommendation No. 25.)
- Allow records staff to do citation sign-offs. (Recommendation No. 26.)
- Address the divide that exists currently between sworn and non-sworn staff. (Recommendation No. 27.)

## PROPERTY AND EVIDENCE

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The property and evidence room are under the day-to-day control of the Property Custodian. He is a full-time civilian employee. The property room is located in the basement of the police department. The room has state-of-the-art security, including pass-key access, an alarm system, and 24-hour video surveillance. In 2017, the Plainfield Police Department took into evidence approximately 2,000 pieces of property.

As noted in the department's 2017 Annual Report "The Plainfield Police Department utilizes the leading police evidence management system in the United States, the Porter Lee Corporation Crime Fighter "BEAST" Evidence Management System. This system allows: chain-of-custody tracking from collection through disposition, the ability to incorporate our existing system's barcodes, a mobile crime scene collection interface with an integral image vault, the ability to incorporate signatures or other biometric authentication, fully integrated pull-requests and pull-lists, complete inventory management including remote inventory using handheld computers." CPSM is familiar with this property and evidence management system; it is recognized as one of the best in the industry.

For agencies that take a laissez-faire approach to their evidence and property rooms, this function is considered one of the most risk-laden operations in police departments due largely to the potential for theft of drugs, money, jewelry, and guns. In fact, the International Association for Property and Evidence's (IAPE) website has a weekly news report of police employee arrests across the country for property room thefts. These occur often when departments lack proper safeguards to ensure security, accountability, and the integrity of the property and evidence room. Oversight, proper policies that establish control, and security are essential to maintain an effective operation.



During our site visit, CPSM interviewed the Property and Evidence Custodian. He is knowledgeable and well-organized. The property room was well-maintained. CPSM also examined the department's relevant policies and found them to be up-to-date.

As noted, proper oversight and control over the property room and its contents are a critical law enforcement function. The property room is under the supervision of the Records supervisor, who has a keen understanding of the principles of proper management. Again, as with the Records Unit, the Administrative sergeant oversees this function.

Day-to-day responsibilities for intake and destruction of evidence rests with a civilian property technician. The unit's recordkeeping meets or exceeds professional standards. Complete audits are conducted whenever the control of the property room is transferred to a new employee, though it can be years between audits.

CPSM recommends that the department conduct more frequent partial audits of the property and evidence room. Biannual audits should be unannounced, and should involve a command member of the department. Unannounced audits enable the evaluators to determine the current status of the property room without giving employees time to prepare.

The command member should select five items from the property room records from each of the following categories: firearms, narcotics, money, and random pieces of evidence. The property room technician should locate those items and present them for inspection. The items should be appropriately tagged according to department policy. If any irregularities exist, they should be noted in the final report.

Next, five items from each of the same categories listed above should be selected from the shelves. The property technician must then produce the property record from the tracking system. This shows that the item belongs in the property room and was stored in the correct location. If any irregularities exist, they should be noted in the final report.

After the audit, a report should be generated. It should be reviewed and signed by everyone who participated in the audit. The memo should be forwarded to the Chief of Police and retained.

Whenever a change is made in personnel who have access to the evidence room an inventory of all evidence/property shall be made by an individual(s) not associated with the property room or function to ensure that records are correct and all evidence property is accounted for.

### Property and Evidence Recommendation:

- Institute partial property room audits every six months. (Recommendation No.28.)

## SECTION 6. COMMUNITY SERVICES DIVISION

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The Community Services Division operates under the direction of a police Commander. The division includes the School Resource Officer program, Drug Abuse Resistance Education, Emergency Services (Plainfield Emergency Management Agency), and the Police Chaplain program. Other duties include planning and managing special events. As with other divisions, we will report on the major functions of the Community Services Division separately. We did not conduct an assessment of the Chaplain Program.

### SCHOOL RESOURCE OFFICERS

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The Plainfield Police Department, under an agreement with the Plainfield Community Consolidated School District (PCCSD), provides school resource officers to three high schools (Plainfield North, Central, and East) and one alternative high school (Plainfield Academy) located within the Village of Plainfield. Additionally, the SROs are assigned as a resource to respond to middle schools as necessary.

The SRO program operates under the direct supervision of a police sergeant. Four full-time police officers serve as SROs. While this is a significant commitment of staff, as a consolidated school district, there are an extraordinarily high number of schools within the jurisdiction of the village. As such, the staffing level is appropriate.

Under the terms of the agreement, the school district reimburses officer costs for the nine-month school year. During the summer months, the officers are assigned to other department duties, and costs associated with these positions are absorbed by the Village of Plainfield. While the village assumes some costs of the SRO (during summer breaks), these personnel become available to supplement patrol staffing during peak vacation periods, increasing available staffing during this time.

General Order 531, School Liaison Program, defines the objectives, duties and responsibilities, and job functions of the School Resource Officer program. CPSM reviewed this General Order and found it to be both current and comprehensive.

SROs work under the direction of the Community Services sergeant. Each is assigned full-time to one of the aforementioned campuses. All work a 5/8 schedule to coincide with that of the school schedule. While the Community Services sergeant position is a permanent duty assignment, the SRO assignment is generally four years in duration before rotation out to a different assignment.

SROs serve as mentors for students, resources for families and school staff, and are responsible for law enforcement at the schools, including investigation and reporting of crimes. SRO duties include class presentations to include drug and alcohol safety, driver's education, fire and active shooter drills, and Alert Lockdown Inform Counter and Evacuate (ALICE) training among others. Additionally, they ensure adequate traffic flow patterns, work all football and basketball games, and more. When they are called upon to investigate reported crimes, the SROs take the case to the end, generally without detective involvement.

Summary records are kept, by school site, of incidents involving theft, assault, sexting, truancy, trespassing, etc. CPSM reviewed these records and found them to be comprehensive.

SRO programs play an invaluable role in shaping young peoples' relationships with police and in establishing and maintaining productive relationships with school officials. The PPD SRO program is outstanding. It is well-managed by the sergeant, and the commitment of assigned personnel is clear. This was echoed by the division commander who indicated that the program really runs itself, and requires very little oversight from his position. We agree! Plainfield PD is to be commended for its commitment to this work.

No recommendations are offered.

## Drug Abuse Resistance Education (DARE)

In addition to the SRO program, the Plainfield PD supports PCCSD through its efforts in providing DARE classes to the district's 7 elementary schools located within the Village of Plainfield. In the case of the DARE program, personnel costs are absorbed entirely by the Village of Plainfield, with no support from PCCSD. Program costs (materials) are largely provided for by sponsors and community donations through the outreach efforts of the Community Services Division staff.

While General Order 531 addresses the SRO role in schools as previously noted, CPSM did not find any General Order relative to DARE. The department should consider simply amending General Order 531 to define the responsibilities associated with the DARE program.

Under the direction of the same Community Services sergeant who oversees the SRO program, two police officers are assigned as the department's DARE complement. As is the case for the SROs, the DARE officers serve in this assignment on a four-year rotational basis. Their primary duty is to present the DARE curriculum to fifth-grade students throughout the district's elementary schools located within the village. Together, they present the curriculum to 35 classes annually. Classes are presented on a weekly basis throughout the school year, and each is one hour in length. As is evident, this consumes much of their available work time during the school year. However, one DARE officer is charged with preparing all juvenile arrest filings.

Outside of the school environment, they are charged with coordinating targeted enforcement of unlawful alcohol and tobacco sales to minors, and assist the Community services sergeant in managing grants that fund this enforcement. Additionally, they are involved in crime prevention efforts including TRIAD presentations which provide for safety training for the elderly.

The program is well-managed by the sergeant, and the commitment of assigned personnel is clear. Again, this is echoed by the division commander, who indicated that the program is well-managed by the assigned sergeant and requires little oversight by the commander. We agree! Plainfield PD is to be commended for its commitment to this work.

Like the SRO program, DARE plays an invaluable role in shaping young peoples' relationships with police and in establishing and maintaining productive relationships with school officials. We reiterate that Plainfield PD is to be commended for its commitment to serving the children of the Village.

## DARE Recommendation:

- Amend General Order 531 to include reference to the DARE program and its associated duties. (Recommendation No. 29.)

## PLAINFIELD EMERGENCY MANAGEMENT AGENCY (PEMA) / SPECIAL EVENTS

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Under the direction of the Village Board and the Village Manager, the Chief of Police serves as the emergency management director for Village of Plainfield. Typically, this is a role assumed by fire departments; however, since the village contracts through a regional fire district for fire service, the police department has assumed this responsibility.

PEMA serves as the main coordination point between all emergency services within the village. The primary mission is to respond to, and assist in the recovery from, any major emergency or disaster impacting the Village of Plainfield.

While the Chief of Police is the emergency management director, the responsibility for preparation and coordination to such incidents falls to the commander of the Community Services Division. One of the core elements of the preparation for response to emergencies and disasters is the development of a cadre of trained volunteers who can assist the village in its preparation for, and recovery from, such incidents.

To this end, the department has developed a complement of PEMA citizen volunteers, averaging approximately 28 in number over the past three years. Over this time period, these personnel have averaged over 3,942 volunteer hours, or more than 140 hours each, on average. Of course, the frequency of emergencies and/or disasters is not such that all of this time is spent in preparation for such. Rather, much of their time is spent assisting the police department with a myriad of special events such as parades, festivals, 5/10k runs, and holiday events hosted within the village.

As with PEMA, the responsibility for coordination of most special events falls to the commander of the Community Services Division. CPSM requested a listing of all special events for 2018 and received a list of 30 such events. The list included events such as parades, festivals, and 5/10k runs, all of which likely required some police planning and staffing, more specifically, traffic control. Many other events listed were such things as movies and concerts in the park for which police participation, other than from a public relations standpoint, should be minimal.

CPSM suggests that the department reconsider the management structure for direct oversight of PEMA and special event planning. While it is wholly appropriate that the Chief of Police serve as the emergency management director, the daily duties performed in this realm by the commander can be handled by a civilian employee, a model commonly utilized in other agencies of similar size or larger than that of Plainfield. This applies to special events as well. As noted, many of the village's special events should require limited police planning. The exceptions are those that involve street closures for parades and runs, really a traffic control matter. In those cases, the Traffic Unit sergeant would certainly be an appropriate resource to assist with planning. As such, each of these duties related to emergency management, utilization of volunteers, and special event planning could be coordinated by a civilian. The duties, as configured, certainly do not require a police commander serving as the direct manager.

CPSM recommends that the village and department consider the creation of a new position with a title such as Deputy Director of Emergency Preparedness and Special Events. This would free up a police commander's time for duties more commensurate with this rank. Later, we will discuss an option for a department reorganization under which this command level position could be more appropriately utilized.

## PEMA / Special Events Recommendation:

- It is recommended that under the direction of the Chief of Police, the duties of emergency preparedness, volunteer coordination, and special event planning be assigned to a civilian employee (new position) holding the title similar to Deputy Director of Emergency Preparedness and Special Events. (Recommendation No. 30.)

## SECTION 7. MISCELLANEOUS

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In this section, we discuss functions that are not identified as a direct divisional responsibility and/or are those that transcend these divisions. In some cases, responsibilities of these functions may be shared by personnel from multiple divisions. Finally, we will propose a department reorganization.

### PROFESSIONAL STANDARDS UNIT (PROPOSED)

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The functions of *Internal Affairs*, *Training*, and *Employment Services* exist in virtually all police agencies, as they do in Plainfield. For non-police professional readers of this operational assessment report, we will provide a brief description of the major functions of each.

*Internal Affairs* includes personnel investigations/complaints, whether generated internally or from a community source. *Training* includes pre-service (academy) and in-service or continuing professional training, often mandated by state law. *Employment Services* functions vary from agency to agency based upon the policies and practices of the state, county, city, town, or village, but may include pre-employment recruiting, testing, background investigations, candidate interviews, hiring selection, and new employee orientation/equipment issue.

As these functions are interrelated on some level, many agencies the size of the PPD and larger centralize these functions within one unit known as *Professional Standards*. For instance, new employees always undergo some level of training, and effective and appropriate training reduces the incidence of personnel complaints. And if an employee action is deemed inappropriate following an internal affairs investigation, remedial training is often called for.

While the PPD does engage in each of these functions on some level, they are decentralized throughout the department. Relative to internal affairs investigations, these are generally assigned by the Chief of Police to the direct supervisor of the involved employee. While this is certainly appropriate in the case of relatively minor complaints, it is a preferred practice to have a dedicated Professional Standards Unit supervisor investigate more serious allegations, or those where multiple officers that report to different supervisors are involved. In the case of training in the PPD, the Patrol commander generally approves all training requests, regardless of the division of assignment of the employee, and the Administrative sergeant, who reports to a different commander, is charged with keeping training records.

From an operational standpoint, centralizing these functions under one command is unquestionably preferable. That is not to suggest that one person becomes responsible for conducting all internal affairs investigations, or provides all training. Rather, this position serves to coordinate these functions and ensure that the department's operational objectives for each of these vital areas are met. This would include maintenance of records and files.

We previously discussed the position of Administrative sergeant, and this position's responsibility relative to policy development and maintenance. If the department chooses to adopt the recommendation of contracting with Lexipol for this area of responsibility, ample time would be freed up for the Administrative sergeant position to assume the Professional Standards Unit responsibilities, with some clerical support provided by the division's administrative assistant. Also, as that position presently serves as the CALEA coordinator, this is a natural fit.

Should the department choose to develop such a unit, CPSM would be pleased to provide referrals to agencies that have outstanding Professional Standards Units from which Plainfield could model its own. Wayne Hiltz, the team lead on this project, would be the CPSM point of contact for any such referral.

### Professional Standards Unit (Proposed) Recommendation:

- CPSM strongly recommends the creation of a Professional Standards Unit to encompass the functions of Internal Affairs, Training, and Employment Services. (Recommendation No. 31.)

## INFORMATION TECHNOLOGY

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Consistent with virtually all law enforcement agencies, the Plainfield Police Department utilizes a wide array of information technologies. Aside from personnel, these technologies serve as the lifeblood of the organization and are essential to virtually all department functions. Simple examples include the 911 telephone system, the computer-aided dispatch system, records management system, and the radio broadcast system. A failure of any one of these systems can severely impact and/or cripple access to emergency fire, medical, and law enforcement services. Also vitally important are the case management systems in use by detectives, internal affairs, traffic investigators, etc. A broader list of technologies in use includes:

### *Programs on Mobile Data Computers (MDC)*

- Adobe Acrobat Reader.
- Microsoft Office 365
- VLC Media Player.
- Google Maps.
- PremierOne Mobile – CAD.
- PremierOne Records – Police Reporting.
- Virtual Partner 2 – Electronic Citations.
- Kanine – Accountability Software/K9.
- LexusNexus – Electronic Crash Reporting.

### *Programs on Desktop PCs*

- APBnet – LE photo bulletin alert system.
- Microsoft Office 365.
- PictureLink – Mugshot.
- AVFusion – Investigation Interview Recording.
- Milestone – Building Surveillance.
- iTouch Biometrics – Fingerprint Scanner / Booking.
- LEA – Officer Training.
- WatchGuard – Vehicle Recording.
- BEAST – Property & Evidence Management.

- FARO – Crash Reconstruction.
- iCMS – Court Record Searches.
- LEADS 2000 – Criminal Justice Database-ISP.
- Taser Sync – Taser Software.
- Citrix.
- E-Lineup – Police Photo Lineup Software.
- Shortel Connect Client – Phone Management.
- Adobe Acrobat Reader.

### ***Programs for Tech / Security***

- Zendesk – Helpdesk Ticketing.
- Lansweeper – Inventory Management.
- Smart Deploy – Image Deployment.
- Print Logic – Print Management.
- CB Defense.
- Webroot SecureAnywhere.
- Dameware – Remote Access.
- TeamViewer – Remote Access.
- Bomgar – Remote Access.
- NinjaRMM.
- 1Password – Credential Management.
- Creative Cloud – Adobe Suite / Photoshop.

Public safety agencies are unique. Not only do they rely on a vast array of technologies that often dwarfs that of other local government agency systems and needs—as is true with the PPD—the 24/7 nature of public safety agencies requires immediate and direct access to IT staff. In virtually all studies conducted by CPSM, agencies report that not having dedicated, on-site IT staff is problematic and disruptive to their work efforts. From personal experience, we know these concerns to be valid. It is commendable that the Village of Plainfield has assigned a dedicated IT staff person to the police department.

As we examined IT and its utilization, a few issues stood out. Some involved the underutilization of existing technology, while others involved the absence of useful technologies. For instance, while the department has the capacity to issue electronic citations through its MDCs (as reported on in our Traffic Unit assessment), less than half utilize the technology, reportedly due to problems with the system. Alternative technology, widely used in the industry, is available. E-Cite is a handheld device that allows the user to issue traffic citations electronically. The captured information can then be electronically uploaded to required databases. As indicated, less than half of users utilize the present MDC-linked technology, and instead issue handwritten citations. As a result, the information cannot be transferred to law enforcement databases electronically, and must be manually entered by the department's Records personnel. This is an inefficient and redundant process.



The reasons for the failure to utilize available technology may include perceived inadequacies of the technology, lack of comfort in utilizing new technology, and failure of the department supervisors to mandate its use, among others. Irrespective of the reasons, the outcome of the failure to utilize the technology is inefficiency.

The department has considered the use of body-worn cameras (BWCs). BWCs are an emerging technology within law enforcement and were recommended for consideration in our reporting on the Patrol Division. There is tremendous value in recording contacts between officers and the public, and many agencies have moved in that direction with more to follow. However, the use of BWCs does not come without its challenges. One such challenge of the use of this technology is the electronic storage of recordings and subsequently meeting demands for the release of the images captured. These are not small issues. Agencies that have chosen to utilize body-worn cameras have found that storage of the files and meeting those public record requests have led to substantial additional costs, often including the need to hire additional staff to meet these demands. If PPD chooses to utilize BWCs, it will undoubtedly face these challenges as well, and could see public records and discovery requests taxing staff in several areas of the department.

No agency can afford to keep up with the “latest and greatest” technology available, nor should that be an objective. What is of critical importance is that decisions made relative to the acquisition of new technology, or the evaluation of existing technology, ensure its value to the department is both necessary and fully leveraged. This cannot be effectively accomplished without dedicated IT staff and end-user participation in the process. Many agencies make the mistake of excluding end users in this process, and suffer the consequences of underutilization of these expensive assets.

CPSM recommends the formation of a technology working group made up of IT staff, users, and department command staff. Importantly, this group should be made up not only of those with IT interest and expertise, but also end users including those who are charged with utilizing the technologies. At a minimum, staff from Patrol, Records, Detectives, Traffic, command staff, and both the IT administrator and IT specialist assigned to the police department should be included in the working group. The group should be charged with examining new technologies and ensuring that existing technologies are being effectively utilized. Regularly scheduled meetings should occur no more than quarterly to ensure that adequate time exists between meetings to implement or begin implementation of the group's decisions, and to avoid “meeting burn-out” associated with insignificant agenda items. Most importantly, both city IT and police command staff authorized to make decisions and/or recommendations must be active participants in this process.

### Information Technology Recommendation:

- Establish a technology working group, with ample representation from “end users,” to address current and future IT needs and issues within the PPD, including elimination of work product redundancies. (Recommendation No. 32.)

## TENURED ASSIGNMENTS

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The department practice of having personnel serve for an unlimited time (tenured) in special assignments should be reconsidered. At the supervisor level, virtually all positions are generally considered tenured. At the officer level, there is limited opportunity for specialized assignment outside of school-related positions. This limits the experience of the patrol workforce, creates frustration on the part of those who want to perform functions outside of patrol, causes potential complacency both in patrol and specialized units, and importantly in the case of Plainfield, limits

the breadth of experience of future leaders of the organization. Anecdotally, CPSM heard that some officers choose not to seek promotions, as they fear that they will be locked into a night shift patrol assignment for years.

While the greatest benefit of tenured positions is the development of expertise in a specific function, there are significant downsides to having tenured positions. This is especially the case in an agency the size of Plainfield where special assignments are limited. The practice can be detrimental to the organization, now and into the future.

### Tenured Assignment Recommendation:

- Develop a rotation schedule for all specialized assignments. (Recommendation No. 33.)

## DEPARTMENT REORGANIZATION (PROPOSED)

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Police department organization structures vary widely based upon a number of variables, including the size and complexity of departments, breadth of services provided, operational objectives, fiscal constraints, and the preferences of the leadership of an organization, among other factors. There is no one size fits all, or only one, to the exclusion of all others, that is right for any organization. That is the case in Plainfield as well. Nonetheless, CPSM was asked to examine the PPD organization structure and to suggest an alternative that may be more suitable, if appropriate. While it is truly unfortunate and in no way served as an impetus in CPSM in drawing the conclusion that a reorganization is warranted, the long-term illness and pending retirement of a police commander makes this an ideal time for consideration of such.

At present, the department organization chart describes four operating divisions; Patrol, Administration, Legal, and Community Services. CPSM believes that through reorganization, there is an opportunity to streamline the organization, increase efficiencies, and broaden opportunities for civilian members of the department, all while ensuring consistency with best practices and maintaining the excellence in service delivery that the residents of Plainfield are accustomed to.

CPSM recommends that the department should be reorganized into three operating divisions:

- Field Operations Division.
- Special Operations Division.
- Support Services Division.

We will describe each function separately. As previously discussed, the Legal Division should be removed from the department's organizational command, and for this proposal, we have done so. While the following narrative describes the proposed organization structure, we have also created a proposed organization chart visual, found in Figure 7-1, to assist readers in this examination.

