

Final Report
Police Operations
Federal Heights, Colorado



POLICE OPERATIONS

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

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Leaders at the Core of Better Communities

ICMA Background

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

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

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

The **ICMA Center for Public Safety Management (ICMA/CPSM)** is one of four Centers within the U.S. Programs of ICMA, providing support to local governments in the areas of police, fire, EMS, emergency management, and homeland security. In addition to providing technical assistance in these areas we also represent local governments at the federal level and are

involved in numerous projects with the Department of Justice and the Department of Homeland Security.

ICMA/CPSM is also involved in police and fire chief selection. We assist local governments in identifying these critical managers through original research we have conducted and which identifies the core competencies of police and fire managers; we also provide assessment center resources.

Our local government technical assistance includes workload and deployment analysis, using Operations Research techniques and credentialed experts to identify workload and staffing needs as well as best practices. We have conducted approximately 100 such studies in communities ranging in size from 8,000 population (Boone, Iowa) to 800,000 population (Indianapolis, Ind.).

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Table of Contents

- I. Introduction..... 7
- II. Operations Analysis 8
 - A. Background..... 8
 - B. Patrol, Enforcement, and Investigative Operations 10
 - 1. Patrol Staffing..... 10
 - 2. Shift Management 12
 - 3. Saturation Index 14
 - 4. Supervision 24
 - 5. Demand Management..... 25
 - 6. Technology on Patrol 28
 - 7. Retention 29
 - 8. Community Services..... 31
 - 9. Code Enforcement 33
 - 10. Reserves 34
 - 11. Metro North Task Force 35
 - 12. Water World 36
 - 13. Investigations 38
 - 14. Crime Scene / Property and Evidence Management..... 42
 - 15. Crime Analysis 43
 - C. Administrative 44
 - 1. Facilities/Resources 44
 - 2. Strategic Planning and Performance Measurement..... 45
 - 3. Training 57
 - 4. Professional Standards..... 62
 - 5. Records Management/Information Technology 64
 - 6. Communications/Dispatch 69
 - 7. Miscellaneous 71
- III. Data Analysis 73

Tables

Table 1. Calls for Service, Units per Call, and Average Time Spent per Call, 2011	25
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Figures

Figure 1. Saturation Index by Hour, February 2011 Weekdays	20
Figure 2. Saturation Index by Hour, February 2011 Weekends	21
Figure 3. Saturation Index by Hour, August 2011 Weekdays	22
Figure 4. Saturation Index by Hour, August 2011 Weekends	23

I. Introduction

Federal Heights is a unique community, in that it covers an area of only 1.8 square miles with a population of 11,467, and thus has a population density per square mile that is quite high (6,388 residents/sq. mi.) Population grows considerably for approximately 100 days during the summer months when Water World (a large water amusement park) is in operation. It is estimated that, on peak days, this facility can be visited by approximately 8,000 to 10,000 people.

The community faces a number of other issues.

Vehicular traffic is a continuing problem. It is a young community; the age group with the largest percentage of residents is 25-29 years of age. Median home value is quite low (\$44,093) in comparison to statewide levels (\$237,800). City government is reported as being fiscally sound, but the city has no high school, just a charter school and elementary school, has few city parks, and no library. The community has a significant amount of subsidized housing and a large number of transient residents.

Crime statistics available from the FBI's Uniform Crime Reports for the two most recent years for which full statistics are available are as follows:

UCR crimes reported	2010	2009
Total violent crimes	58	57
Murder & non-negligent manslaughter	1	0
Forcible rape	14	10
Robbery	10	8
Aggravated assault	33	39
Total property crimes	476	616
Burglary	70	91
Larceny/theft	370	456
Motor vehicle theft	36	69
Arson	7	0

II. Operations Analysis

A. Background

At the time of ICMA's site visits, the Federal Heights Police Department (FHPD) was staffed as follows:

- 1 Chief
- 2 Lieutenants (Operations and Support Division)
- 4 Sergeants
- 4 Detectives
- 1 Community service officer
- 12 Police officers
- 2 Non-sworn code enforcement officers (who apparently are also police "reserves")
- 1 Animal control officer (non-sworn)
- 1 Records supervisor
- 1 Records specialist
- 1 Dispatch supervisor
- 5 Dispatchers (non-sworn).

The department has not had personnel assigned at the rank of captain since approximately 2004.

Several officers are trained in special weapons and tactics (SWAT). This is not a stand-alone unit or a line item on the department's budget. Rather, SWAT officers are general patrol officers who have received specialized training. The six-member unit is overseen by the Support Services Lieutenant and is commanded by the department's community services officer (a police officer III). A sergeant and a detective (also a police officer III) also assist in providing administrative support. SWAT personnel are highly-trained and very well-equipped.

One police officer is assigned as community service officer. This individual attends community meetings and works with homeowners (such as the Holiday Hills Senior Park) and local business people. This officer is primarily responsible for crime prevention, community outreach, and the department's community policing initiatives.

The department previously had a traffic unit funded by a federal COPS Office grant and staffed by several officers. That unit was disbanded several years ago. The department currently does not have any personnel formally designated as a "traffic officer."

The department has two non-sworn (but certified) code enforcement officers.

A lieutenant is assigned to apply for and monitor grants. At the time of the initial site visit, ICMA was advised that the department had only one active grant, which was related to technology and equipment (mobile data terminals in patrol vehicles).

Currently, the department has one person assigned at the rank of corporal and several personnel assigned at the rank of police officer III (PO III). ICMA was informed that a study of the department's rank structure was conducted in 2003 and that the rank of police officer III is gradually being phased out.

The department has resources available for use by victims' advocates. ICMA was informed that victim advocates are mandated by the Colorado Victim Rights Act.

The department does not have any collective bargaining agreement with its sworn or non-sworn personnel.

The city has a contract with Water World for the provision of police services. Police officers assigned to Water World are reflected on the roll calls of each respective shift and their work is recorded in the department's computer-aided dispatch (CAD) system.

The city also has a contract with the local charter school for the provision of traffic control duties for several hours during school days. Officers are also available for other contracted services from time to time, such as providing bailiff services at the municipal court and working at public events.

Uniformed personnel are directed to periodically perform "compliance checks" of licensed premises. Each licensed premises within the city is generally checked several times per year. Patrol officers are also directed to perform "vacation house checks" and directed patrols, as necessary.

B. Patrol, Enforcement, and Investigative Operations

1. Patrol Staffing

General patrol staffing in Federal Heights is performed with four shifts of officers performing 12-hour tours of duty. Shifts are supervised by one sergeant, with three patrol officers assigned to each. Patrol officers work a rotating pattern of three days on, three days off, four on, and four off. This translates into one of the four shifts being on-duty at any one time, with three others off, or 25 percent of available personnel working at any one time. Officers work eighty-four hours each pay period and are compensated for these additional hours.

The current patrol schedule began in January 2012; it replaced a combination of 8-hour and 10-hour shifts that had various start times

throughout the day. ICMA believes that the current patrol rotation is the most efficient option for staffing, and, given the personnel resources available in the FHPD provides the maximum amount of patrol coverage. The drawback of the current staffing plan is that a fixed level of patrol officers are deployed throughout the day. Demand for police service ebbs and wanes during the day and this staffing plan does not match that demand for service. The FHPD is limited, however, given its number of patrol personnel, and it makes the best of these resources by deploying officers in the 12-hour, four-shift rotation.

The department is currently conducting its own study to assess effectiveness and overall levels of satisfaction with this new staffing model. This study will apparently include personal interviews with uniformed personnel and will also assess the relative amount of overtime expenses being generated under the new schedule. The department has apparently determined that it does not presently have enough police officers to staff 10-hour shifts.

The city is divided into two patrol areas, the north and the south. The current "minimum manning" staffing level is two officers (one of whom can be the patrol supervisor).

ICMA was advised by department personnel that, during 2010, patrol shifts were staffed by two officers approximately 70 percent of the time. During 2011, the average was estimated to be three officers per shift. Sergeants are assigned primarily as patrol supervisors and are not assigned regularly to a patrol area. On those occasions when a sergeant does is assigned an area, he/she is assigned to the south patrol area. Sergeants are assigned primarily to patrol supervision, not administrative duties at police headquarters.

ICMA was advised that, due to the department's relatively low staffing levels, officers are encouraged to remain on patrol as much as possible

during their shifts. For example, if an officer is processing a DUI arrest at police headquarters during the overnight hours and hears a priority radio call, that officer will leave the prisoner secured in a holding cell and return to patrol to assist his/her colleague.

2. Shift Management

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 models.¹ ICMA contends that the length of the shift is secondary to the application of shifts to meet service demands. In other words, it is not necessarily the length of the tour, but the manner in which the model is structured that creates the efficiency. The three models are in use by many police departments across the U.S., and all three models leverage shift length and start/end times to meet the needs of the community and the department. It is evident that the FHPD explored various combinations of those shift lengths and has concluded that the 12-hour shift meets its needs. ICMA concurs with this assessment and believes that the current staffing plan in place is optimal given the conditions in Federal Heights.

Recently, the FHPD switched the schedules of the officers under this staffing plan. After four months (January to April) officers on days were switched to nights, and vice versa. This rotation of schedules after four months is disruptive; continued schedule switches after every four months might have a negative impact on employee well-being. As stated above, research has shown that the various lengths of shifts offer positive and negative characteristics. One thing definitive about shift work is that rotating hours

¹ Police Foundation (2012). *The Shift Length Experiment: What we know about 8-, 10-, and 12-hour shifts in policing.*

(days, evening, nights) on a regular basis has a negative impact on a variety of employee traits such as performance, physical and mental health, quality of life, family life, etc.

The length of the shift is secondary to its proper application to the service demands of the community; thus an important consideration for shift work is stability. Changing schedules at four month intervals might be too disruptive for officer well-being.

On the other hand, experience in police staffing in other departments around the country that use this 12-hour, four-shift, periodic rotation model, indicates that locking officers into steady shifts for extended periods of time can create management problems. Officers become rigid and are only knowledgeable of the community during certain times of the day. Officers also lose contact with their colleagues and rarely interact with each other outside of shift change, and in some cases not at all. Silos of personnel are created that do not interact or communicate well within and among other department units and can become distant from the overall functioning of the department.

It is recommended that the FHPD closely evaluate the frequency of shift switches. Four months appears too frequent, and permanent shift assignments are also not desirable. Adding voluntary assignment, selection by seniority, or a partial rotation to the switching might be beneficial, allowing the officers themselves to dictate the shifts they work. In any event, careful oversight and communication with the officers is essential towards determining the ideal frequency of the shift rotation from days to nights. The 12-hour plan in place appears to be the most efficient deployment of patrol officers, but the optimum cycling between shifts needs further evaluation.

3. Saturation Index

Although some police administrators suggest that there are national standards for the number of officers per thousand residents, 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 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."²

Essentially, "discretionary time" on patrol is the amount of time available each day where officers are not committed to handling calls for service (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 still have officers 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.

² John Campbell, Joseph Brann, and David Williams, "Officer-per-Thousand Formulas and Other Policy Myths," *Public Management* 86 (March 2004): 22–27.

Staffing decisions, particularly in patrol, must be based on actual workload. 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 FHPD is a full-service police department, and the philosophy is to address essentially all requests for service in a community policing style. With this in mind it is necessary to look at workload to understand the impact this style of policing 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. Doing this analysis allows 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 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 the time being spent to currently provide services.

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

From an officer's standpoint, once a certain level of CFS activity is reached, the officer's focus shifts to a CFS-based reactionary mode. Once a threshold 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 CFS. 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 CFS?” 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.

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

a. Rule of 60 – Part 1

According to the FHPD Organization Chart, patrol in the FHPD is staffed by one lieutenant, four sergeants, one corporal, and eleven police officers assigned to a CFS response capacity. These seventeen sworn officers represent 70.8 percent of the twenty-four sworn officers in the FHPD. This percentage is higher than the 60 percent benchmark for patrol staffing for an agency the size of the FHPD.

According to these statistics, the FHPD does not adhere to the first component of the “Rule of 60.” The patrol function has a very high percentage of sworn personnel and the staffing of the agency is not balanced appropriately. It also indicates a reactive posture towards crime and quality-of-life issues, and is indicative of the policing style in place in Federal Heights.

b. Rule of 60 – Part 2

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

This ratio of dedicated time compared to discretionary time is referred to as the “Saturation Index” (SI). It is ICMA’s contention that patrol staffing is optimally deployed when the SI is in the 60 percent range. A 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 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. Lastly,

this is not a hard-and-fast rule, but a benchmark to be used in evaluating staffing decisions.