### Field Operations Division (Patrol at present)

The Field Operations Division would operate under the direction of a sworn police commander. We recommend that this division mirror the existing Patrol Division with two exceptions. First, as described in reporting on the Patrol Division, we urge the village to consider the addition of a Community Response Team to target chronic crime and quality-of-life issues, and secondly, we recommend the Fleet Coordinator position and related duties be transferred to the Support Operations Division. Field Operations would thus be comprised of Patrol, a Community Response

Team, Traffic Unit, Community Service Officers, and Crossing Guards. As previously noted, CPSM recommends the discontinuation of the K9 program, which, at present, is a Patrol assignment.

## Special Operations Division (Administration at present)

The Special Operations Division would operate under the direction of a sworn police commander. A number of changes are recommended here. The Investigations Unit would remain in this proposed division. The Records and Property Units would be transferred to the Support Operations Division. The SRO and DARE programs would be transferred into Special Operations, and a Professional Standards Unit would be established and assigned under this division.

First and foremost, for reasons previously articulated in this report, we believe that the creation of a Professional Standards Unit is imperative. Professional Standards Units typically encompass the functions of Internal Affairs, Training, and where appropriate, Employment Services. Such a unit, in some form, exists in nearly all mid-size (such as Plainfield), or larger, police departments nationally. Professional Standards Units serve to centralize these important and interrelated functions. As previously noted, an Administrative Services sergeant position presently exists, and does in fact, have a limited role in some of these functions at present. If the department chooses to contract with Lexipol for policy management, the duties of that position will be significantly reduced, and this would be an ideal position to serve as the supervisor of the Professional Standards Unit. As such, a Professional Standards Unit could be created without additional personnel costs.

## Support Operations Division (Community Services Division at present)

Under the direction of a civilian Police Administrator (new position serving in a dual role as Deputy Director of Emergency Services), the Support Operations Division would be made up of the following units: Emergency Services (PEMA), Records, Property and Evidence, Fleet Management, Facilities, and Police Chaplains. In this situation, the Police Administrator could serve as the Deputy Director of Emergency Services.

The command of this division should be converted from sworn to civilian. Such a command structure is commonplace in today's police agencies, is more cost effective, and occurs without sacrificing any service levels. The cost savings results from civilian command officers routinely earning less than sworn counterparts due to their restricted organizational role. And as previously noted, the unfortunate illness and pending retirement of a sworn police commander makes this option immediately viable.

In the General Observations Section reporting, we previously addressed concerns expressed by civilian personnel, including the absence of a career ladder and a perception that their important work is undervalued by many within the department. An example of this exists inasmuch as the Records Supervisor (a first-line supervisor position) technically reports to the Administrative Service sergeant (also a first-line supervisor). The creation of the Support Operations Division under civilian command would go a long way toward addressing both issues, again without any compromise in service delivery.

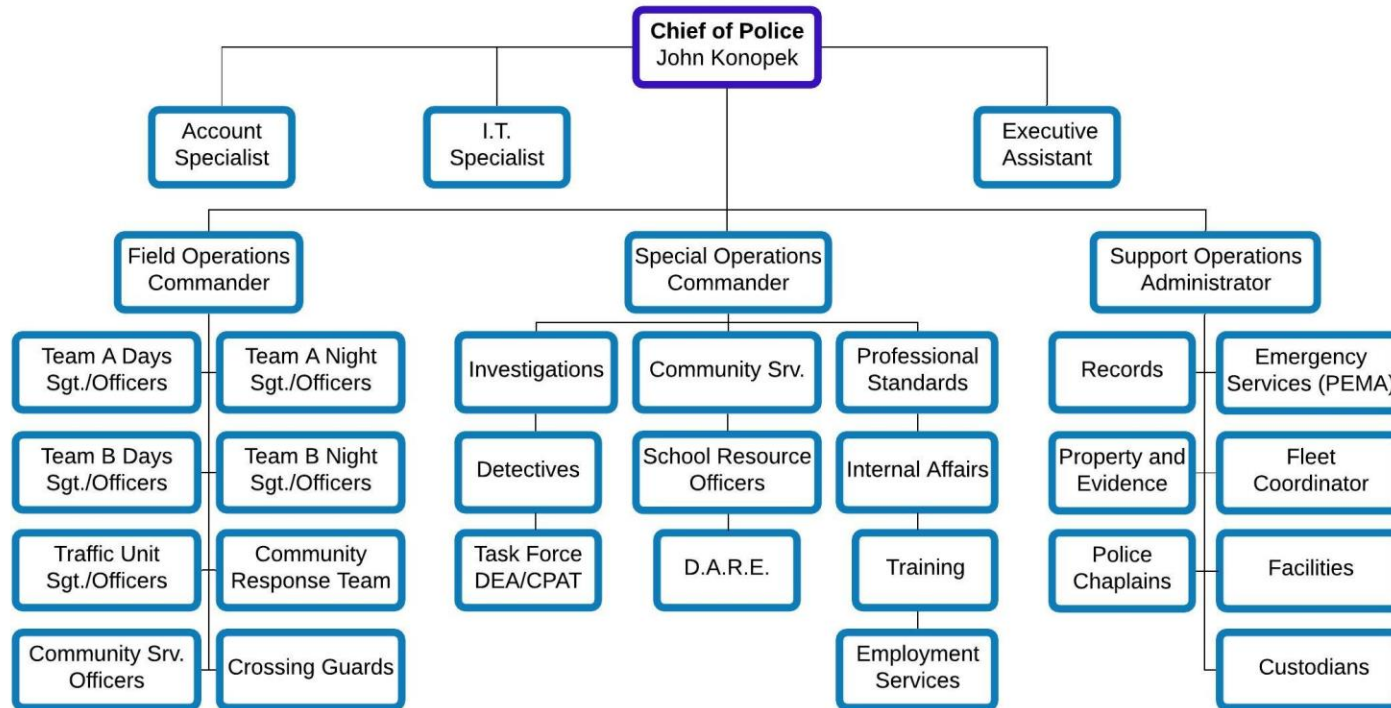
Figure 7-1 follows illustrates the proposed reorganization of the department as described here.

## Proposed Reorganization Recommendation:

- Consider a reorganization of the department as detailed in this report. (Recommendation No. 34.)

FIGURE 7-1: Proposed Organization for the Plainfield Police Department

## PLAINFIELD POLICE DEPARTMENT ORGANIZATION



# SECTION 8. DATA ANALYSIS

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This data analysis report on police patrol operations for the Plainfield Police Department focuses on three main areas: workload, deployment, and response times. These three areas are related almost exclusively to patrol operations, which constitute a significant portion of the police department's personnel and financial commitment.

All information in this report was developed using data from the Will County 911's computer-aided dispatch (CAD) system.

CPSM collected data for a one-year period of January 1, 2018 through December 31, 2018. The majority of the first section of the analysis, concluding with Table 8-8, uses call data for the one-year period. For the detailed workload analysis, we use two eight-week sample periods. The first period is from January 4 through February 28, 2018, or winter, and the second period is from July 7 through August 31, 2018, or summer.

## WORKLOAD ANALYSIS

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

- We first process the data to improve accuracy. For example, we remove duplicate patrol units recorded on a single event as well as records that do not indicate an actual activity. We also remove incomplete data, as found in 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" (i.e., patrol units spent less than 30 seconds on scene), "police-initiated," or "community-initiated."
- We then 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 and directed patrol activities.

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

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

- 4,455 events (about 14.7 percent) involved patrol units spending zero time on scene.
- 6 calls lacked accurate busy times. We excluded these calls when evaluating busy times and work hours.
- The computer-aided dispatch (CAD) system used approximately 112 different event descriptions, which we condensed into 18 categories for our tables and 12 categories for our

figures (shown in Chart 8-1). Table 8-20 in the appendix shows how each call description was categorized.

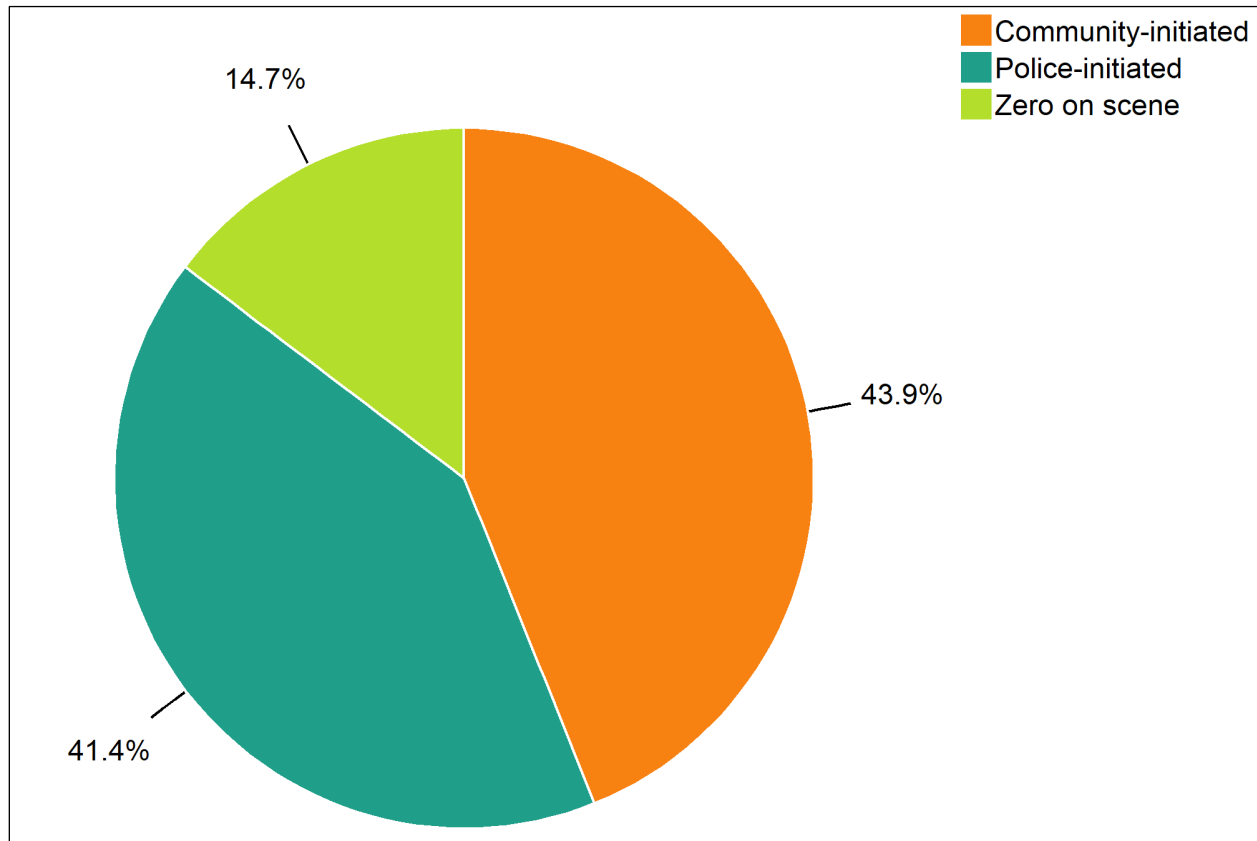
Between January 1, 2018, and December 31, 2018, the communications center recorded approximately 30,323 events that were assigned call numbers, and which included an adequate record of a responding patrol unit as either the primary or secondary unit. When measured daily, the department reported an average of 83 patrol-related events per day, approximately 15 percent of which (12.2 per day) had fewer than 30 seconds spent on the call.

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

### CHART 8-1: Event Descriptions for Tables and Figures

Table Category	Figure Category
Alarm	Alarm
Arrest and prisoner	Arrest and prisoner
Assist citizen	Assist
Assist other agency	
Check	Check
Crime—other	Crime
Crime—person	
Crime—property	
Directed patrol	Directed patrol
Disturbance	Disturbance
Miscellaneous	General noncriminal
Animal	
Investigation	Investigation
Parking	Parking
Suspicious incident	Suspicious incident
Accident	Traffic
Traffic enforcement	
Traffic stop	

**FIGURE 8-1: Percentage Events per Day, by Initiator**



**Note:** Percentages are based on a total of 30,323 events.

**TABLE 8-1: Events per Day, by Initiator**

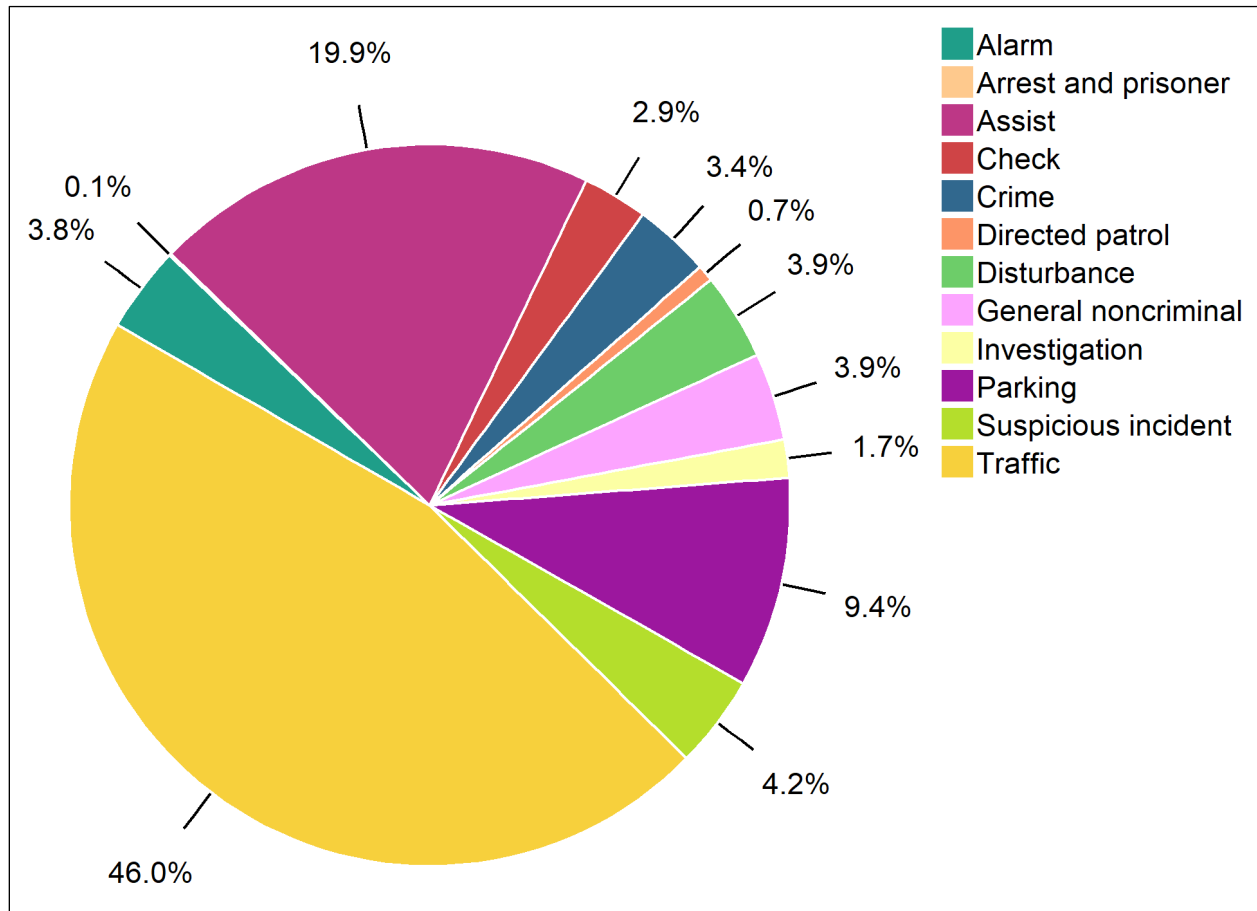
Initiator	No. of Events	Events per Day
Community-initiated	13,317	36.5
Police-initiated	12,551	34.4
Zero on scene	4,455	12.2
<b>Total</b>	<b>30,323</b>	<b>83.1</b>

### Observations:

- On average, there were 83 events per day or 3.5 per hour.
- 44 percent of all events were community-initiated.
- 41 percent of all events were police-initiated.
- 15 percent of the events had zero time on scene. 83 percent of these zero-on-scene calls were described as either "on street parking" (2,379 events) or "assist fire department" (1,300 events).



**FIGURE 8-2: Percentage Events per Day, by Category**



**Note:** The figure combines categories in the following table according to the description in Chart 8-1.

**TABLE 8-2: Events per Day, by Category**

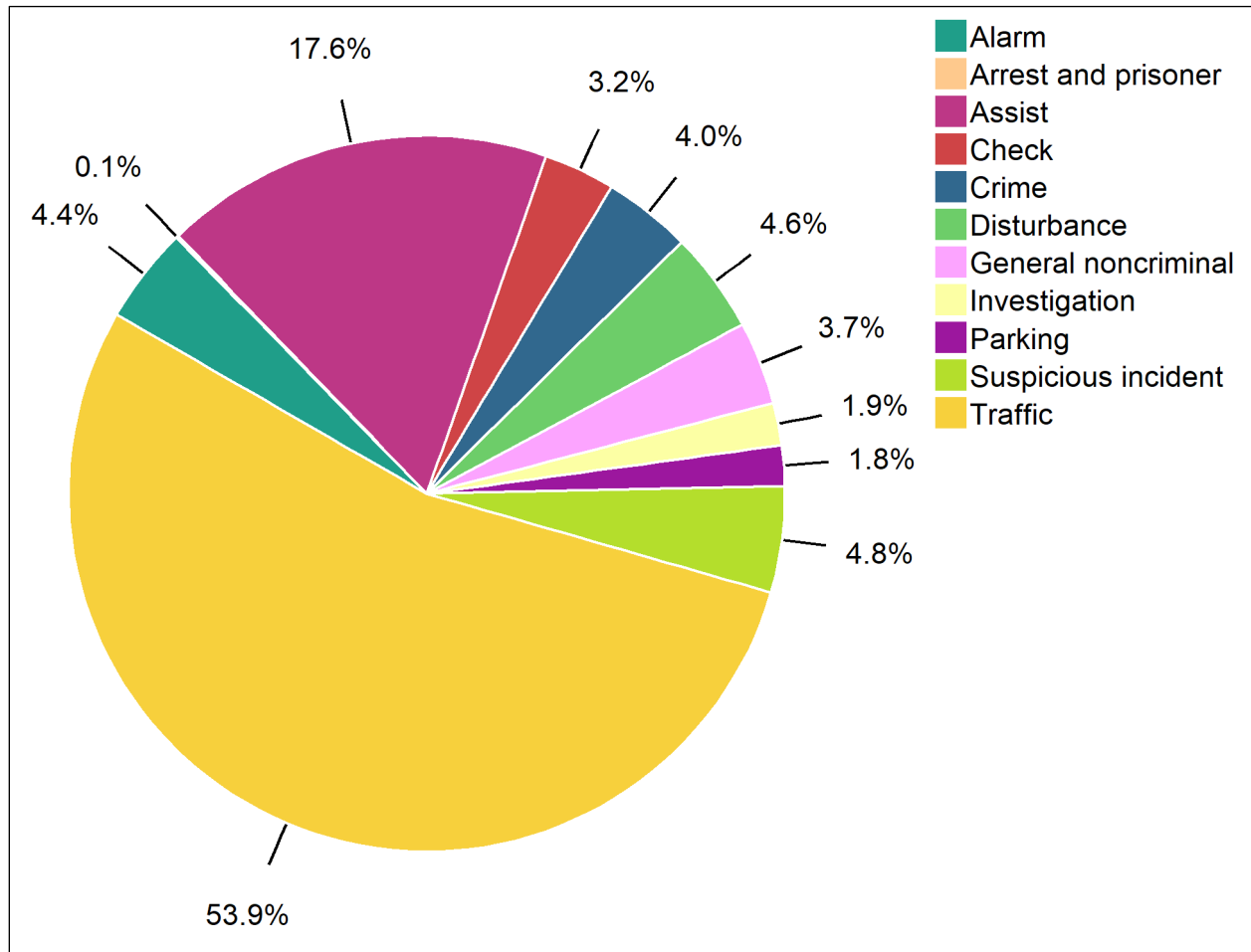
Category	No. of Events	Events per Day
Accident	1,365	3.7
Alarm	1,165	3.2
Animal	322	0.9
Arrest and prisoner	27	0.1
Assist citizen	3,440	9.4
Assist other agency	2,593	7.1
Check	885	2.4
Crime—other	81	0.2
Crime—person	276	0.8
Crime—property	684	1.9
Directed patrol	225	0.6
Disturbance	1,183	3.2
Investigation	516	1.4
Miscellaneous	868	2.4
Parking	2,860	7.8
Suspicious incident	1,259	3.4
Traffic enforcement	1,339	3.7
Traffic stop	11,235	30.8
<b>Total</b>	<b>30,323</b>	<b>83.1</b>

**Note:** Observations below refer to events shown within the figure rather than the table.

### Observations:

- The top three categories accounted for 75 percent of events:
  - 46 percent of events were traffic related.
  - 20 percent of events were assists.
  - 9 percent of events were parking-related.
- 3 percent of events were crimes.