The ICMA data analysis in the second part of this report provides a rich overview of CFS and staffing demands experienced by the FHPD. The analysis here looks specifically at patrol deployment and how to maximize the personnel resources of the FHPD 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 1, 2, 3, and 4 represent the “saturation” of patrol resources in the FHPD during the two months in 2011 on which we focused. 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 during the months selected.

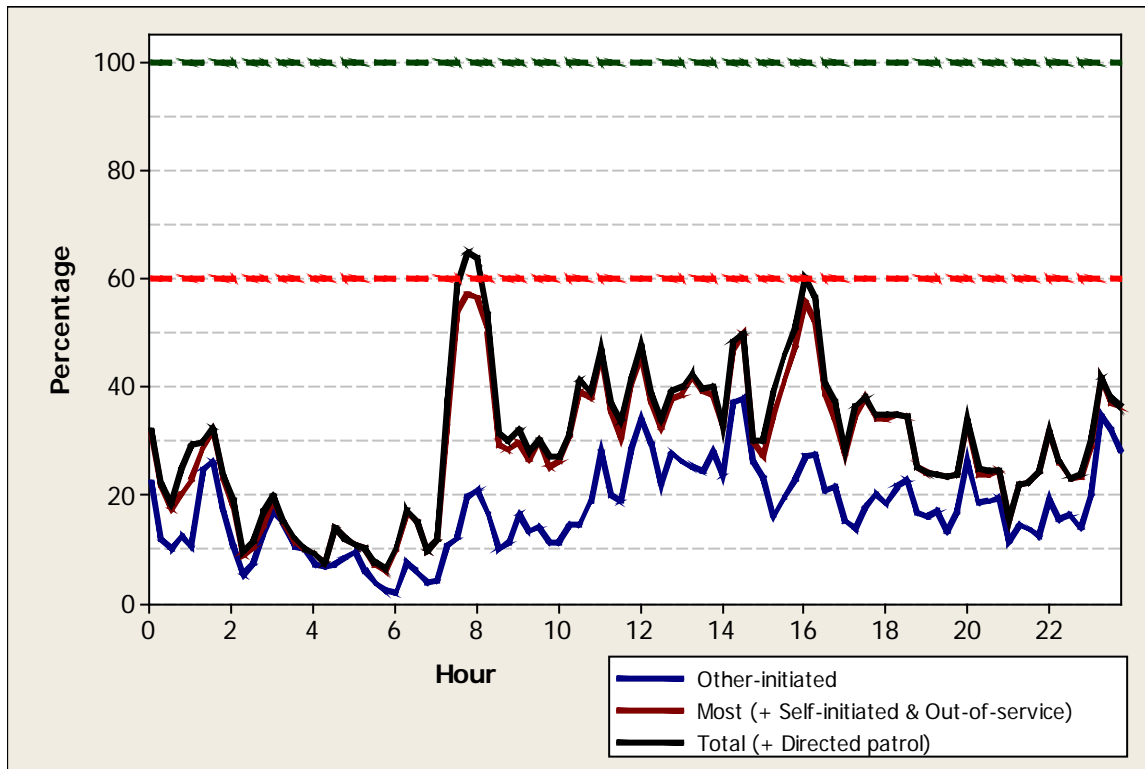
The four figures represent the manpower and demand during weekdays and weekends during the months of February and August, 2011. Examination of these four figures permits exploration of the second part of the Rule of 60. Again, the Rule of 60 examines the relationship between total work and total patrol, and to comply with this rule, total work should be less than 60 percent of total patrol. In the context of the FHPD, both day and night patrol platoons are staffed similarly, so the interpretation of Figures 1, 2, 3, and 4 will be straightforward.

In the figures, the patrol resources available are denoted by the dashed green line at the top. The 100 percent value indicates the total police officer hours available during the 24-hour period. This amount varies during the day consistent with the staffing of the platoons/squads, but at any given hour the total amount of available manpower will equal 100.

The red dashed line fixed at the 60 percent level represents the saturation index (SI). As discussed above, this is the point at which patrol resources become largely reactive as CFS and workload demands consume a larger and larger portion of available time.

The blue line represents workload generated by calls for service from the public and the solid black line represents total workload experienced by the FHPD.

Figure 1. Saturation Index by Hour, February 2011 Weekdays



Avg. Workload: 1.0 officers per hour

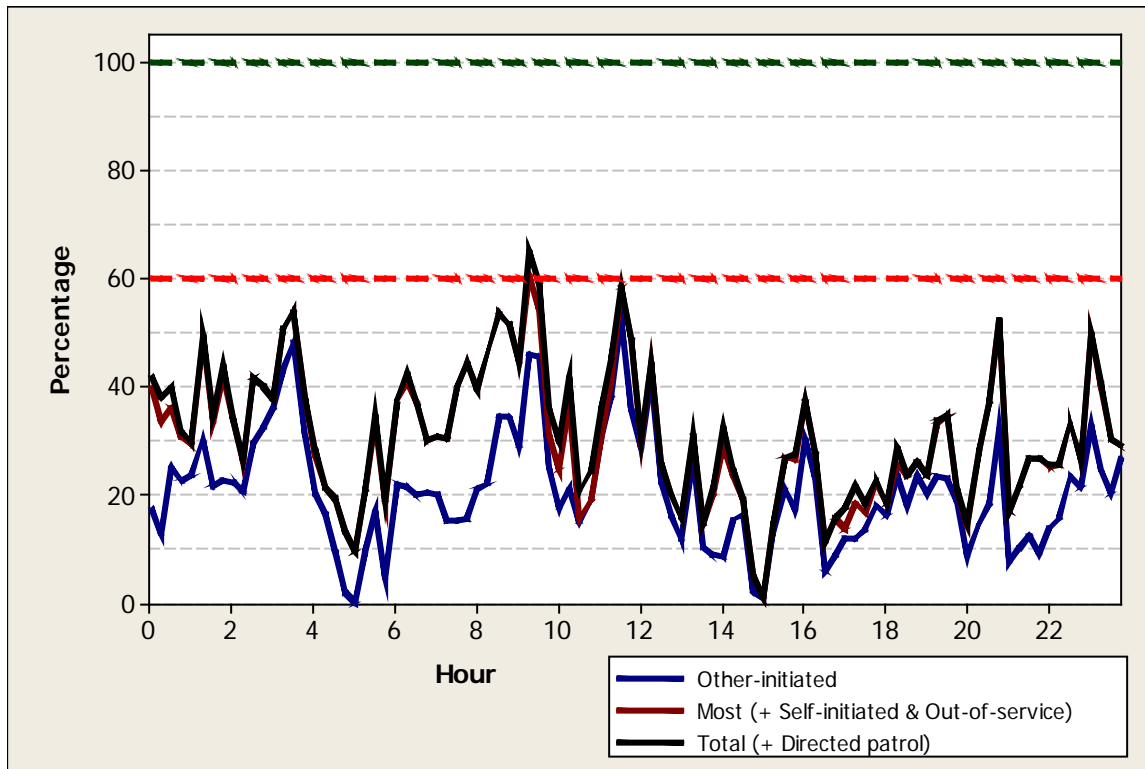
Avg. % Deployed (SI): 29.0 percent

Peak SI: 65.0 percent

Peak SI Time: 7:45 a.m.

Figure 1 shows the patrol SI for weekdays in February 2011. The figure indicates that SI spikes above the 60 threshold briefly at 7:45 a.m. and again at 4:15 p.m., but over the course of the day the SI level is comfortably under the benchmark of 60 percent, with a daily average of 29 percent. Note that direct public demand for services indicated by the solid blue line (other-initiated) in the figure demonstrates that at all times during the weekdays in February the FHPD had adequate, even surplus, patrol resources to meet that demand.

Figure 2. Saturation Index by Hour, February 2011 Weekends



Avg. Workload: 1.0 officers per hour

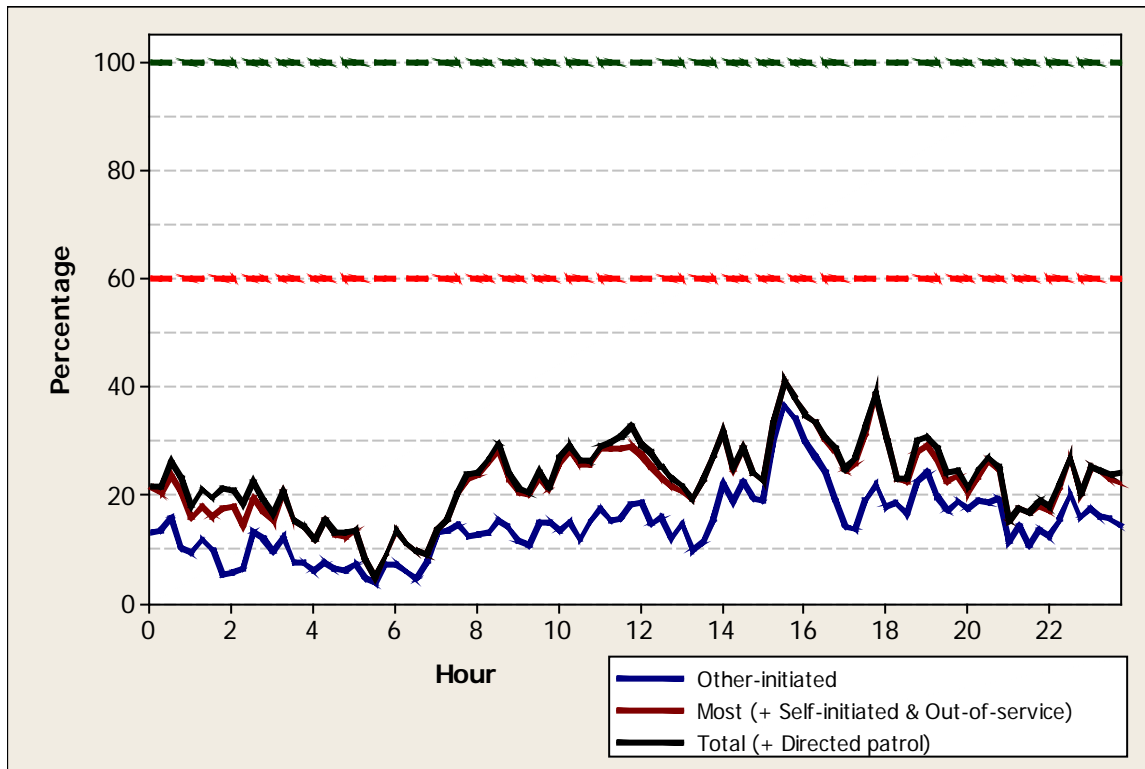
Avg. % Deployed (SI): 30.0 percent

Peak SI: 66.0 percent

Peak SI Time: 9:15 a.m.

Figure 2 shows the patrol SI for weekends in February 2011. As the figure indicates, the SI only exceeds the 60 percent threshold briefly at 9:15 a.m. and then remains at levels well below the 60 percent benchmark. The daily average workload of 1.0 officers translates into an average daily SI of 30 percent, which is well below the expected level. Again, note that direct public demand for services indicated by the solid blue line (other-initiated) in Figure 2 demonstrates that at all times during the weekends in February the FHPD had adequate patrol resources to meet that demand.