**FIGURE 8-3: Percentage Calls per Day, by Category**



**Note:** The figure combines categories in the following table according to the description in Chart 8-1.

**TABLE 8-3: Calls per Day, by Category**

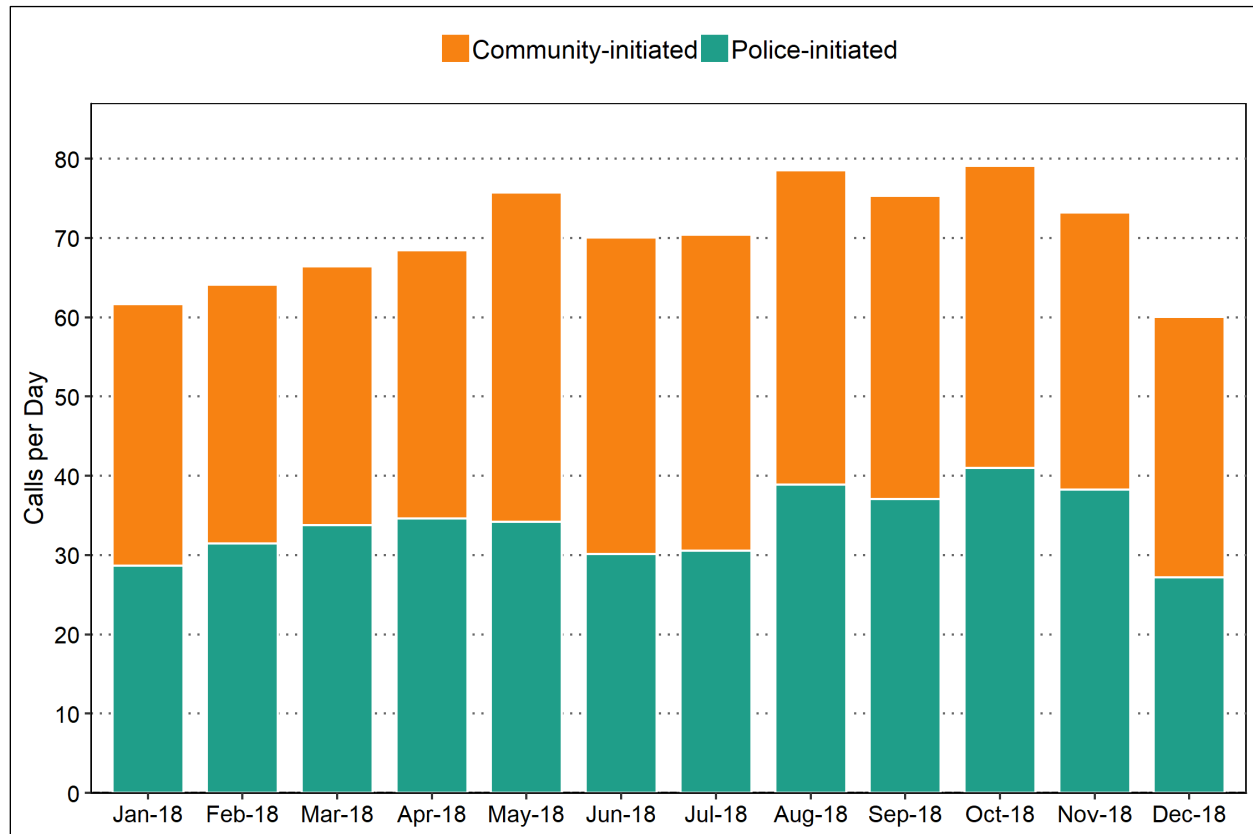
Category	No. of Calls	Calls per Day
Accident	1,354	3.7
Alarm	1,118	3.1
Animal	287	0.8
Arrest and prisoner	26	0.1
Assist citizen	3,298	9.0
Assist other agency	1,224	3.4
Check	824	2.3
Crime—other	79	0.2
Crime—person	270	0.7
Crime—property	674	1.8
Disturbance	1,170	3.2
Investigation	491	1.3
Miscellaneous	675	1.8
Parking	471	1.3
Suspicious incident	1,227	3.4
Traffic enforcement	1,272	3.5
Traffic stop	11,198	30.7
<b>Total</b>	<b>25,658</b>	<b>70.3</b>

**Note:** The focus here is on recorded calls rather than recorded events. We removed 4,455 events with zero time on scene, as well as an additional 210 directed patrol activities.

### Observations:

- On average, there were 70.3 calls per day or 2.9 per hour.
- The top three categories accounted for 76 percent of calls:
  - 54 percent of calls were traffic related.
  - 18 percent of calls were assists.
  - 5 percent of calls were suspicious incidents.
- 4 percent of calls were crimes.

**FIGURE 8-4: Calls per Day, by Initiator and Month**



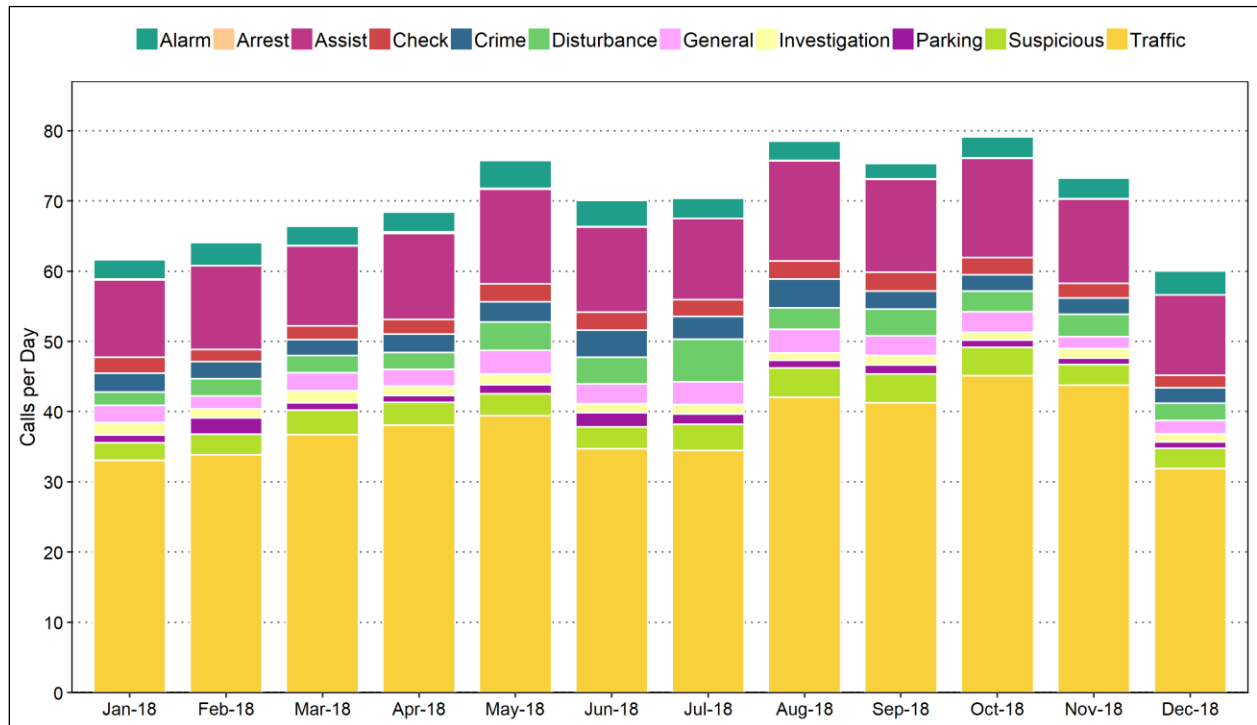
**TABLE 8-4: Calls per Day, by Initiator and Months**

Initiator	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Community	33.0	32.6	32.7	33.8	41.6	40.0	39.8	39.6	38.3	38.2	35.0	32.9
Police	28.6	31.5	33.7	34.6	34.2	30.1	30.6	38.9	37.1	41.0	38.2	27.2
<b>Total</b>	<b>61.6</b>	<b>64.1</b>	<b>66.4</b>	<b>68.4</b>	<b>75.8</b>	<b>70.1</b>	<b>70.4</b>	<b>78.5</b>	<b>75.3</b>	<b>79.1</b>	<b>73.2</b>	<b>60.1</b>

### Observations:

- The number of calls per day was lowest in December.
- The number of calls per day was highest in August and October.
- The months with the most calls had 32 percent more calls than the months with the fewest calls.
- May had the most community-initiated calls, with 27 percent more than February, March, and December, which had the fewest.
- October had the most police-initiated calls, with 51 percent more than December, which had the fewest.

**FIGURE 8-5: Calls per Day, by Category and Month**



**Note:** The figure combines categories in the following table according to the description in Chart 8-1.

**TABLE 8-5: Calls per Day, by Category and Month**

Category	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Accident	4.2	3.7	3.1	3.3	4.5	3.6	3.7	3.0	3.5	4.0	4.4	3.6
Alarm	2.8	3.3	2.8	2.8	4.0	3.8	2.9	2.8	2.2	3.0	2.9	3.5
Animal	0.6	0.5	0.5	0.7	0.9	0.7	1.5	1.1	1.0	1.0	0.5	0.5
Arrest and prisoner	0.1	0.0	0.1	0.2	0.1	0.1	0.0	0.1	0.1	0.0	0.1	0.0
Assist citizen	7.9	8.7	8.5	8.2	9.9	9.1	8.9	11.0	9.5	10.4	8.6	7.6
Assist other agency	3.2	3.2	2.9	4.0	3.6	3.0	2.6	3.2	3.7	3.8	3.3	3.7
Check	2.2	1.8	2.0	2.1	2.5	2.5	2.4	2.6	2.7	2.4	2.1	1.8
Crime—other	0.2	0.2	0.2	0.4	0.3	0.3	0.2	0.2	0.2	0.2	0.1	0.2
Crime—person	0.8	0.9	0.5	0.6	0.7	1.2	0.7	0.7	0.7	0.8	0.7	0.6
Crime—property	1.7	1.3	1.6	1.5	1.9	2.4	2.5	3.2	1.7	1.3	1.5	1.5
Disturbance	1.9	2.4	2.4	2.4	4.1	3.8	6.0	3.0	3.8	2.9	3.1	2.5
Investigation	1.7	1.3	1.7	1.3	1.5	1.3	1.4	1.0	1.4	1.1	1.3	1.2
Miscellaneous	1.9	1.4	2.1	1.7	2.5	2.1	1.8	2.3	1.8	1.9	1.3	1.4
Parking	1.1	2.3	1.0	1.0	1.3	2.1	1.5	1.1	1.3	1.0	0.9	0.9
Suspicious incident	2.5	3.0	3.5	3.3	3.1	3.1	3.7	4.2	4.1	4.0	2.9	2.9
Traffic enforcement	3.4	3.1	3.1	3.1	4.0	3.5	3.5	4.1	3.6	3.8	3.3	3.3
Traffic stop	25.5	27.0	30.5	31.7	30.9	27.6	27.4	34.9	34.2	37.4	36.1	25.0
<b>Total</b>	<b>61.6</b>	<b>64.1</b>	<b>66.4</b>	<b>68.4</b>	<b>75.8</b>	<b>70.1</b>	<b>70.4</b>	<b>78.5</b>	<b>75.3</b>	<b>79.1</b>	<b>73.2</b>	<b>60.1</b>

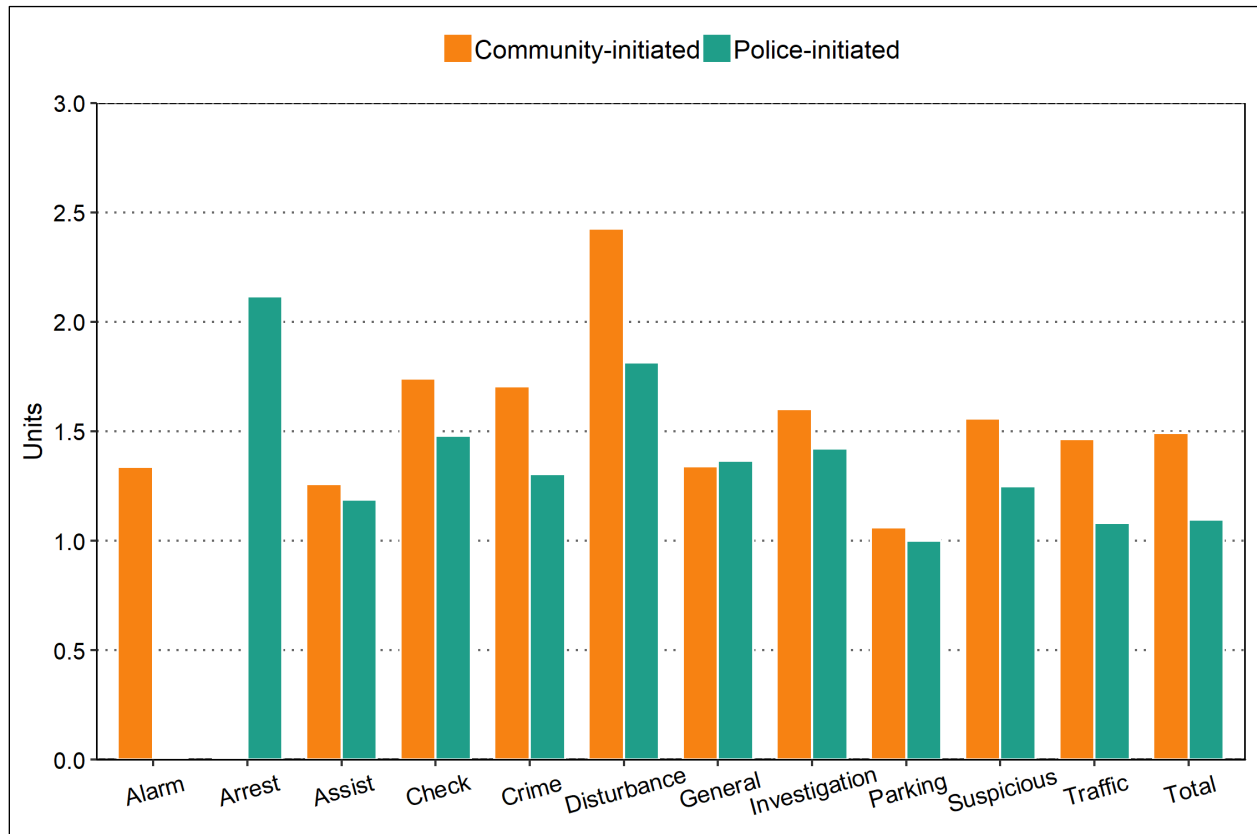
**Note:** Calculations were limited to calls rather than events.

## Observations:

- The top three categories averaged between 71 and 80 percent of calls throughout the year:
  - Traffic calls averaged between 31.9 and 45.1 calls per day throughout the year.
  - Assists averaged between 11.1 and 14.2 calls per day throughout the year.
  - Suspicious incidents averaged between 2.5 and 4.2 calls per day throughout the year.
- Crimes averaged between 2.2 and 4.1 calls per day throughout the year.
- Crimes accounted for 3 to 5 percent of total calls.



**FIGURE 8-6: Primary Unit's Average Occupied Times, by Category and Initiator**



**Note:** The figure combines categories using weighted averages from the following table according to the description in Chart 8-1.

**TABLE 8-6: Primary Unit's Average Occupied Times, by Category and Initiator**

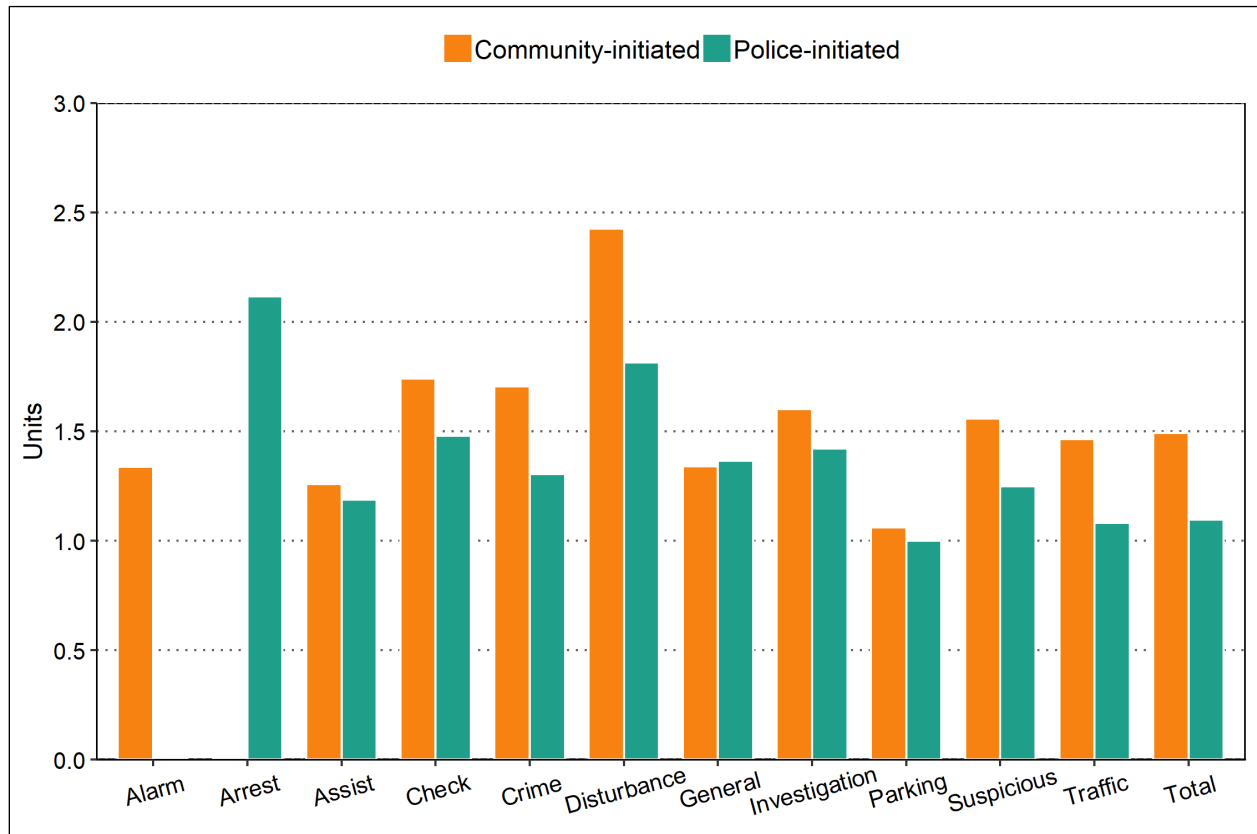
Category	Community-Initiated		Police-Initiated	
	Minutes	Calls	Minutes	Calls
Accident	51.5	1,295	35.6	59
Alarm	12.2	1,117	NA	0
Animal	26.5	276	18.2	11
Arrest and prisoner	NA	0	41.8	26
Assist citizen	33.4	3,198	26.6	96
Assist other agency	21.4	1,160	23.8	64
Check	25.8	772	15.8	52
Crime—other	26.6	66	73.9	12
Crime—person	59.1	261	79.9	9
Crime—property	55.1	660	34.2	14
Disturbance	36.7	1,143	36.3	27
Investigation	29.5	441	28.2	50
Miscellaneous	21.4	612	38.1	63
Parking	13.6	418	7.2	53
Suspicious incident	22.4	861	13.5	366
Traffic enforcement	19.3	1,032	15.4	240
Traffic stop	NA	0	11.0	11,198
<b>Weighted Average/Total Calls</b>	<b>30.5</b>	<b>13,312</b>	<b>11.9</b>	<b>12,340</b>

**Note:** The information in Figure 8-6 and Table 8-6 is limited to calls and excludes all events that show zero time on scene. A unit's occupied time is measured as the time from when the unit was dispatched until the unit becomes available again. The times shown are the average occupied minutes per call for the primary unit, rather than the total occupied minutes for all units assigned to a call. Observations below refer to times shown within the figure rather than the table. *For this table and the preceding graph, we removed six calls with inaccurate busy times.*

### Observations:

- A unit's average time spent on a call ranged from 7 to 60 minutes overall.
- The longest average times were for police-initiated crime calls.
- The average time spent on crime calls was 54 minutes for community-initiated calls and 60 minutes for police-initiated calls.