Figure 3. Saturation Index by Hour, August 2011 Weekdays



Avg. Workload: 0.9 officers per hour

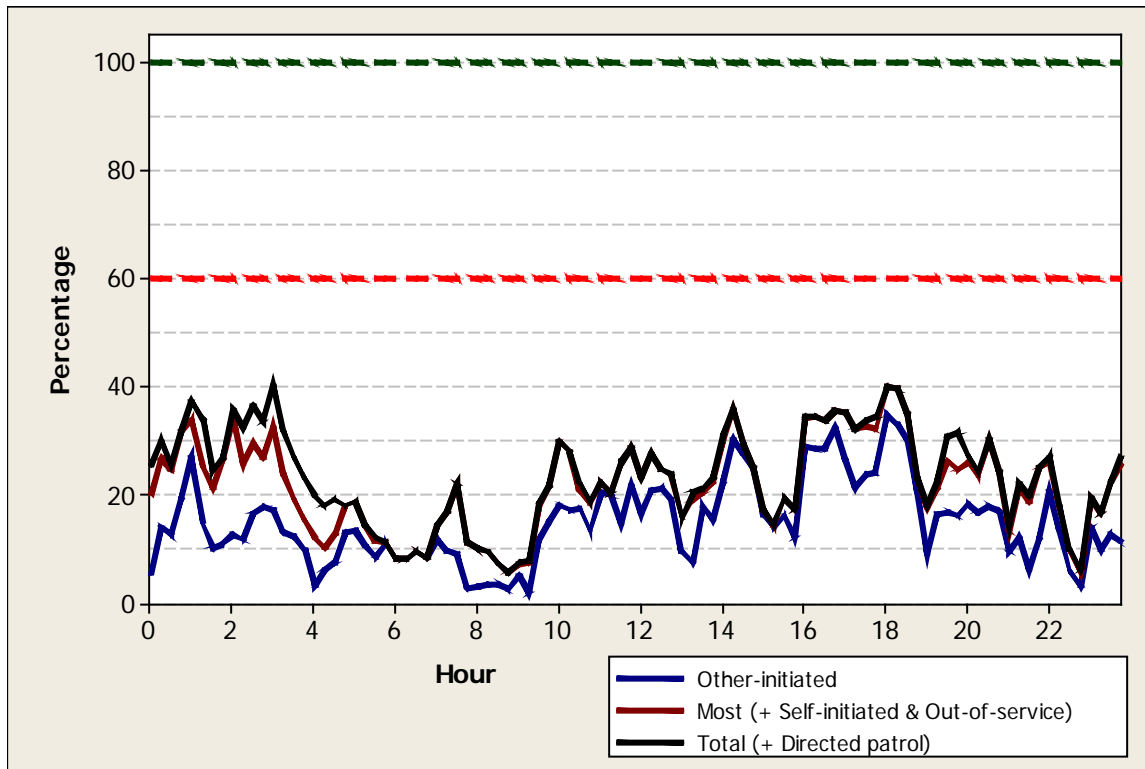
Avg. % Deployed (SI): 22 percent

Peak SI: 41 percent

Peak SI Time: 3:30 p.m.

Figure 3 shows the patrol SI for weekdays in August 2011. As the figure indicates, the SI never exceeds the 60 percent threshold. The SI ranges from a low of approximately 7.5 percent at 5:45 a.m. to a high of 41 percent at 3:30 p.m., with a daily average of 22 percent.

Figure 4. Saturation Index by Hour, August 2011 Weekends



Avg. Workload: 0.7 officers per hour

Avg. % Deployed (SI): 22 percent

Peak SI: 40 percent

Peak SI Time: 6:00 p.m.

Figure 4 shows the patrol SI for weekends in August 2011. As the figure indicates, the SI never exceeds the 60 percent threshold. The SI ranges from a low of approximately 7.5 percent at 8:45 a.m. to a high of 40 percent at 6:00 p.m., with a daily average of 22 percent.

Based upon the data presented in these four figures regarding patrol workload and the saturation index, it appears that patrol operations in the FHPD are staffed with adequate resources to meet the demand for services. Given our inspection of the shift schedule and number of officers assigned to each shift, we conclude it would not be possible to reduce manpower on patrol, as these figures confirm. It is ICMA's contention that patrol

operations are appropriately staffed and scheduled to meet the demands for police service from the community.

4. Supervision

The FHPD staffing model described earlier employs four shifts of officers working 12-hour tours of duty. Each shift is staffed by one sergeant and three police officers. While ICMA contends that this is the optimal shift schedule given the conditions in Federal Heights, the supervision policy in place with respect to staffing this schedule needs to be revisited.

Currently, one sergeant is assigned to each one of the four shifts. When that shift sergeant is absent for any reason (vacation, training, sick leave, etc.), the senior officer in the shift assumes command of patrol operations for the entire shift. In one shift this results in an officer with three years of experience supervising officers with even less experience. Supervising and managing patrol operations is a complex undertaking. Complex legal, operational, and policy decisions must be made, often in stressful and dangerous situations, and always in the context of the political environment in the community. Allowing patrol shifts to be supervised by officers, except under emergency situations, needs to be reconsidered. The FHPD should make every effort, either through staffing adjustments or overtime compensation, to ensure a sergeant is available to supervise patrol operations at all times.

Recommendation:

- Patrol operations must be supervised by a sergeant on all shifts.

5. Demand Management

In calendar year 2011 the FHPD responded to more than 16,000 CFS. Examination of the data extracted from the CAD system and detailed in the data analysis section of this report shows that out of these calls, approximately 8,500 were actual calls for service generated by public demand and 8,100 were police-initiated assignments. Table 1 lists the major categories of assignment, the average number of officers sent to each call, and the average amount of time spent on each one of those assignments during 2011.

Table 1. Calls for Service, Units per Call, and Average Time Spent per Call, 2011

Category	Police-initiated			Other-initiated			All CFS		
	Total Calls	Units per Call	Ave. Min. per Call	Total Calls	Units per Call	Ave. Min. per Call	Total	% of Total	Rank
Accidents	9	2.6	31.5	387	2.1	40.7	396	2.4	9
Alarm	0	N/A	N/A	293	2.2	12.8	293	1.8	10
Animal calls	20	1.2	13.2	237	1.3	21.1	257	1.5	11
Assist other agency	1	1.0	14.9	492	1.8	23.4	493	3.0	8
Check/investigation	7	1.3	25.6	893	2.0	26.0	900	5.4	6
Crime–persons	26	1.8	41.1	1,450	2.0	40.3	1476	8.9	3
Crime–property	24	1.8	19.8	824	1.7	34.3	848	5.1	7
Disturbance	26	1.9	26.1	1,062	2.3	26.9	1088	6.6	4
Juvenile	2	1.0	1.1	174	1.9	25.5	176	1.1	12
Miscellaneous	182	1.4	8.8	785	1.5	17.4	967	5.8	5
Prisoner–arrest	6	2.5	51.2	128	2.3	42.9	134	0.8	13
Suspicious person/vehicle	636	1.6	11.7	1,225	1.9	15.8	1861	11.2	2
Traffic enforcement	7,168	1.1	9.7	539	1.4	14.3	7707	46.4	1
Total	8,107	1.2	10.1	8,489	1.9	26.5	16,596	100.0	

Table is very illustrative of CFS demand in Federal Heights. The table breaks down the volume of calls by category and shows the amount of time necessary to handle each CFS. In the nontraffic enforcement categories "suspicious person" generates the highest number of calls with 1861 CFS, the next highest is "crime-persons" with 1,476 calls, and "disturbance" is third with 1,088 CFS. This demonstrates effective CFS response, as the top categories of calls are primarily associated with law enforcement activities and exactly the types of CFS that police officers should be investigating.

Inspection of this table leads to several observations. First, total CFS volume as a percentage of population is within a normal range. According to the table there were 16,596 CFS in the year between January 1, 2011 and December 31, 2011, with 7,168 being police-initiated traffic enforcement. Therefore, direct demand for service is approximately 9,428 CFS. The population of Federal Heights is approximately 12,000. This indicates that during the 12-month period under observation there were approximately 0.79 CFS per person (or 790 CFS for every 1,000 residents).

While there is no accepted standard ratio between CFS and population, the lower the ratio means the better managed the CFS function is in an organization. ICMA studies of communities similar in size to Federal Heights show the CFS/population ratio to range between 0.4 and 1.1 CFS per person, per year. A value of 0.79 CFS/person/year indicates that there is an effective "triage" system in place in the FHPD and call-takers are screening out frivolous and/or "non-police" related calls.

ICMA experience indicates that without effective management, the 911 system can become a "catch-all" for community demands. Being open 24 hours, 365 days each year, 911 is often the "go-to" resource for community concerns. If not properly managed this can result in a misuse or ineffective deployment of valuable police resources. The data from the FHPD indicate

that police resources, as reflected by CFS/population ratio, are being deployed effectively.

The data presented in the table show that in 2011 it took officers an average of 26.5 minutes to complete an other-initiated call for service. ICMA research on CFS in similar jurisdictions indicates that in jurisdictions studied, the average time for CFS completion is approximately thirty minutes. This indicates that the FHPD is completing CFS faster than police departments studied by ICMA. This is an excellent completion time and the officers and supervisors on patrol in the FHPD should be commended for the efficient use of their time.

Similarly, the data from the table indicate that the FHPD dispatches approximately 1.9 officers to the average CFS. ICMA research in this area indicates that in similar jurisdictions the average number of officers dispatched to a CFS is approximately 1.6. This indicates that the FHPD sends more officers per CFS than expected. It appears, however, that given the excellent total completion time for CFS, that having additional officers per call does not detract from the overall efficiency with which calls are being handled by patrol officers in the FHPD.

Looking at these data in context with the discussion on the saturation index presented earlier leads to several important conclusions. First, Federal Heights has an effective CFS management process. CFS are triaged appropriately, time spent per CFS is excellent, officers assigned per call is high but not problematic, and top response categories for CFS are appropriate. Pulling all of these variables together supports the conclusion that patrol operations with regard to CFS response are being managed effectively.

6. Technology on Patrol

The department employs the standard technology for patrol operations. The vehicle fleet for patrol is appropriately staffed and managed and each vehicle contains radar, along with computer technology with the ability to access department systems and prepare reports remotely. However, two key pieces of technology are missing from patrol operations: license plate readers and automatic external defibrillators.

Recent research has shown that license plate readers (LPRs) are very effective tools for apprehending auto thieves and recovering stolen vehicles. An LPR can cost around \$20,000 to \$25,000 per device, but can check license plates almost ten times faster than an officer manually checking license plates. This can result in double the number of arrests and recoveries of stolen vehicles.³ 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 FHPD implement this technology and install LPR in at least one marked patrol car in each service area.

An automated external defibrillator or AED is a portable electronic device that automatically diagnoses the potentially life-threatening cardiac arrhythmias of ventricular fibrillation and ventricular tachycardia in a person. It is used to treat a victim through defibrillation, the application of electrical therapy which stops the arrhythmia, allowing the heart to reestablish an effective rhythm.

With simple audio and visual commands, AEDs are designed to be simple to use for first responders, and the use of AEDs is taught in many first aid, first

³ Police Executive Research Forum study of LPR effectiveness in the Mesa, AZ police dept.

responder, and basic life support (BLS) level CPR classes. The deployment of AEDs in marked police vehicles in Federal Heights Rapids would greatly enhance the life-saving ability of the department. These inexpensive (less than \$2,000 each unit) and easy-to-use devices would be a tremendous asset to the GRPD and their purchase and deployment is strongly recommended.

Recommendation:

- Equip a minimum of one marked patrol car with an automated external defibrillator and license plate reader.

7. Retention

Retention of personnel in the FHPD is a critical problem and attention must be given to this problem immediately. The long-term and continued viability of the agency requires that officers are hired regularly, trained, equipped, and compensated appropriately, and are given the opportunity to develop careers in the organization.

Inspection of employee histories reveals a troubling trend. Over the last twenty years the FHPD has hired fifty-six officers. As of the writing of this report, only sixteen of those officers remain. This means that more than 70 percent of the officers hired in the last twenty years have separated their employment with the FHPD, and this amounts to a 167 percent turnover of sworn employees over this period.

The problem is even more acute than these figures portray. Incumbent employees appear to fall into two distinct groups. There is a cadre of senior officers with more than 20 years of service, generally holding the ranking and specialized positions, and they that make up about 40 percent of the

sworn compliment of police officers. This group averages 29 years of service.

The second group that makes up the bulk of the department is much younger and less experienced. These individuals generally occupy the positions on patrol and they average just six years of service. In other words, there is a huge gap between the senior officers and the junior officers that almost creates two departments. It appears that some officers stay and remain for a long time, but the majority of the officers gain employment, get experience, and then leave the FHPD for employment elsewhere. This situation has been manageable in the recent past because the cadre of senior officers who remained in service, held command and supervisory positions, and easily managed the organization. These individuals, however, will not be in service indefinitely and when they leave the FHPD will be in dire circumstances with an absence of tenured personnel. This inevitability will undoubtedly create a vacuum in leadership and a have a destabilizing impact on the organization unless short-term solutions are identified, developed, and implemented.

Discussions with sworn personnel of all ranks, inspection of documents, and observations of employees in Federal Heights gave ICMA insight into possible contributing factors to this retention dilemma, and possible solutions as well. The likely contributing factors are considered to be comparatively low pay, lack of incentives, officers' perception that they are unsupported by the department and the city administrations, and a strong concern over the lack of sick/limited duty assignments. Potential remedies might include restructuring pay, providing education incentives, and embracing participative management and shared problem-solving throughout the organization. The bottom-line for the long-term health of the FHPD is to make a short-term and demonstrable investment in the people working in the organization.

Recommendation:

- Create a retention/attrition committee. This committee should be composed of individuals from various ranks and assignments, explore the reasons behind this critical problem, identify workable solutions to the problem, and make recommendations to the chief and city administration for immediate implementation.

8. Community Services

The FHPD staffs a position called the Community Services Officer. This officer is responsible for a wide array of activities including acting as liaison to the organized community groups, block-watchers, schools and churches; performing crime prevention activities; monitoring registered sex offenders; and acting as a "jack-of-all-trades" for community and department needs. He apparently works closely with the community in addressing quality-of-life issues, such as working with landlords and "tagging junked or abandoned vehicles." ICMA was informed that the work of the community services officer typically leads to directed patrols and enforcement.