**FIGURE 8-7: Number of Responding Units, by Initiator and Category**



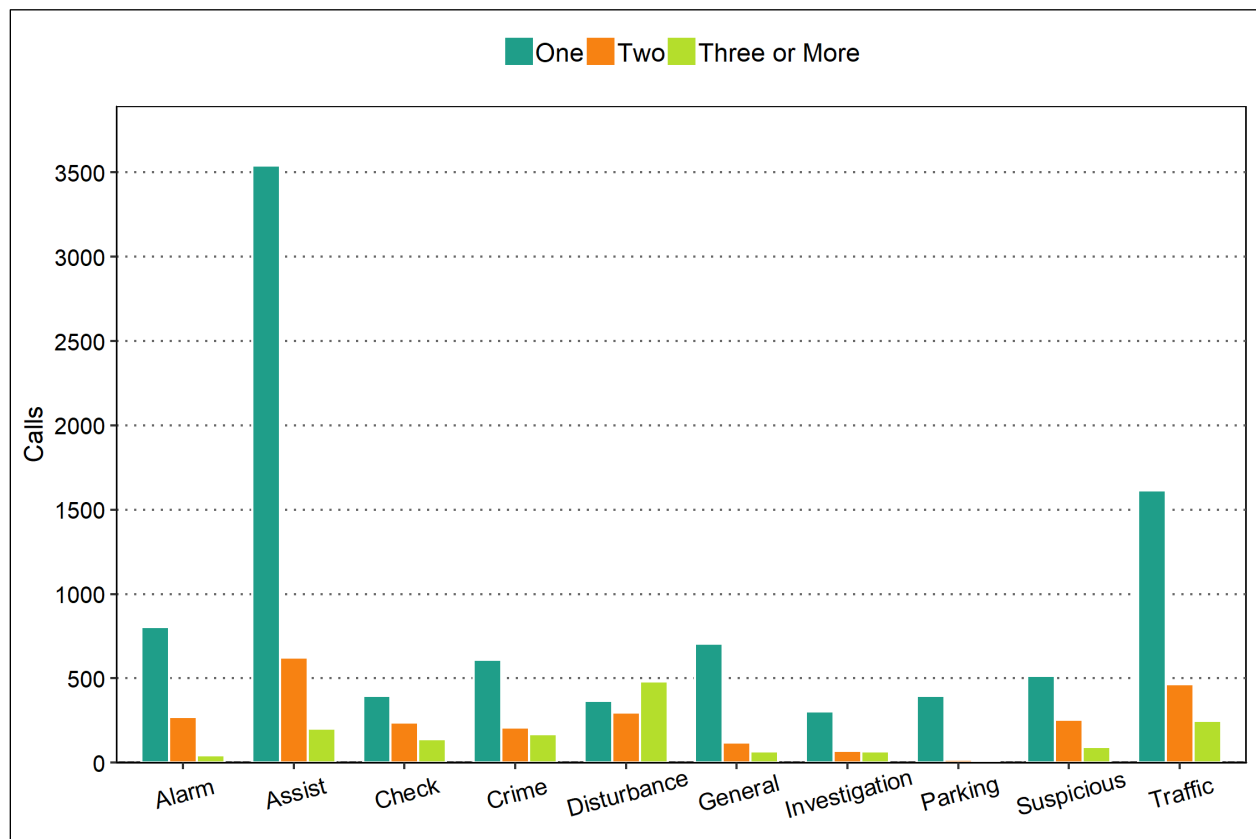
**Note:** The figure combines categories using weighted averages from the following table according to the description in Chart 8-1.

**TABLE 8-7: Average Number of Responding Units, by Initiator and Category**

Category	Community-Initiated		Police-Initiated	
	No. of Units	Calls	No. of Units	Calls
Accident	1.6	1,295	1.2	59
Alarm	1.3	1,118	NA	0
Animal	1.2	276	1.5	11
Arrest and prisoner	NA	0	2.1	26
Assist citizen	1.1	3,202	1.1	96
Assist other agency	1.6	1,160	1.3	64
Check	1.7	772	1.5	52
Crime—other	1.6	66	1.5	13
Crime—person	2.2	261	1.3	9
Crime—property	1.5	660	1.1	14
Disturbance	2.4	1,143	1.8	27
Investigation	1.6	441	1.4	50
Miscellaneous	1.4	612	1.3	63
Parking	1.1	418	1.0	53
Suspicious incident	1.6	861	1.2	366
Traffic enforcement	1.3	1,032	1.1	240
Traffic stop	NA	0	1.1	11,198
<b>Weighted Average/Total Calls</b>	<b>1.5</b>	<b>13,317</b>	<b>1.1</b>	<b>12,341</b>

**Note:** The information in Figure 8-7 and Table 8-7 is limited to calls and excludes all events that show zero time on scene. Observations refer to the number of responding units shown within the figure rather than the table.

**FIGURE 8-8: Number of Responding Units, by Category, Community-initiated Calls**



**Note:** The figure combines categories using weighted averages from the following table according to the description in Chart 8-1.

**TABLE 8-8: Number of Responding Units, by Category, Community-initiated Calls**

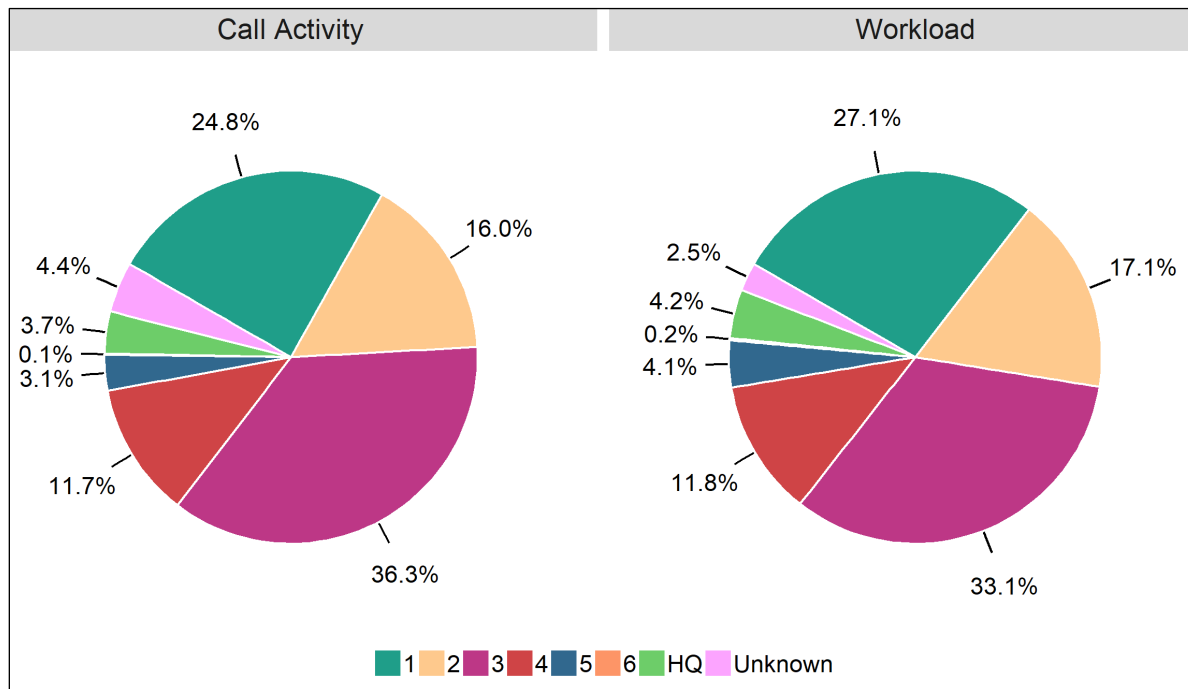
Category	Responding Units		
	One	Two	Three or More
Accident	844	272	179
Alarm	805	269	44
Animal	224	42	10
Assist citizen	2,793*	369	40
Assist other agency	747	253	160
Check	396	238	138
Crime—other	40	19	7
Crime—person	109	70	82
Crime—property	460	119	81
Disturbance	365	298	480
Investigation	304	71	66
Miscellaneous	480	77	55
Parking	396	18	4
Suspicious incident	514	254	93
Traffic enforcement	770	193	69
<b>Total</b>	<b>9,247</b>	<b>2,562</b>	<b>1,508</b>

**Note:** \*Most of these assist calls were described as “return phone messages” and “walk in at station.”

### Observations:

- The overall mean number of responding units was 1.5 for community-initiated calls and 1.1 for police-initiated calls.
- The mean number of responding units was as high as 2.4 for disturbances that were community-initiated.
- 69 percent of community-initiated calls involved one responding unit.
- 19 percent of community-initiated calls involved two responding units.
- 11 percent of community-initiated calls involved three or more responding units.
- The largest group of calls with three or more responding units involved disturbances.

**FIGURE 8-9: Percentage Calls and Work Hours, by Zone**



**Note:** The “unknown” category includes about 1,124 calls without beat records. Approximately 754 of these calls were in Plainfield, while the others were missing jurisdiction name records or with miscellaneous jurisdiction names.

**TABLE 8-9: Calls and Work Hours by Zone, per Day**

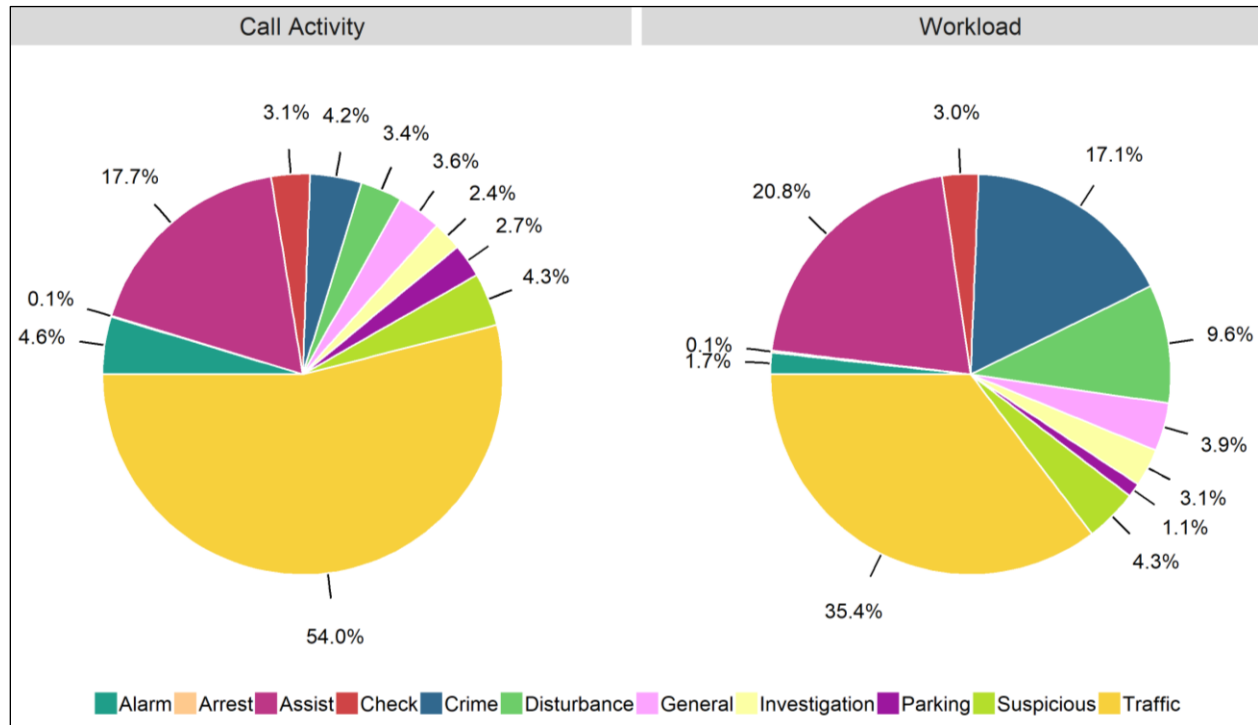
Zone	Per Day		Area (Sq. Miles)
	Calls	Work Hours	
1	17.4	9.3	4.59
2	11.2	5.9	5.44
3	25.5	11.3	5.61
4	8.2	4.0	4.22
5	2.2	1.4	3.23
6	0.1	0.1	2.71
HQ	2.6	1.4	NA
Unknown	3.1	0.8	NA
<b>Total</b>	<b>70.3</b>	<b>34.3</b>	<b>25.39</b>

### Observations:

- Zone 3 had most calls and workload, and it accounted for 36 percent of total calls and 33 percent of the total workload.
- Excluding calls identified as “HQ” and “unknown,” an even distribution would allot 10.8 calls and 5.3 work hours per zone.



**FIGURE 8-10: Percentage Calls and Work Hours, by Category, Winter 2018**



**TABLE 8-10: Calls and Work Hours per Day, by Category, Winter 2018**

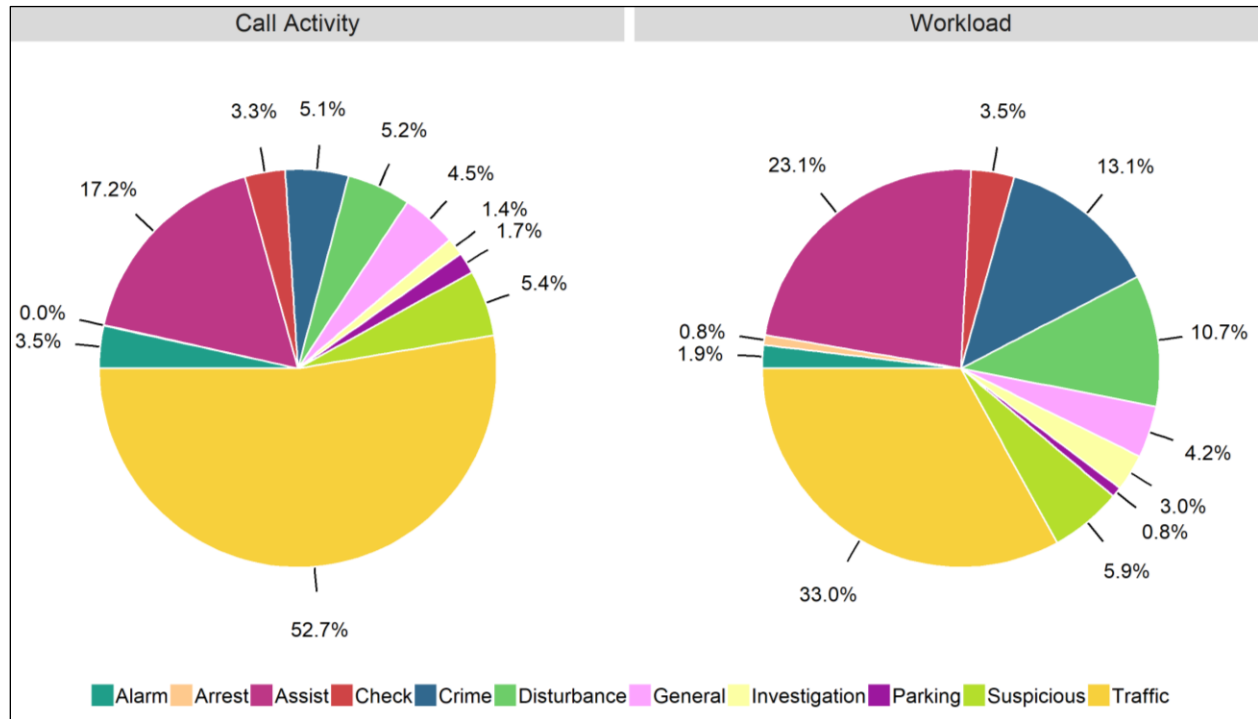
Category	Per Day	
	Calls	Work Hours
Accident	3.9	4.3
Alarm	3.0	0.6
Animal	0.6	0.3
Arrest and prisoner	0.1	0.0
Assist citizen	8.2	4.9
Assist other agency	3.1	1.8
Check	2.0	1.0
Crime—other	0.2	0.4
Crime—person	0.8	2.5
Crime—property	1.6	2.6
Disturbance	2.1	3.1
Investigation	1.5	1.0
Miscellaneous	1.7	1.0
Parking	1.7	0.4
Suspicious incident	2.7	1.4
Traffic enforcement	3.2	1.3
Traffic stop	27.3	5.9
<b>Total</b>	<b>63.9</b>	<b>32.5</b>

**Note:** Workload calculations focused on calls rather than events.

### Observations, Winter:

- Total calls averaged 64 per day or 2.7 per hour.
- Total workload averaged 32 hours per day, meaning that, on average, 1.4 officers per hour were busy responding to calls.
- Traffic calls constituted 54 percent of calls and 35 percent of workload.
- Assist calls constituted 18 percent of calls and 21 percent of workload.
- Suspicious incident calls constituted 4 percent of calls and 4 percent of workload.
- These top three categories constituted 76 percent of calls and 60 percent of workload.
- Crimes constituted 4 percent of calls and 17 percent of workload.

**FIGURE 8-11: Percentage Calls and Work Hours, by Category, Summer 2018**



**TABLE 8-11: Calls and Work Hours per Day, by Category, Summer 2018**

Category	Per Day	
	Calls	Work Hours
Accident	3.4	4.4
Alarm	2.6	0.7
Animal	1.2	0.6
Arrest and prisoner	0.0	0.3
Assist citizen	10.0	6.2
Assist other agency	2.9	2.5
Check	2.5	1.3
Crime-other	0.2	0.3
Crime-person	0.7	1.1
Crime-property	2.9	3.5
Disturbance	3.9	4.0
Investigation	1.1	1.1
Miscellaneous	2.2	1.0
Parking	1.3	0.3
Suspicious incident	4.0	2.2
Traffic enforcement	3.8	1.1
Traffic stop	32.3	6.8
<b>Total</b>	<b>75.0</b>	<b>37.3</b>

**Note:** Workload calculations focused on calls rather than events.

### Observations, Summer:

- The average number of calls per day and the average daily workload was higher in summer than in winter.
- Total calls averaged 75 per day or 3.1 per hour.
- Total workload averaged 37 hours per day, meaning that, on average, 1.6 officers per hour were busy responding to calls.
- Traffic calls constituted 53 percent of calls and 33 percent of workload.
- Assist calls constituted 17 percent of calls and 23 percent of workload.
- Suspicious incidents constituted 5 percent of calls and 6 percent of workload.
- These top three categories constituted 75 percent of calls and 62 percent of workload.
- Crime calls constituted 5 percent of calls and 13 percent of workload.

## OUT-OF-SERVICE ACTIVITIES

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In the period from January 1, 2018, through December 31, 2018, the dispatch center recorded activities that were not assigned a call number. We focused on those activities that involved a patrol unit. We also limited our analysis to noncall activities that occurred during shifts where the same patrol unit was also responding to calls for service. Each record only indicates one unit per activity. There were a few problems with the data provided and we made assumptions and decisions to address these issues:

- We excluded activities that lasted less than 30 seconds. These are irrelevant and contribute little to the overall workload.
- Another portion of the recorded activities lasted more than eight hours. As an activity is unlikely to last more than eight hours, we assumed that these records were inaccurate.
- After these exclusions, 3,942 activities remained. These activities had an average duration of 52.1 minutes.

In this section, we report out-of-service activities and workload by type of activity. In the next section, we include these activities in the overall workload when comparing the total workload against available personnel in winter and summer.

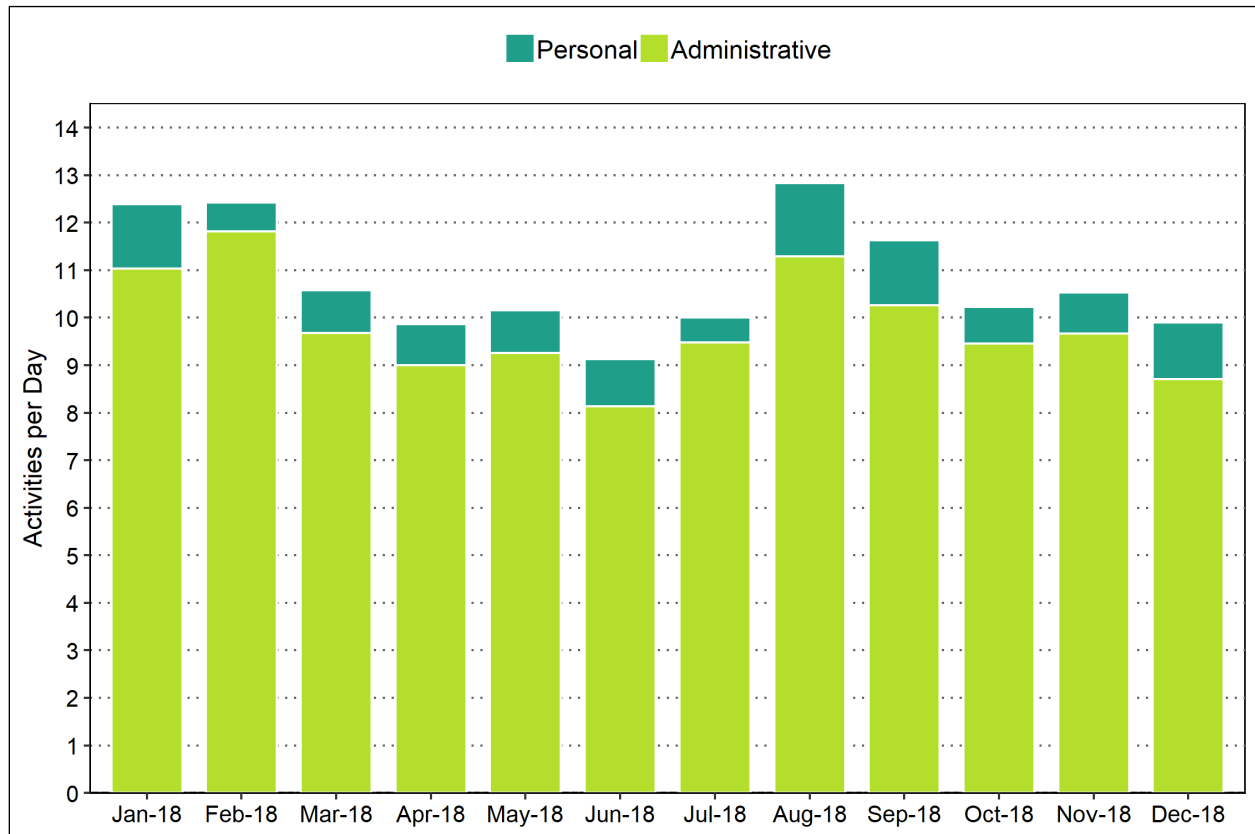
**TABLE 8-12: Activities and Occupied Times by Description**

<b>CAD Status</b>	<b>Occupied Time</b>	<b>Count</b>
Administrative duties	54.3	74
At base	54.4	598
Busy-admin unit on duty	49.1	1,893
Evidence technician	49.4	1
Extra patrol	6.9	26
Firearms qualifications	71.1	42
Follow-up	29.5	148
Follow-up, available	81.3	3
Foot patrol	46.1	21
In court	92.8	92
In-service training	97.3	7
In training-unavailable	96.1	118
Range duties	52.4	63
Report writing	56.2	258
Special detail	81.3	138
Traffic detail	17.2	35
Traffic stop	3.8	2
Vehicle maintenance	28.6	60
<b>Administrative - Weighted Average/Total Activities</b>	<b>53.1</b>	<b>3,579</b>
Lunch break	43.3	323
Personal break	25.4	40
<b>Personal - Weighted Average/Total Activities</b>	<b>41.3</b>	<b>363</b>
<b>Weighted Average/Total Activities</b>	<b>52.1</b>	<b>3,942</b>

### Observations:

- The most common administrative activities were associated with the status code “busy-admin unit on duty.”
- Personal activities were meal breaks.
- The activities with the longest average time were for training and court.
- The average time spent on administrative activities was 53.1 minutes and for personal activities, it was 41.3 minutes.

**FIGURE 8-12: Activities per Day, by Month**



**TABLE 8-13: Activities per Day, by Month**

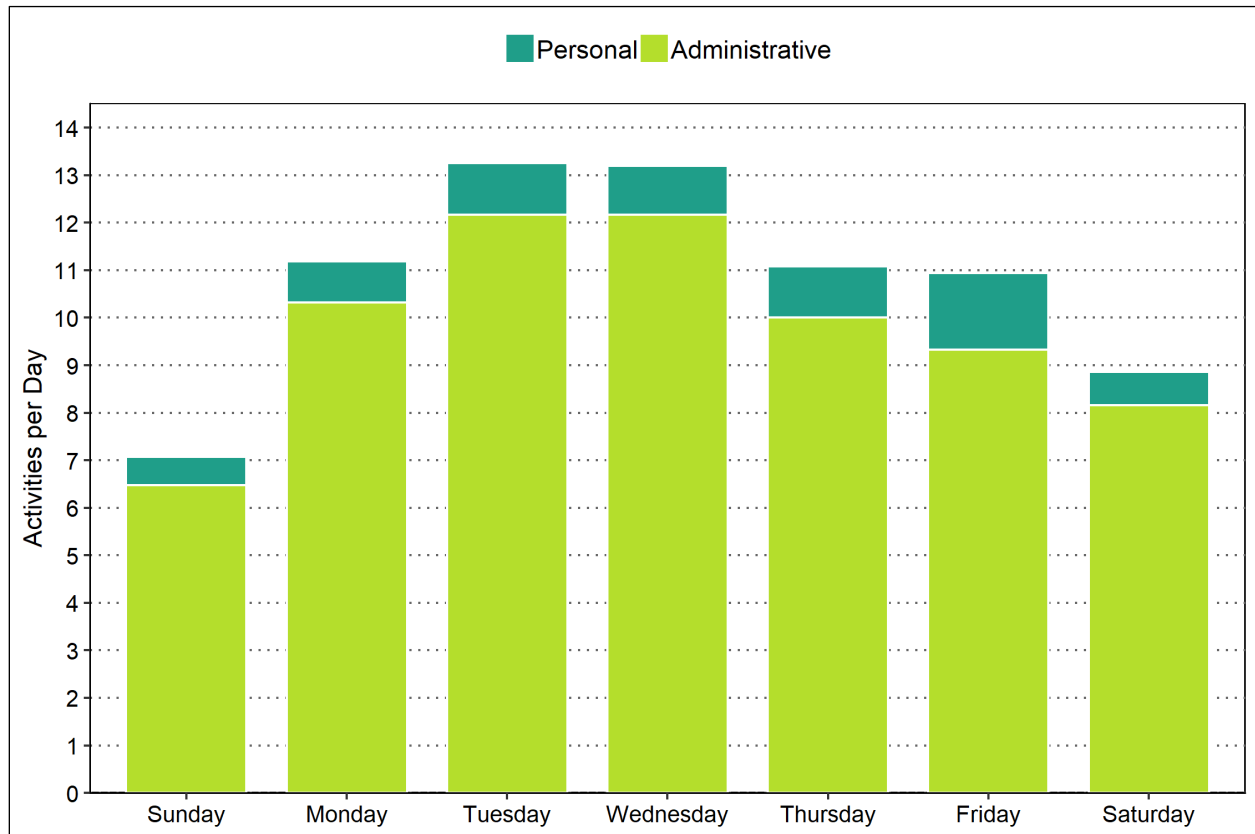
Activities	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Personal	1.4	0.6	0.9	0.9	0.9	1.0	0.5	1.5	1.4	0.8	0.9	1.2
Administrative	11.0	11.8	9.7	9.0	9.3	8.1	9.5	11.3	10.3	9.5	9.7	8.7
<b>Total</b>	<b>12.4</b>	<b>12.4</b>	<b>10.6</b>	<b>9.9</b>	<b>10.2</b>	<b>9.1</b>	<b>10.0</b>	<b>12.8</b>	<b>11.6</b>	<b>10.2</b>	<b>10.5</b>	<b>9.9</b>

### Observations:

- The number of activities per day was lowest in June.
- The number of activities per day was highest in August.



**FIGURE 8-13: Activities per Day, by Day of Week**



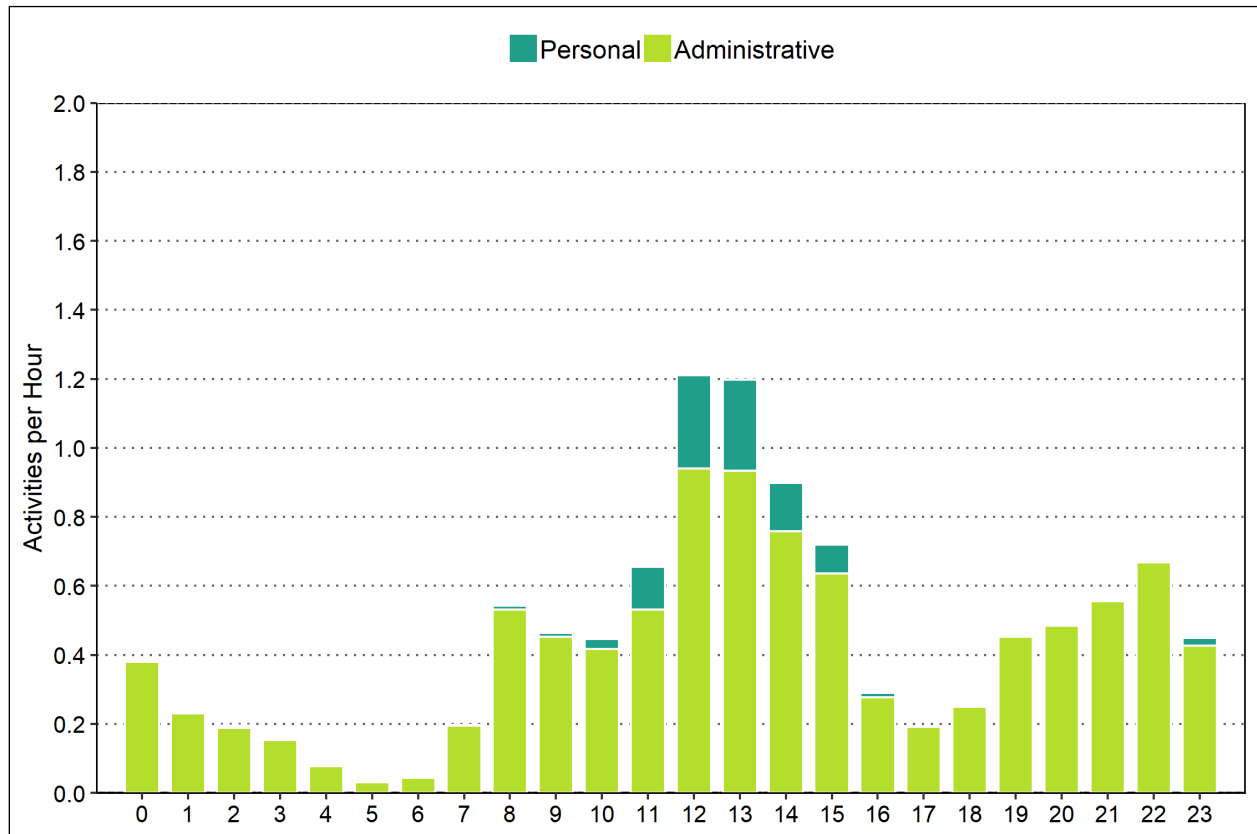
**TABLE 8-14: Activities per Day, by Day of Week**

Day of Week	Personal	Administrative	Activities per Day
Sunday	0.6	6.5	7.1
Monday	0.9	10.3	11.2
Tuesday	1.1	12.2	13.2
Wednesday	1.0	12.2	13.2
Thursday	1.1	10.0	11.1
Friday	1.6	9.3	10.9
Saturday	0.7	8.2	8.9
<b>Weekly Average</b>	<b>1.0</b>	<b>9.8</b>	<b>10.8</b>

**Observations:**

- The number of noncall activities per day was lowest on Sundays.
- The number of noncall activities per day was highest on Tuesdays and Wednesdays.

**FIGURE 8-14: Activities per Day, by Hour of Day**



**TABLE 8-15: Activities per Day, by Hour of Day**

Hour	Personal	Administrative	Total
0	0.0	0.4	0.4
1	0.0	0.2	0.2
2	0.0	0.2	0.2
3	0.0	0.2	0.2
4	0.0	0.1	0.1
5	0.0	0.0	0.0
6	0.0	0.0	0.0
7	0.0	0.2	0.2
8	0.0	0.5	0.5
9	0.0	0.5	0.5
10	0.0	0.4	0.4
11	0.1	0.5	0.7
12	0.3	0.9	1.2
13	0.3	0.9	1.2
14	0.1	0.8	0.9
15	0.1	0.6	0.7
16	0.0	0.3	0.3
17	0.0	0.2	0.2
18	0.0	0.2	0.2
19	0.0	0.5	0.5
20	0.0	0.5	0.5
21	0.0	0.6	0.6
22	0.0	0.7	0.7
23	0.0	0.4	0.4
<b>Hourly Average</b>	<b>0.0</b>	<b>0.4</b>	<b>0.4</b>

### Observations:

- The number of activities per hour was highest between noon and 2:00 p.m. and were associated with administrative activities and meal breaks.
- The number of activities per hour was lowest between 5:00 a.m. and 7:00 a.m.

## DEPLOYMENT

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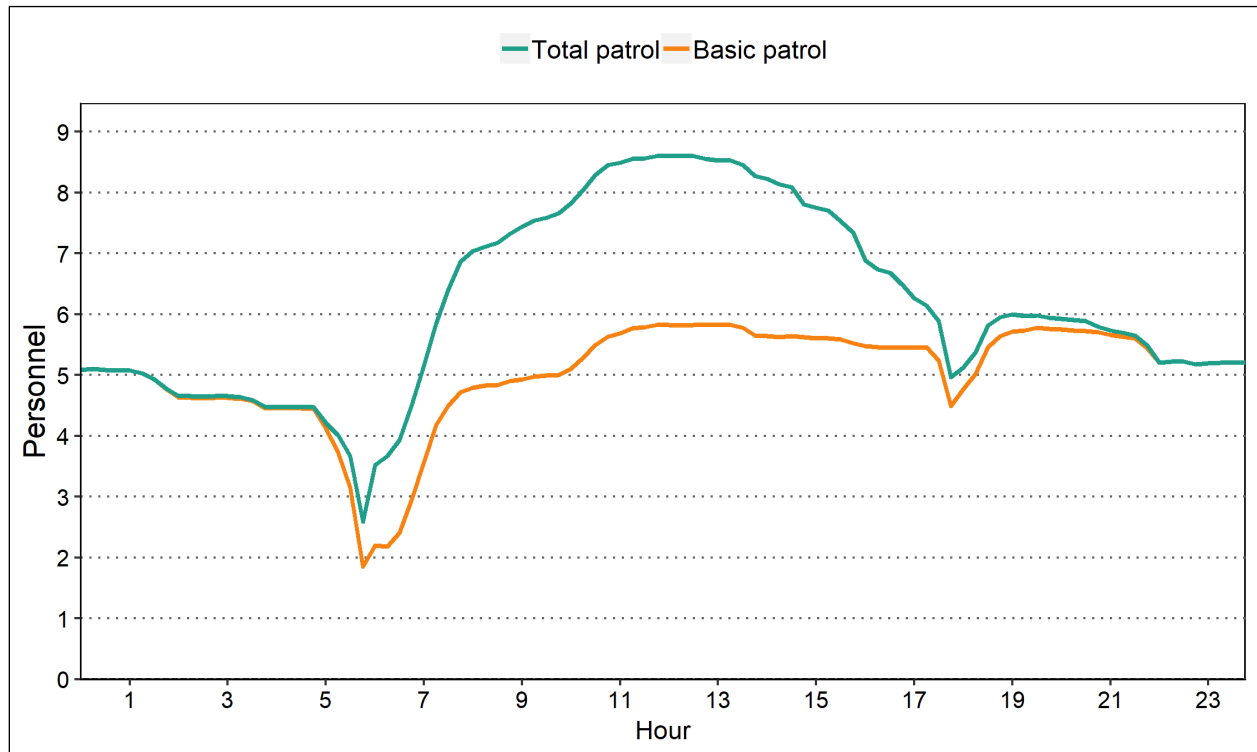
For this study, we examined deployment information for eight weeks in winter (January 4 through February 28, 2018) and eight weeks in summer (July 7 through August 31, 2018). The department's main patrol force consists of patrol officers and sergeants, operating mostly on 12-hour shifts starting at 6:00 a.m. and 6:00 p.m. The police department's main patrol force deployed an average of 4.9 officers per hour during the 24-hour day in winter 2018 and 5.1 officers in summer 2018. Additional units, traffic officers, a traffic sergeant, and a K9 officer also responded to calls for service. When these additional units are included, the department averaged 5.8 deputies per hour during the 24-hour day in winter 2018 and 6.0 deputies per hour during the 24-hour day in summer 2018.

In this section, we describe the deployment and workload in distinct steps, distinguishing between winter and summer and between weekdays (Monday through Friday) and weekends (Saturday and Sunday):

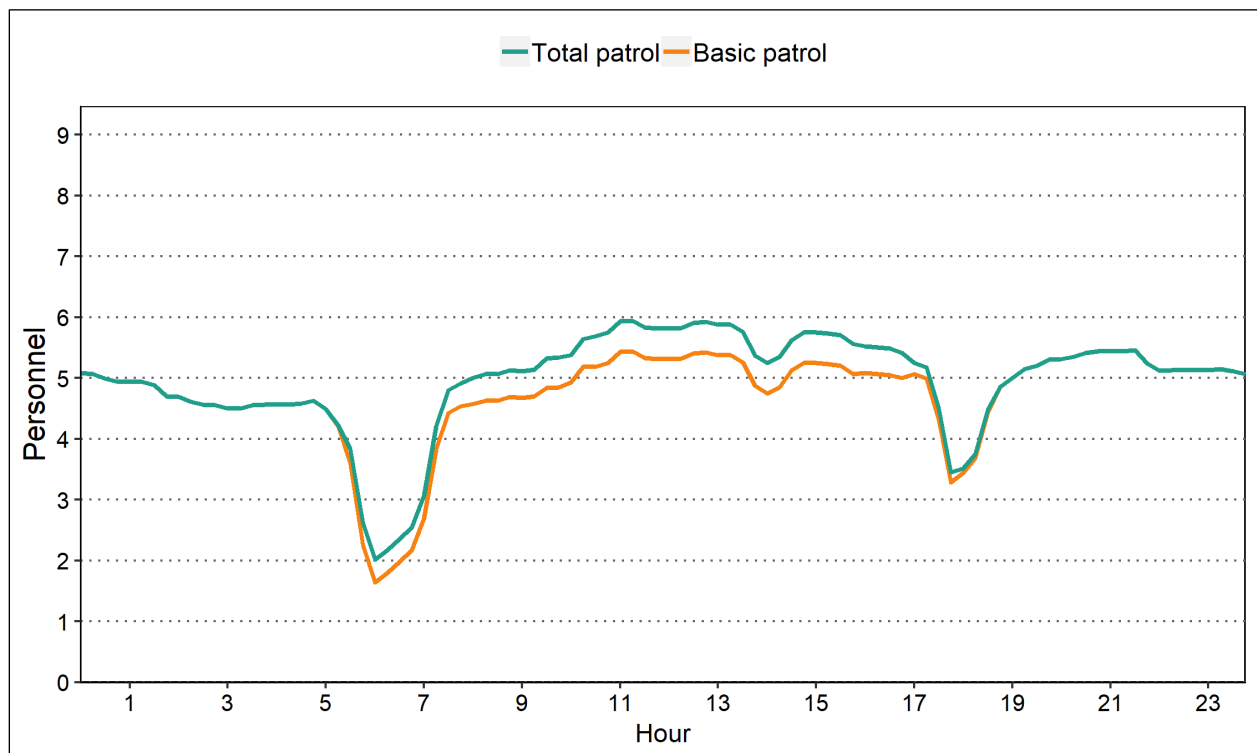
- First, we focus on patrol deployment alone.
- Next, we compare “all” workload, which includes community-initiated calls, police-initiated calls, directed patrol activities, and out-of-service activities.
- Finally, we compare the workload against deployment by percentage.

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

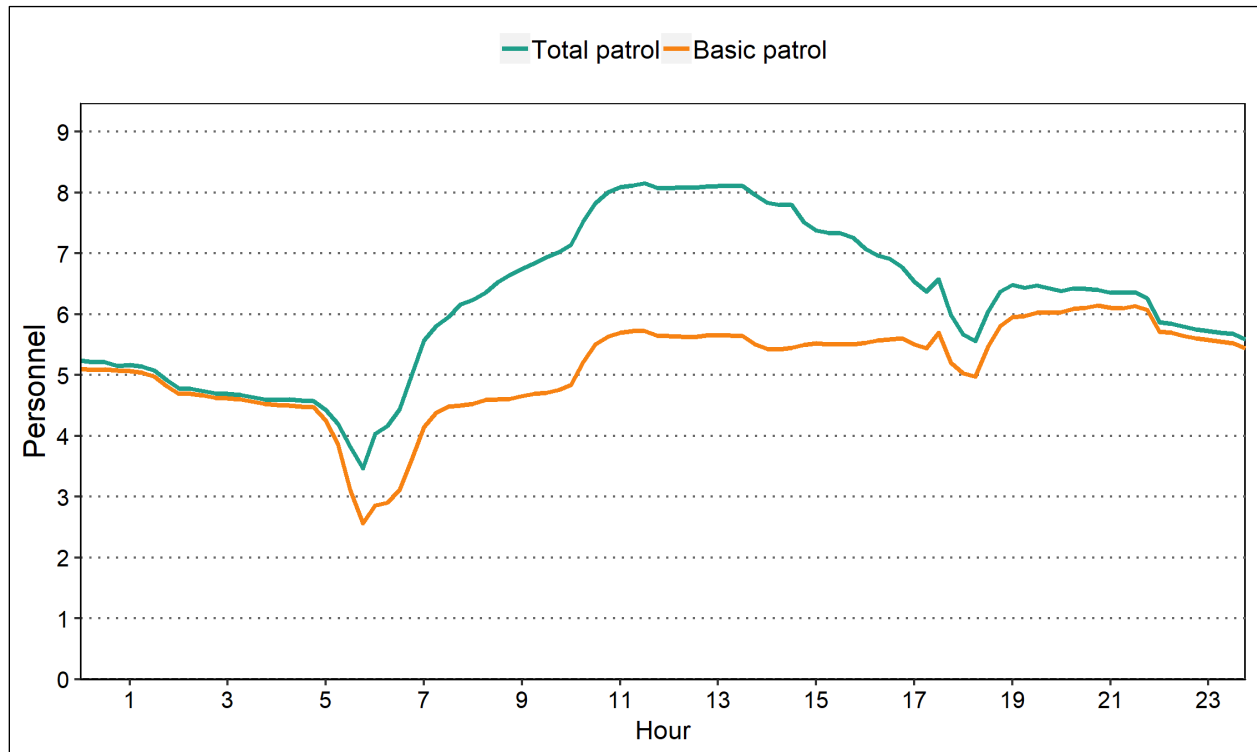
**FIGURE 8-15: Deployed Officers, Weekdays, Winter 2018**