One of the important performance measures used to evaluate the effectiveness of a police department is the extent to which it assists the community in its own selfprotection. Commonly referred to as "crime prevention," modern police departments engage in numerous programs designed to help the community protect itself against crime and stay safe on the roads. General (towards the entire community) and specific (towards at-risk people or places) crime prevention and traffic safety programs must be developed to a greater extent and implemented in Federal Heights.

Following is a brief list of various programs in these areas that must be explored by the department:

Crime Prevention

- Gang Resistance Education and Training (GREAT)
- Drug Abuse Resistance Education
- VIN etching
- Personal property identification programs
- Residential and commercial burglary security survey
- Personal protection classes.

Driver Safety

- DWI awareness (MADD and/or SADD)
- Motorcycle safety
- Car seat programs
- STREET-SMARTS traffic safety education program.

The above is not meant to be a comprehensive list of programs, but a sample of what other communities are offering to reduce crime and improve traffic safety. It is understood that the FHPD offers many of these programs, but staffing limitations and other demands for service make robust delivery of these programs challenging.

It is recommended, therefore, that the FHPD consider adding a second community services officer to increase the delivery of these critical police services. The two officers should be given geographic responsibility, preferably to match the two patrol districts, and be charged with the responsibility for greater community involvement and commitment to crime prevention and the creation of public safety. These officers would work closely with patrol, detectives, and code officers to formulate a comprehensive and long-term approach to community crime, disorder,

quality-of-life, and traffic safety conditions in the Federal Heights community.

Recommendations:

- Increase staffing by one officer.
- Assign geographic responsibility.
- Link with activities of the code enforcement officers.

9. Code Enforcement

The FHPD also staffs two civilian positions assigned to code enforcement. The code enforcement officers (non-sworn) respond to thousands of complaints and locations each year and provide critical enforcement of codes and ordinances to improve the quality of life of the Federal Heights community. Here again is another example to the KPD's resourcefulness and ingenuity. Code enforcement is often overlooked in the police enforcement spectrum. Research has shown that enforcing code violations is instrumental in not only improving neighborhood quality of life, but also is a critical component of crime reduction strategies.

The discussion about social disorder and strategic planning is the perfect context for refocusing the code officer positions. These individuals should be relied upon to aggressively enforce code violations, particularly the violations considered to be underlying the crime and traffic problems in the community. The code officers should be directed to enforce the numerous code violations occurring in Federal Heights and which are directly linked to the crime reduction and traffic safety programs being implemented by the department.

Additionally, communities around the country are implementing unique methods to deal with public nuisances. ICMA publishes reference material to assist communities to enact and execute civil nuisance laws to deal with problematic locations. In brief, nuisance laws pertaining to noise, drugs, and violence emanating from locations (particularly locations governed by licensing agencies) are created and enforced. Enforcement of these laws gives the police and other regulatory authorities additional tools to close problematic locations or force them to abide by expected norms. There have been numerous successes around the nation to bring civil nuisance statutes to bear against problems of drugs, abandoned property, unruly bars and night clubs, etc. Federal Heights and the FHPD should enforce these statutes and use them to police unwanted nuisances.

Recommendation:

- Fully integrate code enforcement with current enforcement operations in the FHPD. Code enforcement should be linked with community officers, patrol officers, and investigators to create a coordinated approach to crime control and order maintenance.

10. Reserves

The FHPD currently has six reserve officers working with the department. Reserve officers are required to be certifiable prior to being considered for assignment. This means they must attend and complete a police academy program approved by the Peace Officer Standards and Training (POST) Board at their expense and pass the POST certification test. Reserve officers are subject to the same selection process as regular officers, and once they are hired they are required to complete the same field training program as regular officers.

Reserve officers are expected to provide 16 hours of service per month, and in 2011 reserve officers contributed more than 700 hours of service. The FHPD is authorized for eight reserve officers.

The reserve officer program is an excellent method of recruiting potential candidates to the FHPD. It not only provides a valuable service to the community in the form of service hours, but it allows the department to screen potential full-time police officers and gives potential officers the opportunity to evaluate the department without making a full-time commitment to law enforcement. The FHPD should be commended for implementing this program and it is recommended that it be continued vigorously, filling any openings as soon as practical.

Recommendation:

- Maintain a full complement of authorized reserve officers and continue to deploy them appropriately

11. Metro North Task Force

The FHPD, through the commitment of one detective, participates in the Metro North Task Force (MNTF). The MNTF's mission is to target and eliminate street-level and major drug traffickers, dismantle clandestine labs, reduce gang activity, and curb the impact of dangerous drugs in the community. Federal Heights, along with the Adams County Sheriff's Office, Brighton PD, Broomfield PD, Commerce City PD, Northglenn PD, Thornton PD, and Westminster PD, have joined forces to combat drugs and gangs in the region. By all accounts the working relationship among the agencies appears to be excellent, the productivity of the task force is outstanding, and it appears this entity is a model for law enforcement effectiveness at

reducing drug violations. The ability to leverage partnerships in the law enforcement community and focus the efforts of these partnerships on the drugs, gangs, and violence in Federal Heights are essential. ICMA recommends that these units continue to operate under the current conditions to combat crime and drugs as currently constituted.

12. Water World

Water World is one of America's largest family water parks. Since it opened in 1979 in Federal Heights with two water slides, it has grown to nearly fifty water adventures. It has been rated as one of America's top ten water parks by the Travel Channel. The park is open daily from 10 a.m. until 6 p.m. from Memorial Day until Labor Day, has free parking on-site, and can accommodate almost 10,000 patrons at maximum capacity.

Water World places substantial demands on the FHPD. In 2011, the FHPD responded to 652 "events" at the park, ranging from boisterous drunks to suspicious persons, and even domestic violence. Additionally, the FHPD recorded 111 criminal complaints associated with park patrons and property. Both of these categories of activity increased more than 30 percent from 2010 to 2011.

It is standard policy for the FHPD to assign one officer to the park during its hours of operation. This officer is assigned as an "extra-duty" overtime detail and is extra coverage on top of the regularly assigned officers. These extra-duty assignments are funded by Water World and coordinated by the FHPD.

Given the size of patrol operations and the scope of service demands placed on the department by Water World, it appears that additional resources need to be dedicated to the park during its operation. One officer is not sufficient to handle the workload, particularly when park attendance nears

maximum capacity. Officers are regularly pulled from other assignments to assist the officer assigned to the park, and park traffic and other incidents can overwhelm the entire FHPD patrol force.