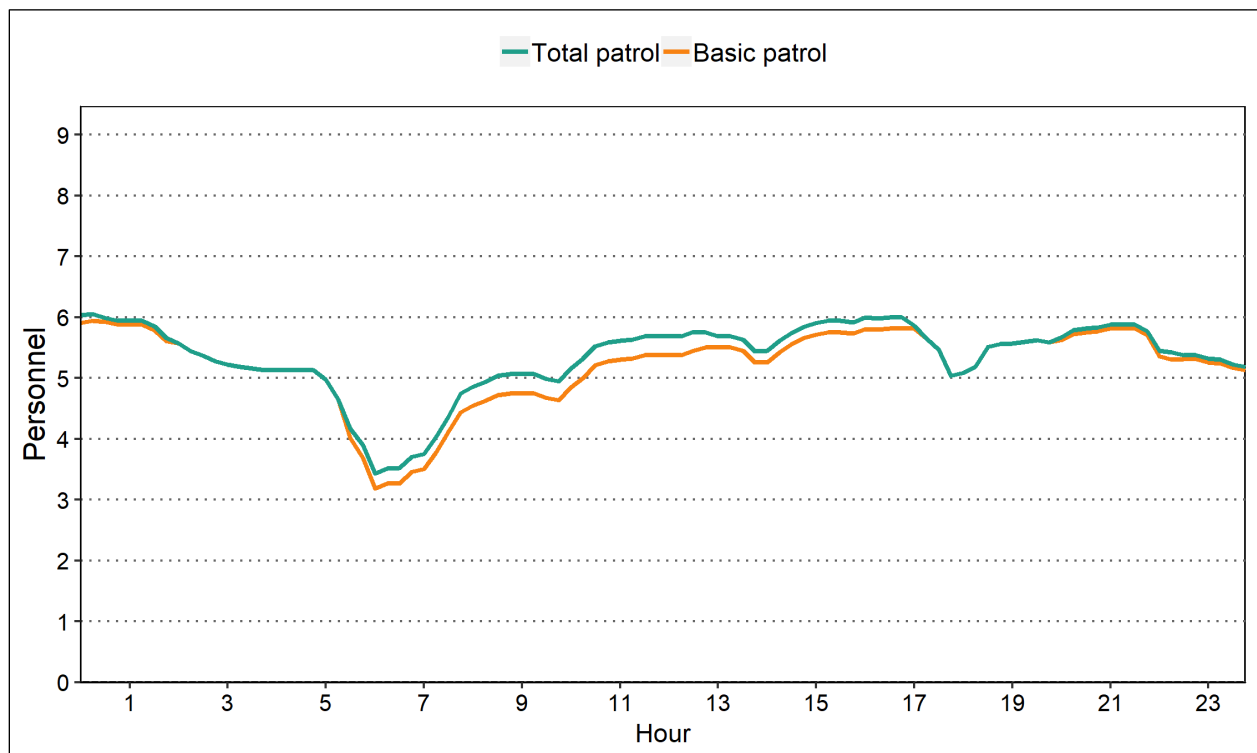
**FIGURE 8-16: Deployed Officers, Weekends, Winter 2018**



**FIGURE 8-17: Deployed Officers, Weekdays, Summer 2018**



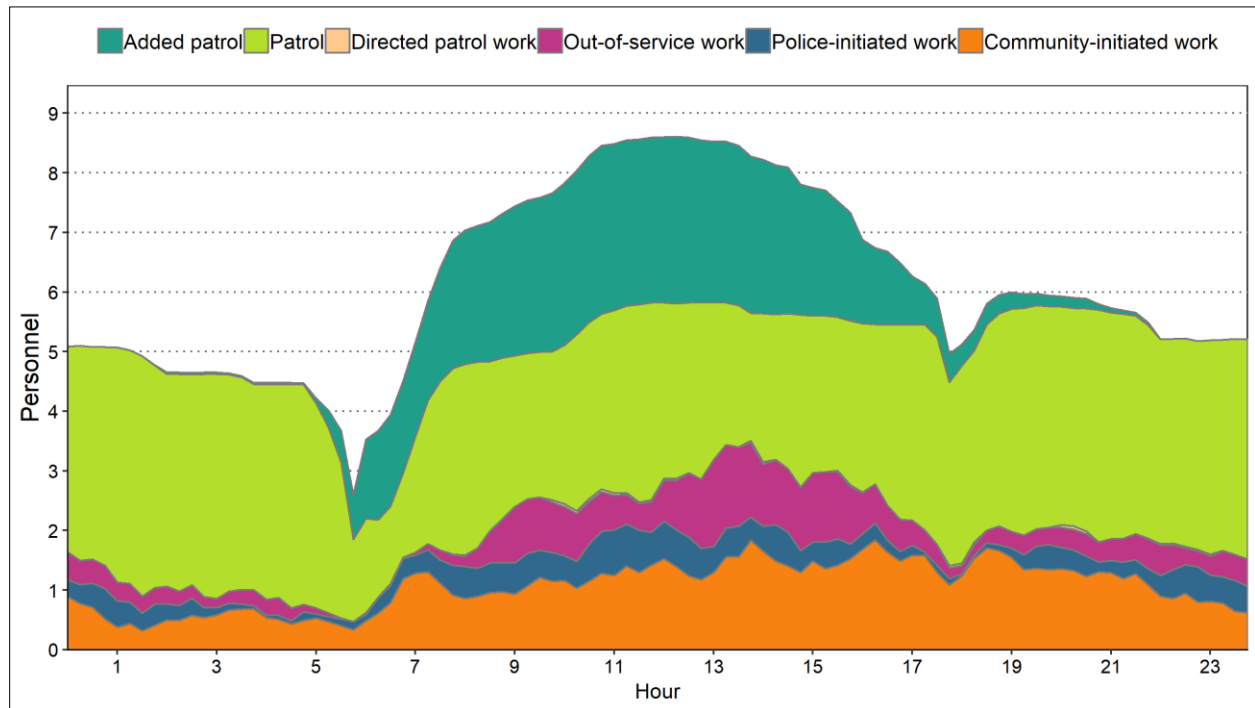
**FIGURE 8-18: Deployed Officers, Weekends, Summer 2018**



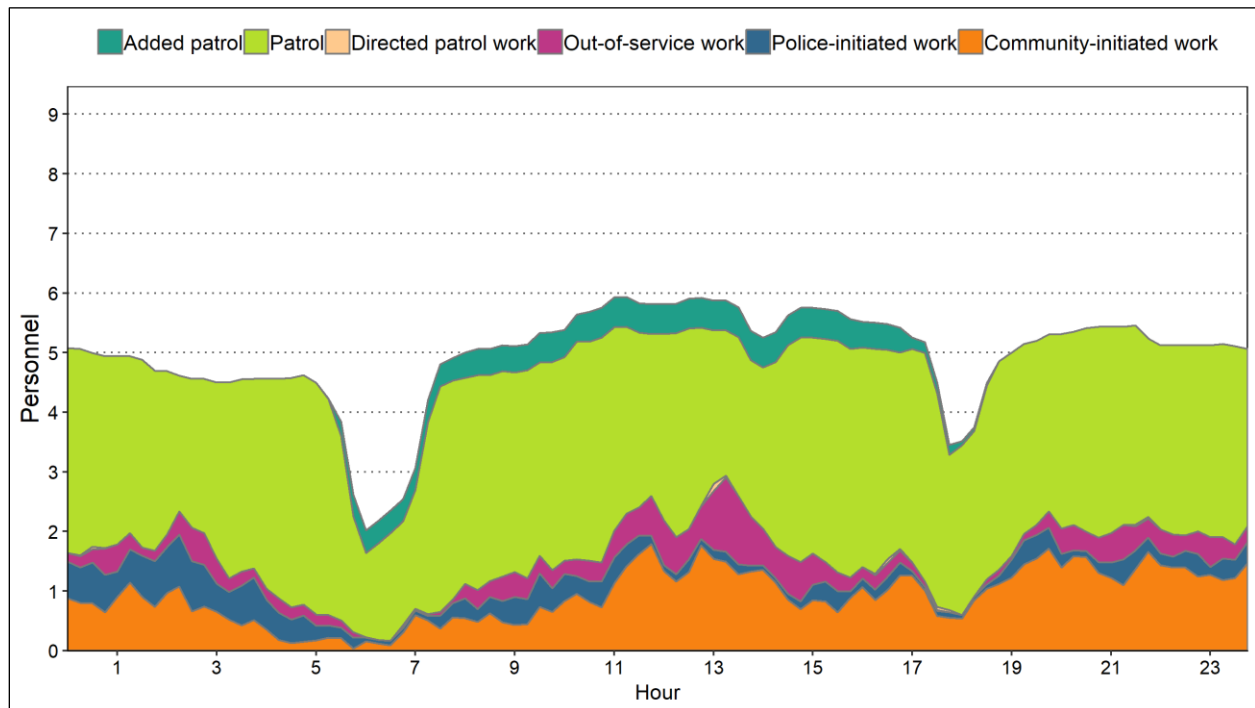
## Observations:

- For winter (January 4 through February 28, 2018):
  - The average deployment was 6.1 officers per hour during the week and 5.0 officers per hour on the weekend.
  - Average deployment varied from 2.6 to 8.6 officers per hour on weekdays and 2.0 to 5.9 officers per hour on weekends.
- For summer (July 7 through August 31, 2018):
  - The average deployment was 6.2 officers per hour during the week and 5.4 officers per hour on the weekend.
  - Average deployment varied from 3.5 to 8.2 officers per hour on weekdays and 3.4 to 6.1 officers per hour on weekends.

**FIGURE 8-19: Deployment and All Workload, Weekdays, Winter 2018**

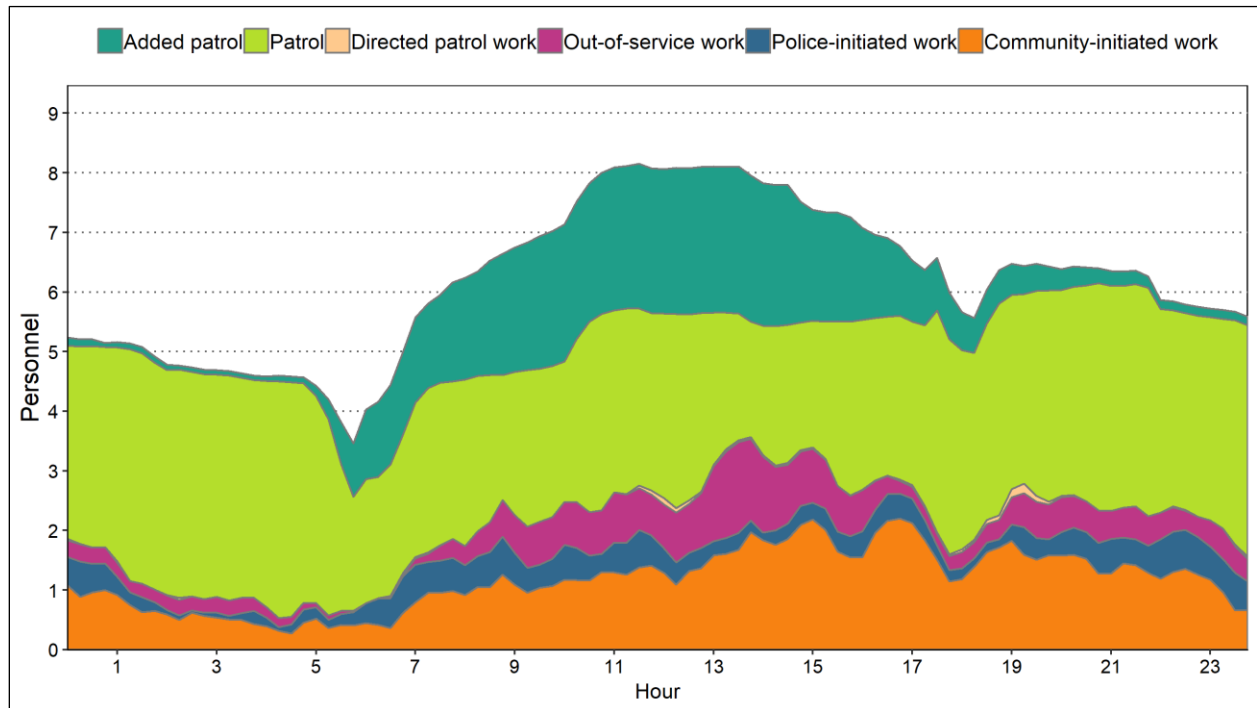


**FIGURE 8-20: Deployment and All Workload, Weekends, Winter 2018**

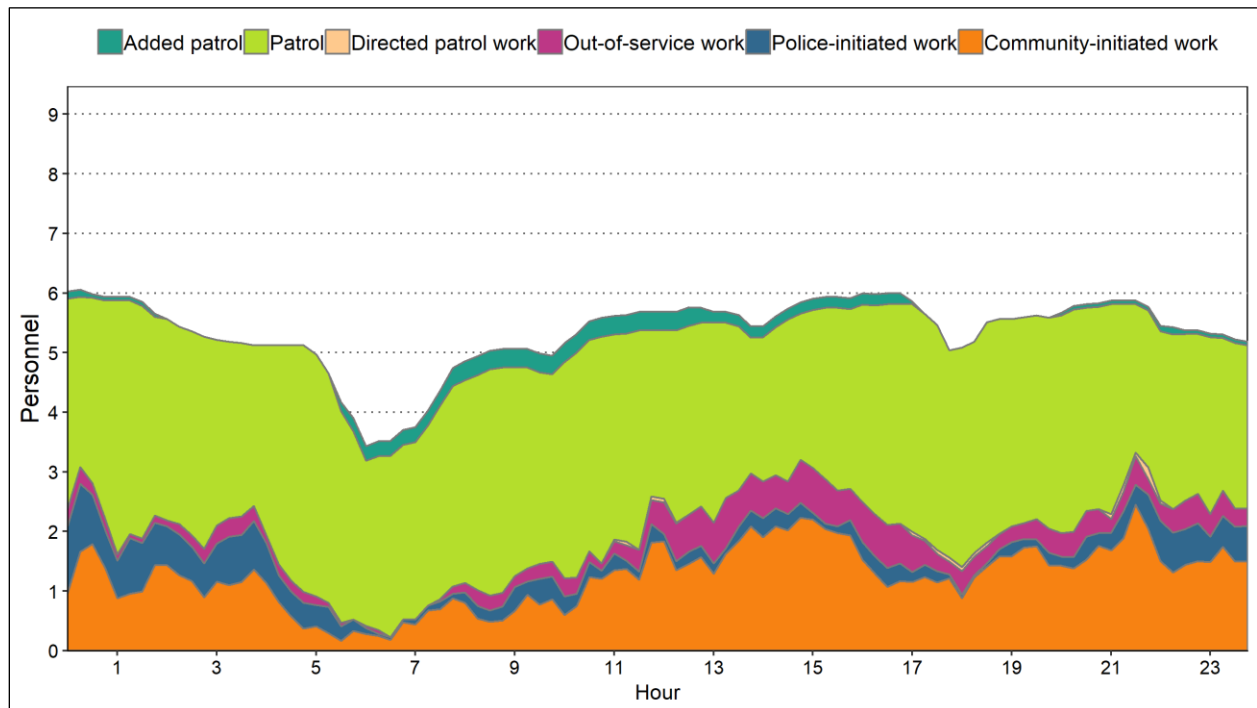




**FIGURE 8-21: Deployment and All Workload, Weekdays, Summer 2018**



**FIGURE 8-22: Deployment and All Workload, Weekends, Summer 2018**



**Note:** Figures 8-19 to 8-22 show deployment along with all workload from community-initiated calls and police-initiated calls, directed patrol work, and out-of-service work.

## Observations:

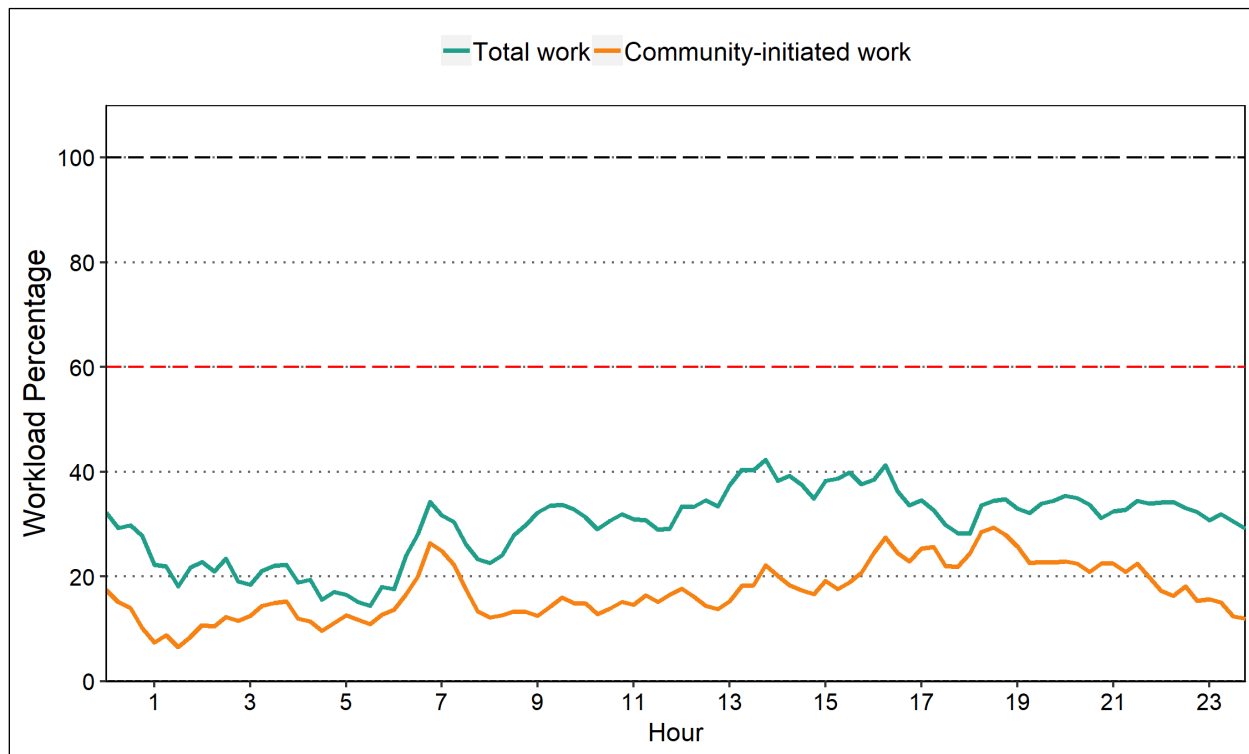
### Winter:

- Community-initiated work:
  - Average community-initiated workload was 1.1 officers per hour during the week and 0.9 officers per hour on weekends.
  - This was approximately 17 percent of hourly deployment during the week and 18 percent of hourly deployment on weekends.
- All work:
  - Average workload was 1.9 officers per hour during the week and 1.5 officers per hour on weekends.
  - This was approximately 31 percent of hourly deployment during the week and weekend.

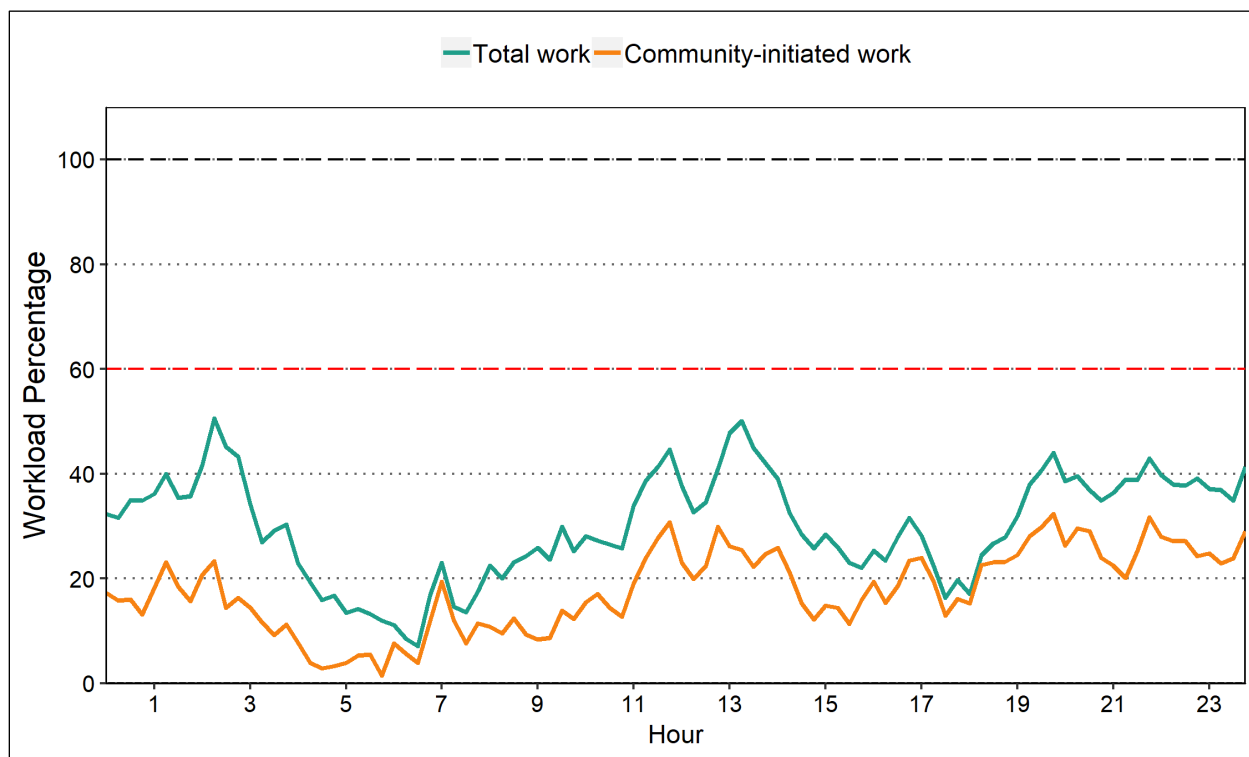
### Summer:

- Community-initiated work:
  - Average community -initiated workload was 1.2 officers per hour during the week and weekend.
  - This was approximately 19 percent of hourly deployment during the week and 23 percent of hourly deployment on weekends.
- All work:
  - Average workload was 2.0 officers per hour during the week and 1.9 officers per hour on weekends.
  - This was approximately 33 percent of hourly deployment during the week and 36 percent of hourly deployment on weekends.

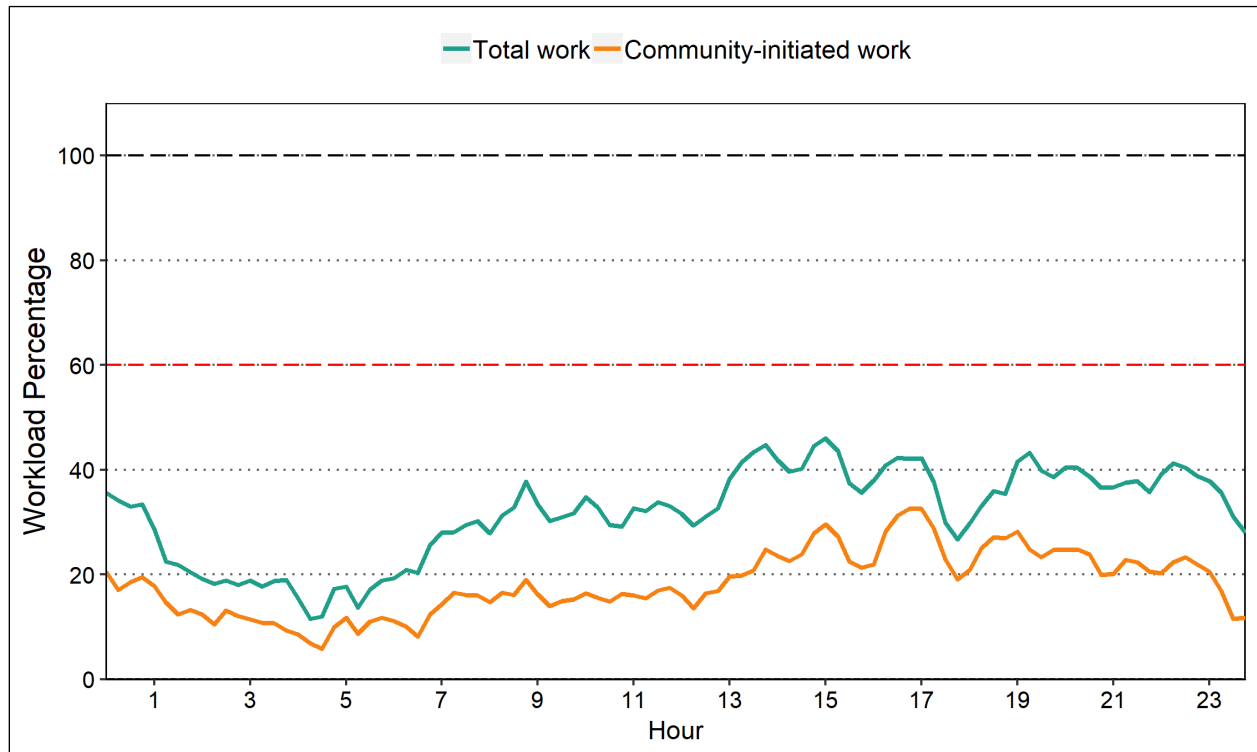
**FIGURE 8-23: Percentage of Workload, Weekdays, Winter 2018**



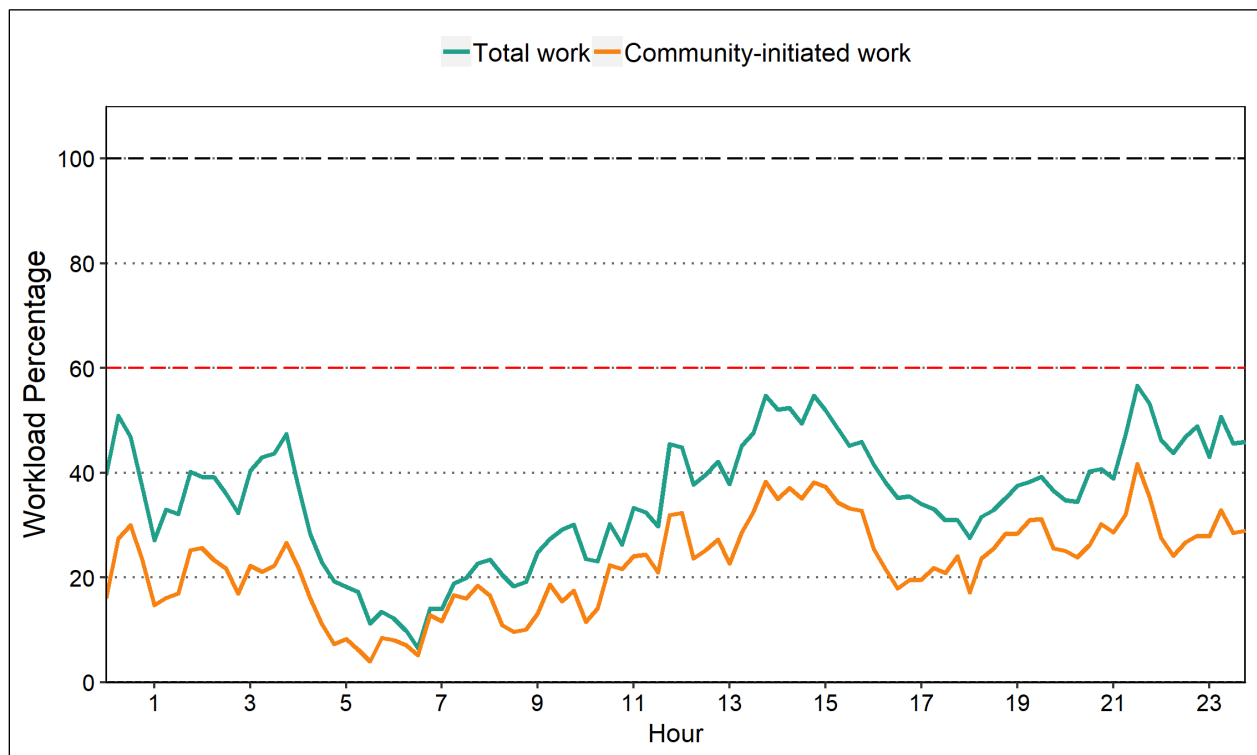
**FIGURE 8-24: Percentage of Workload, Weekends, Winter 2018**



**FIGURE 8-25: Percentage of Workload, Weekdays, Summer 2018**



**FIGURE 8-26: Percentage of Workload, Weekends, Summer 2018**



## Observations:

### Winter:

- Community-initiated work:
  - During the week, workload reached a maximum of 29 percent of deployment between 6:30 p.m. and 6:45 p.m.
  - On weekends, workload reached a maximum of 32 percent of deployment between 7:45 p.m. and 8:00 p.m. and between 9:45 p.m. and 10:00 p.m.
- All work:
  - During the week, workload reached a maximum of 42 percent of deployment between 1:45 p.m. and 2:00 p.m.
  - On weekends, workload reached a maximum of 51 percent of deployment between 2:15 a.m. and 2:30 a.m.

### Summer:

- Community-initiated work:
  - During the week, workload reached a maximum of 33 percent of deployment between 4:45 p.m. and 5:15 p.m.
  - On weekends, workload reached a maximum of 42 percent of deployment between 9:30 p.m. and 9:45 p.m.
- All work:
  - During the week, workload reached a maximum of 46 percent of deployment between 3:00 p.m. and 3:15 p.m.
  - On weekends, workload reached a maximum of 57 percent of deployment between 9:30 p.m. and 9:45 p.m.

## RESPONSE TIMES

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We analyzed the response times to various types of calls, separating the duration into dispatch delay and travel time, to determine whether response times varied by call type. 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.

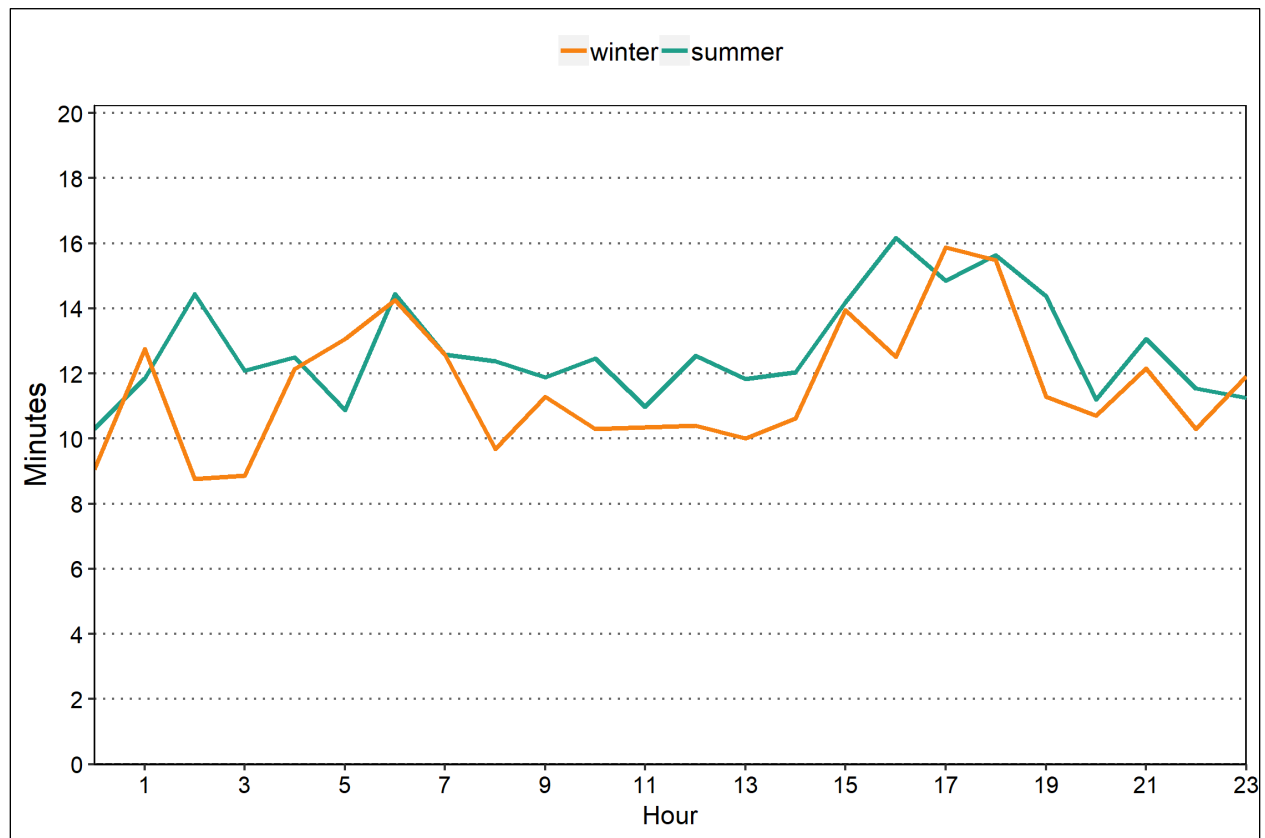
We begin the discussion with statistics that include all calls combined. We started with 3,577 calls for winter and 4,203 calls for summer. We limited our analysis to community-initiated calls, which amounted to 1,830 calls for winter and 2,194 calls for summer. We also removed calls described as “return phone messages” and “walk in at station.” Then after excluding calls without valid arrival times along with excluding calls located at the department's headquarters, we were left with 1,005 calls in winter and 1,133 calls in summer for our analysis. For the entire year, we began with 25,658 calls, limited our analysis to 13,317 community-initiated calls, and further focused our analysis on 7,076 calls after using the same process as above.

Our initial analysis does not distinguish calls based on priority; instead, it examines the difference in response to all calls by time of day and compares winter and summer periods. We then present a brief analysis of response time for high-priority calls alone.

## All Calls

This section looks at all calls without considering their priorities. In addition to examining the differences in response times by both time of day and season (winter vs. summer), we show differences in response times by category.

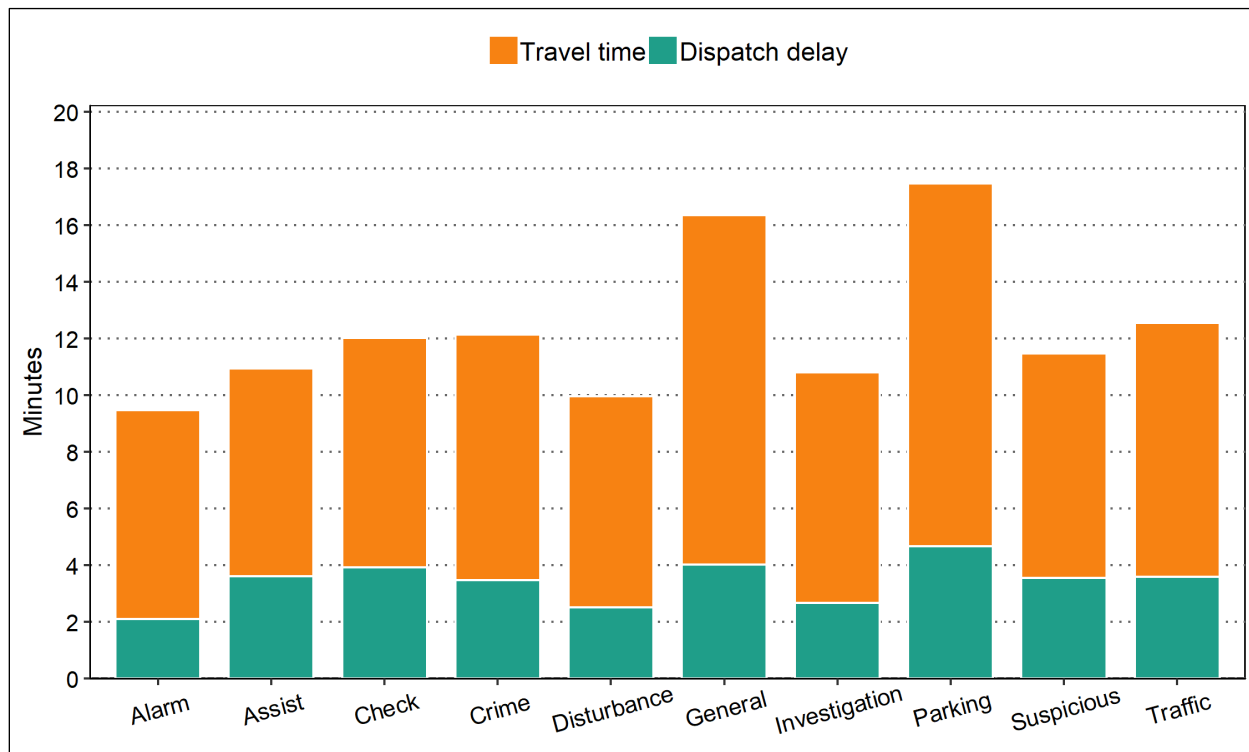
**FIGURE 8-27: Average Response Time and Dispatch Delays, by Hour of Day, Winter and Summer 2018**



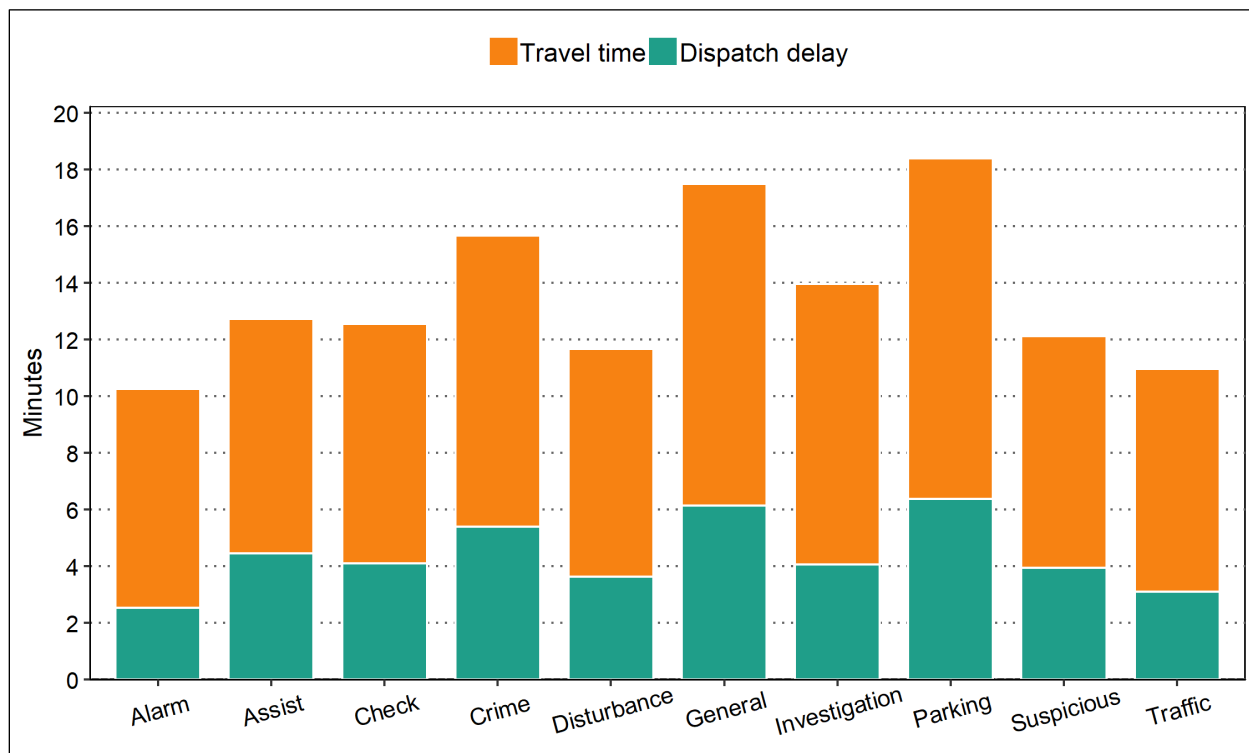
### Observations:

- Average response times varied significantly by the hour of the day.
- The longest response times surround the afternoon shift change at 6:00 p.m.
- In winter, the longest response times were between 5:00 p.m. and 6:00 p.m., with an average of 15.9 minutes.
- In winter, the shortest response times were between 2:00 a.m. and 3:00 a.m., with an average of 8.8 minutes.
- In summer, the longest response times were between 4:00 p.m. and 5:00 p.m., with an average of 16.2 minutes.
- In summer, the shortest response times were between midnight and 1:00 a.m., with an average of 10.3 minutes.

**FIGURE 8-28: Average Response Time by Category, Winter 2018**



**FIGURE 8-29: Average Response Time by Category, Summer 2018**





**TABLE 8-16: Average Response Time Components, by Category**

Category	Winter			Summer		
	Dispatch	Travel	Response	Dispatch	Travel	Response
Accident	3.7	8.4	12.1	3.0	7.5	10.5
Alarm	2.1	7.4	9.5	2.5	7.7	10.3
Animal	2.6	13.4	16.0	5.8	14.0	19.8
Assist citizen	5.1	8.8	13.9	6.4	9.6	16.0
Assist other agency	2.9	6.7	9.6	3.4	7.6	10.9
Check	3.9	8.1	12.0	4.1	8.4	12.5
Crime—other	NA	NA	NA	3.6	7.8	11.4
Crime—person	3.0	7.5	10.5	4.8	9.3	14.1
Crime—property	3.7	9.3	13.0	5.7	10.7	16.3
Disturbance	2.5	7.5	10.0	3.6	8.0	11.7
Investigation	2.7	8.1	10.8	4.1	9.9	14.0
Miscellaneous	4.9	11.6	16.6	6.4	8.9	15.4
Parking	4.7	12.8	17.5	6.4	12.0	18.4
Suspicious incident	3.6	7.9	11.5	3.9	8.2	12.1
Traffic enforcement	3.4	10.5	13.9	3.3	9.1	12.5
<b>Total Average</b>	<b>3.3</b>	<b>8.4</b>	<b>11.7</b>	<b>4.1</b>	<b>8.8</b>	<b>12.9</b>

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

### Observations:

- In winter, the average response time for most categories was between 9 minutes and 16 minutes.
- In winter, the average response time was as short as 9 minutes (for alarms) and as long as 17 minutes (for parking-related calls).
- In summer, the average response time for most categories was between 10 minutes and 18 minutes.
- In summer, the average response time was as short as 10 minutes (for alarms) and as long as 18 minutes (for parking-related calls).
- The average response time for crimes was 12 minutes in winter and 16 minutes in summer.

**TABLE 8-17: 90th Percentiles for Response Time Components, by Category**

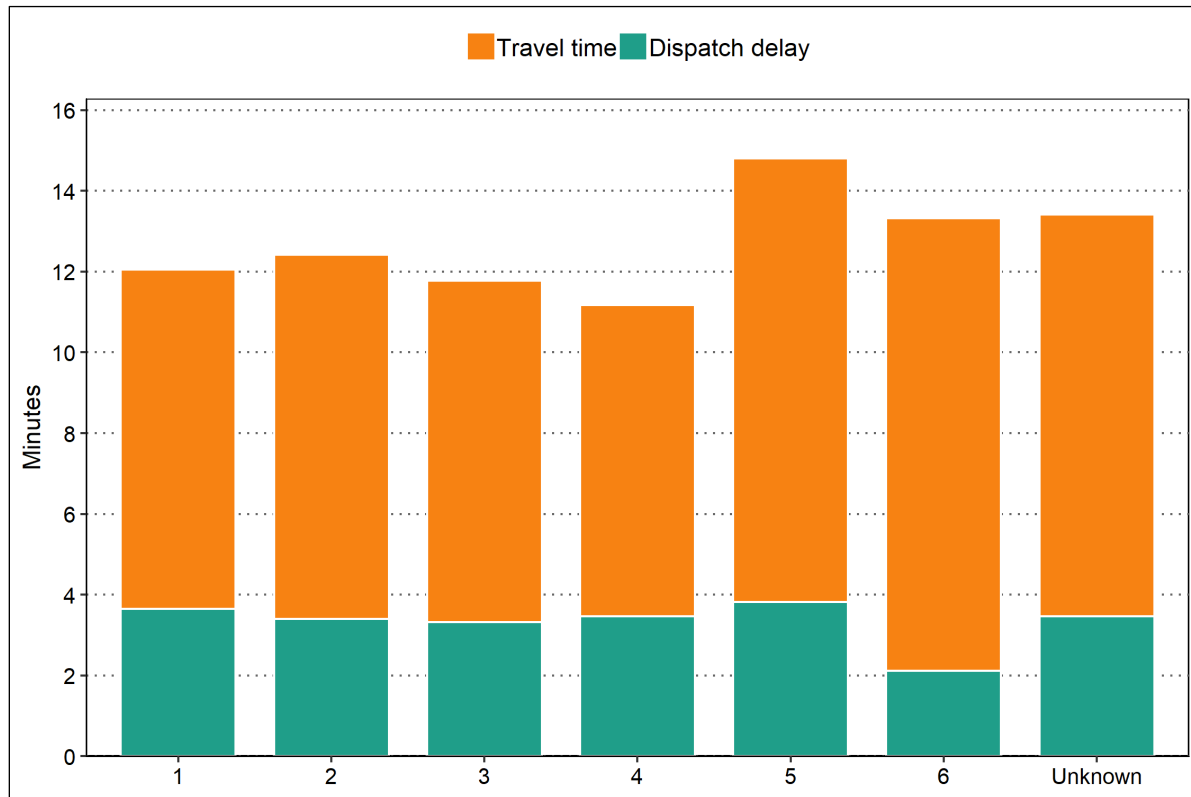
Category	Winter			Summer		
	Dispatch	Travel	Response	Dispatch	Travel	Response
Accident	7.0	17.0	21.9	4.6	14.9	20.3
Alarm	3.8	13.8	16.7	6.7	15.3	17.8
Animal	3.7	22.4	25.3	11.7	33.3	43.7
Assist citizen	16.0	14.3	20.3	18.3	16.6	27.0
Assist other agency	5.6	12.1	16.2	5.6	14.1	19.6
Check	7.1	12.3	17.5	7.0	13.6	23.0
Crime—other	NA	NA	NA	6.0	13.5	18.3
Crime—person	7.6	11.7	18.3	6.9	18.8	24.4
Crime—property	8.7	14.6	21.3	13.8	21.0	28.3
Disturbance	4.3	13.2	18.3	8.6	13.9	21.7
Investigation	3.8	15.1	18.9	11.1	25.1	30.2
Miscellaneous	8.8	18.7	30.7	20.1	18.2	34.2
Parking	6.1	23.2	44.8	13.6	55.7	74.1
Suspicious incident	6.8	15.2	21.8	7.1	14.5	20.0
Traffic enforcement	5.5	20.8	23.8	5.8	17.0	20.9
<b>Total Average</b>	<b>6.6</b>	<b>15.9</b>	<b>20.6</b>	<b>8.4</b>	<b>17.2</b>	<b>24.5</b>

**Note:** A 90th percentile value of 21.9 minutes means that 90 percent of all calls are responded to in fewer than 21.9 minutes. For this reason, the columns for dispatch delay and travel time may not be equal to the total response time.

### Observations:

- In winter, the 90th percentile value for response time was as short as 17 minutes (for alarms) and as long as 45 minutes (for parking-related calls).
- In summer, the 90th percentile value for response time was as short as 18 minutes (for alarm) and as long as 74 minutes (for parking-related calls).

**FIGURE 8-30: Average Response Time Components, by Zone**



**Note:** The "unknown" category includes about 56 calls without beat records.

**TABLE 8-18: Average Response Time Components, by Zone**

Zone	Dispatch	Travel	Response	Calls	Area (Sq. Miles)
1	3.7	8.4	12.1	2,238	4.59
2	3.4	9.0	12.4	1,370	5.44
3	3.3	8.5	11.8	2,090	5.61
4	3.5	7.7	11.2	959	4.22
5	3.8	11.0	14.8	353	3.23
6	2.1	11.2	13.3	10	2.71
Unknown	3.5	10.0	13.4	56	NA
<b>Weighted Average/ Total</b>	<b>3.5</b>	<b>8.6</b>	<b>12.1</b>	<b>7,076</b>	<b>25.39</b>

### Observations:

- Excluding "unknown" category and zone 6, which includes only 10 calls, Plainfield zones share similar average dispatch delays, while zone 4 has the shortest average response time.

## High-Priority Calls

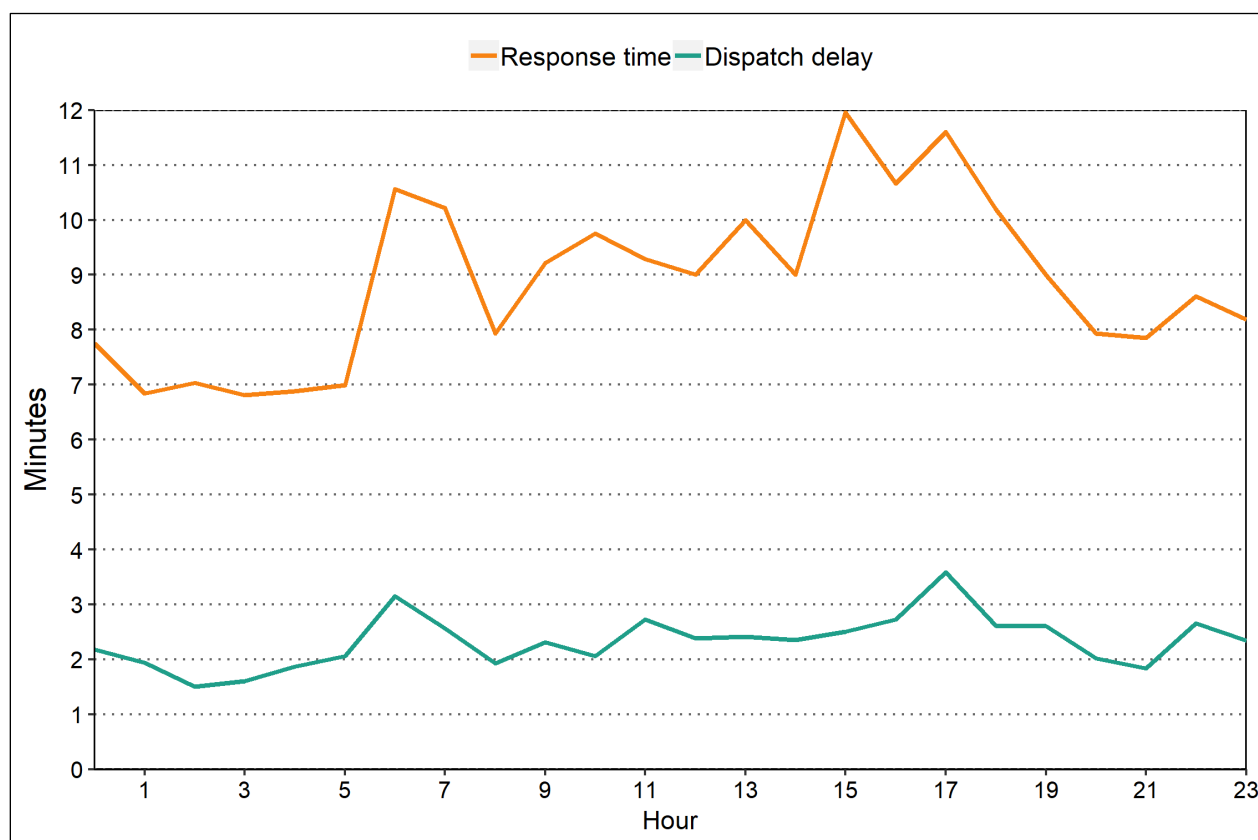
The department assigned priorities to calls with priority 1 as the highest priority. Table 8-19 shows average response times by priority. Figure 8-31 focuses on priority 1 calls only.

**TABLE 8-19: Average Dispatch, Travel, and Response Times, by Priority**

Priority	Dispatch Delay	Travel Time	Response Time	Calls
0	4.3	12.0	16.3	12
1	2.4	6.8	9.2	1,683
2	3.3	8.4	11.7	3,016
3	4.0	9.2	13.1	1,478
4	5.6	11.6	17.2	646
5	4.9	11.2	16.1	241
<b>Weighted Average/Total</b>	<b>3.5</b>	<b>8.6</b>	<b>12.1</b>	<b>7,076</b>

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

**FIGURE 8-31: Average Response Times and Dispatch Delays for High-priority Calls, by Hour**



## Observations:

- High-priority calls (priority 1) had an average response time of 9.2 minutes, lower than the overall average of 12.1 minutes for all calls.
- Average dispatch delay was 2.4 minutes for high-priority calls, compared to 3.5 minutes overall.
- For high-priority calls, the longest response times were between 3:00 p.m. and 4:00 p.m., with an average of 12.0 minutes.
- For high-priority calls, the shortest response times were between 1:00 a.m. and 2:00 a.m. and between 3:00 a.m. and 4:00 a.m., with an average of 6.8 minutes.
- Average dispatch delay for high-priority calls was consistently 3.1 minutes or less, except between 5:00 p.m. and 6:00 p.m.

## APPENDIX A: CALL TYPE CLASSIFICATION

Call descriptions for the department's calls for service from January 1, 2018, to December 31, 2018, were classified into the following categories.

**TABLE 8-20: Call Type, by Category**

Call Type	Table Category	Figure Category
Alarm	Alarm	Alarm
Transport	Arrest and prisoner	Arrest and prisoner
Warrant service		
Civil call	Assist citizen	Assist
Crisis intervention		
Flagged down		
Lock out or in		
Public service		
Return phone messages		
Walk in at station		
Assist fire department	Assist other agency	
Assist law agency		
Hazard		
Public works		
Railroad call		
Relocated vehicles		
Repossessions		
Sick		
Wires down		
Building check	Check	Check
House watch		
Open door		
Vacation watch		
Welfare check		
Drug law violation	Crime-other	Crime
Liquor violation		
Ordinance violation		
Tobacco violation		
Abuse	Crime-person	
Assault		
Battery		
Child welfare		
Disorderly conduct		
Domestic battery		
Harassment		
Public indecency		
Robbery		

Call Type	Table Category	Figure Category
Sexual crimes	Crime–property	
Shooting		
Unlawful visitation		
Violation of order of protection		
Burglary		
Burglary to motor vehicle		
Criminal damage to property		
Deceptive practices		
Drive off		
Fraud investigation		
Mischievous conduct		
Mischievous conduct		
Shoplifting complaints		
Stolen		
Theft		
Trespassing		
Escorts		
Extra patrol		
Stand by		
Disturbance	Disturbance	Disturbance
Domestic		
Fight		
Firework complaints		
Gun complaints		
Intoxicated subject		
Loitering complaints		
Loud		
Neighbor complaints		
Shots fired		
Snowmobile complaints		
Solicitor complaints		
Unwanted		
Animal complaints	Animal	General noncriminal
Bite		
Curfew violation	Miscellaneous	
Fingerprinting duties		
Hunting complaints		
Illegal burning complaint		
Illegal dumping complaints		
Information		
Juvenile complaints		
Lockdown of school or business		

Call Type	Table Category	Figure Category
Notifications		
Other complaints		
Paper service		
Phone		
Runaway		
School related duties		
Station information		
Truancy complaint		
Underage possession of alcohol		
Unknown		
911 hang up call	Investigation	Investigation
Abandoned		
Abandoned 911 call		
Attempt to locate		
Follow up		
Found		
Located missing person		
Lost		
Missing person		
Recovered		
Suicide	Parking	Parking
On street parking		
Parking complaints	Suspicious incident	Suspicious incident
Suspicious	Accident	Traffic
Accident	Traffic enforcement	
ATV complaints		
Drag racing		
Driving under the influence		
Motorist assist		
Reckless driving complaints		
Road		
Traffic complaint	Traffic stop	
Traffic stop		



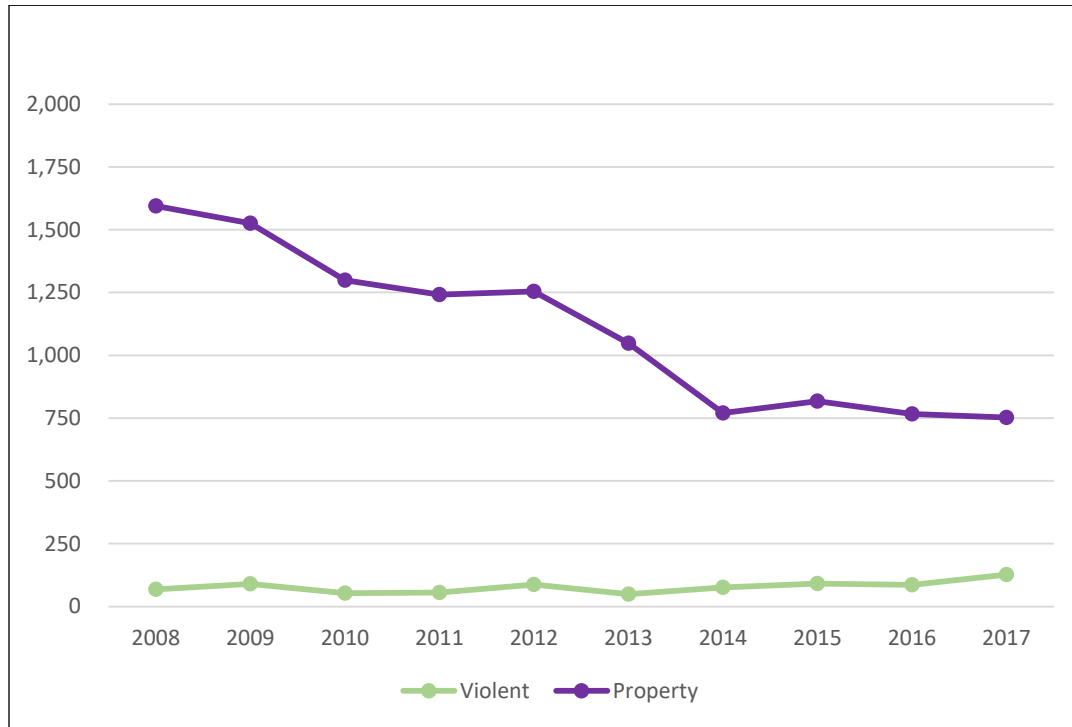
## APPENDIX B: UNIFORM CRIME REPORT INFORMATION

This section presents information obtained from Uniform Crime Reports (UCR) collected by the Federal Bureau of Investigation (FBI) and Illinois State Police. The tables and figures include the most recent information that is publicly available at the national level. This includes crime reports for 2008 through 2017, along with clearance rates for 2016. Crime rates are expressed as incidents per 100,000 population.

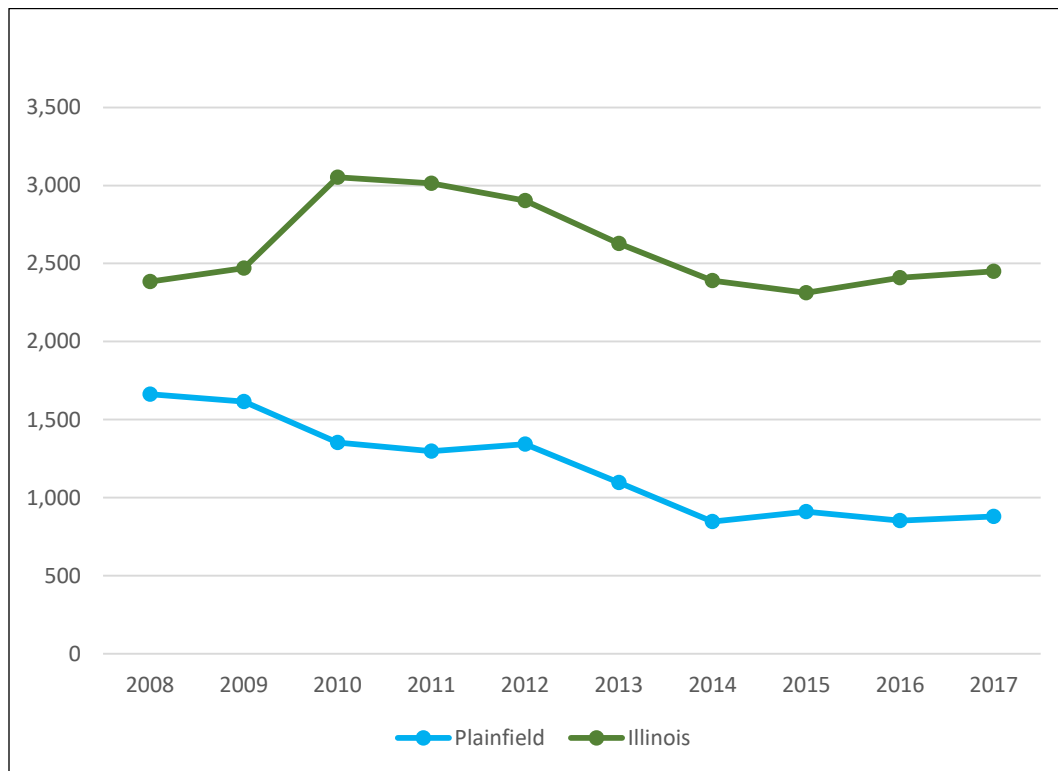
**TABLE 8-21: Reported Crime Rates in 2017, by City**

City	State	Population	Crime Rates		
			Violent	Property	Total
Addison	IL	36,883	111	1,535	1,646
Batavia	IL	26,425	125	1,570	1,695
Carol Stream	IL	40,118	132	885	1,017
Carpentersville	IL	38,380	86	1,946	2,032
Downers Grove	IL	49,563	71	1,279	1,350
Elmhurst	IL	46,763	73	1,185	1,258
Glendale Heights	IL	34,128	76	1,295	1,371
Glen Ellyn	IL	28,083	71	1,218	1,289
Homer Glen	IL	24,516	16	551	567
Lockport	IL	25,280	28	843	871
Lombard	IL	43,885	87	2,149	2,236
New Lenox	IL	26,529	136	1,138	1,274
Oswego	IL	35,273	62	1,001	1,063
Romeoville	IL	39,710	146	1,398	1,544
St. Charles	IL	32,780	171	818	989
West Chicago	IL	27,219	103	1,154	1,257
Westmont	IL	24,781	61	1,158	1,219
Wheaton	IL	53,444	71	922	993
Woodridge	IL	33,553	116	1,138	1,254
<b>Plainfield</b>	<b>IL</b>	43,450	127	753	880
<b>Illinois</b>		<b>12,802,023</b>	<b>439</b>	<b>2,011</b>	<b>2,450</b>
<b>Nation</b>		<b>325,719,178</b>	<b>383</b>	<b>2,362</b>	<b>2,745</b>

**FIGURE 8-32: Reported Violent and Property Crime Rates, by Year**



**FIGURE 8-33: Reported City and State Crime Rates, by Year**



**TABLE 8-22: Reported Plainfield, Illinois, and National Crime Rates, by Year**

Year	Plainfield				Illinois				National			
	Population	Violent	Property	Total	Population	Violent	Property	Total	Population	Violent	Property	Total
2008*	35,366	68	1,595	1,663	12,973,710	388	1,997	2,385	309,327,055	438	3,055	3,493
2009*	36,507	90	1,526	1,616	12,965,589	393	2,077	2,470	312,367,926	416	2,906	3,322
2010	39,581	53	1,299	1,352	12,888,247	434	2,619	3,053	314,170,775	393	2,833	3,225
2011	39,700	55	1,242	1,297	12,923,112	415	2,599	3,013	317,186,963	376	2,800	3,176
2012	39,859	88	1,254	1,342	12,934,012	401	2,500	2,902	319,697,368	377	2,758	3,135
2013	40,639	49	1,048	1,097	12,940,590	387	2,241	2,628	321,947,240	362	2,627	2,989
2014	42,196	76	770	846	12,938,060	362	2,028	2,390	324,699,246	357	2,464	2,821
2015	42,706	91	817	909	12,920,809	378	1,934	2,312	327,455,769	368	2,376	2,744
2016	43,063	86	766	852	12,862,656	426	1,982	2,408	329,308,297	383	2,353	2,736
2017	43,450	127	753	880	12,802,023	439	2,011	2,450	325,719,178	383	2,362	2,745

**Note:** \*Plainfield's 2008 and 2009 crime data were from the Illinois State Police annual report, as these numbers are not available from the FBI.

**TABLE 8-23: Reported Plainfield, Illinois, and National Crime Clearance Rates (2016)**

Crime	Plainfield			National		
	Crimes	Clearances*	Rate	Crimes	Clearances	Rate
Murder Manslaughter	0	0	NA	17,819	10,021	56%
Rape	7	1	14%	126,378	44,136	35%
Robbery	3	1	33%	328,557	91,582	28%
Aggravated Assault	27	17	63%	789,005	402,556	51%
Burglary	35	2	6%	1,474,704	187,591	13%
Larceny	280	82	29%	5,517,312	1,082,866	20%
Vehicle Theft	15	1	7%	756,091	96,903	13%

**Note:** \*Plainfield's clearance data were from the Illinois State Police annual report, as these numbers are not available from the FBI. National clearances are likely underreported as some agencies report crimes but not clearances.