It is recommended that the FHPD revisit the staffing assignments at Water World and look to increase personnel during peak days. This should begin with a process of creating a strategic plan to deal specifically with police service demands related to park operations. The plan should analyze data and incidents from previous seasons, and coordinate with park security to specify emergency response plans, appropriate measures for physical security, dealing with criminal incidents, etc. Additionally, the plan should call for an adjustable personnel assignment schedule utilizing weather forecasts to dictate FHPD assignments. In other words, on hot days, holidays, and on weekends, park attendance peaks, and the FHPD should use this information to supplement the one extra-duty officer assignment with additional personnel.

Recommendation:

- On hot days, holidays, and on weekends, or whenever park attendance hits maximum capacity the FHPD should supplement the one extra-duty officer assignment with additional personnel.

Additional Staffing Recommendations:

- ICMA looked very critically at the staffing and operations of the SWAT unit. Initially, the consultants viewed the relatively small size of the community, the costs of training, and the actual number of “call outs” to be factors weighing in support of reduction or elimination of the unit. However, upon closer inspection, ICMA concludes that this unit

provides a necessary tactical support function. The overall rate of crime and the presence of Water World suggest that a “non-standing” unit is appropriate for this community. Indeed, in light of the recent tragedy in Aurora, such units should only be reduced after careful study, discussion, and reflection.

- The department should closely monitor and report upon the training expenses (in terms of expenses for materials, overtime, etc.) attributed directly to the SWAT unit.
- The internal study of the new shift schedule should be expanded to include an analysis of any measurable impact the new shifts have upon: overtime; sick time; arrest and citation activity; use of force reports; civilian and supervisory complaints.
- The department should work with city administrators and officials (i.e., building inspector) to expand the role and function of code enforcement to include a comprehensive building/housing code inspection program. This type of comprehensive quality-of-life program should not be viewed simply as a law enforcement initiative, but as a proactive public safety and public health program.
- The department should consider formally assigning one officer to serve as traffic officer. This individual would be primarily responsible for: traffic enforcement; accident investigation; data analysis (for vehicular and pedestrian accidents and citation activity); and truck inspections.

13. Investigations

The department currently has four persons who have the rank of police officer III serving as detectives. Three are assigned to general investigations and one is assigned to the Metro North Task force. The detective division does not currently have a secretary or administrative assistant.

ICMA was advised that, at the time of the site visit, the department was investigating six unsolved murders.

The department does not articulate a distinct career path (designating length of assignment or describing a typical rotation period) for officers who are assigned as detectives. Apparently, if the department were to decide to transfer and replace a detective from the detective division, any police officer identified as a replacement would need to be promoted to the rank of police officer III. This seems to complicate the process of periodic rotations through the detective division.

As per department policy, detectives are authorized to bring their department vehicle home with them. This is apparently so that they are available for recall.

The investigations division (CID) is a full-service investigative division. The division is responsible for the investigation of all crimes and intelligence gathering for the police department. The investigators investigate all crimes, including both felonies and misdemeanors, where there are investigative leads present. The division lieutenant receives all of the investigative reports daily, and reviews them to make a determination as to the solvability of these offenses. If there are investigative leads present the lieutenant assigns these cases to the investigators. He also forwards unassigned cases to investigators for review and information. The cases that are not assigned are held pending any new information that might become available.

In 2011, the investigations division handled the following case volume:

Cases Reviewed:	2,548
Cases Assigned:	250
Cases Inactivated:	74
Cases Filed:	146

Cases cleared (other): 4

Cases unfounded: 11

A typical workload for an investigator is considered to be between 80 and 120 cases per year. The detectives in the FHPD appear to be on the low end of that range. However, in addition to the cases assigned for investigation, FHPD detectives are responsible for “case filings” that are conducted to support the prosecution process. In every felony arrest, detectives are required to file charges against the defendant, personally meet with the District Attorney to discuss the case, and provide any additional investigative or administrative tasks required by the District Attorney to prosecute the case successfully. Case filings are required in addition to ordinary criminal investigations and demand a substantial amount of time on the part of the detectives. The combination of assigned cases, and case filings, indicate that the investigation division workload is high. In fact, in order to meet the high demand, the division commander takes it upon himself to complete case-filings as well.

Members of the investigations division work a five-day work week with eight-hour shift assignments, with weekends off. During the evening and weekend hours when detectives are not scheduled for duty an “on-call” system has been developed. The three general case detectives alternate “on-call” status in one-month periods. In their assigned on-call month, detectives are responsible for responding to phone calls from officers at serious police incidents as well as responding to these scenes as the situation dictates. No precise records were kept that document the frequency of calls and call-outs, but the division commander estimated that there were approximately fifteen-twenty call-outs per year. Considering that these call-outs incur overtime compensation, inspection of the overtime records for detectives was conducted and it revealed appropriate amounts of overtime earnings. It appears the system of nonpaid, on-call detectives is

efficient for FHPD, and given the level of investigative personnel, this system appears to effectively meet the needs of the department.

Based upon the investigative caseload, case-filings, and on-call responsibilities, it appears that the investigations division is appropriately staffed. Any reduction in personnel would compromise the efficient operation of this division.

The division has no analyst or clerical staff. The absence of a civilian clerk position does cause additional burdens to be placed on the investigators, as they are required to handle non-police tasks.

The criminal investigations division does not maintain records of the cases solved by the investigators. This makes it impossible to determine the effectiveness and efficiency of the individual investigators relating to their case clearance rate. The department does track the crime clearance rate of the entire department. All departments nationwide are required to report crime statistics to the Federal Bureau of Investigation in their annual submission of a Uniform Crime Report (UCR). These statistics do not require clearance statistics for individual investigative units. This information should be reviewed routinely by supervisors to aid in the evaluation of the investigators and to more effectively manage case assignments.

Recommendations:

- The department must create and actively use a system to monitor and report upon the performance of the detective division.
- The department should articulate a clear career path for officers assigned to the detective division. It should consider rotating select officers to and from this assignment (perhaps every two years).

14. Crime Scene / Property and Evidence Management

The FHPD requires officers and detectives to process their own crime scenes. On one hand, this responsibility provides individual officers with tremendous experience in crime scene processing and undoubtedly increases their ability to respond and investigate criminal activity in Federal Heights. On the other hand, the science of forensics is complex, and the investigation and processing of crime scenes requires specialized training and skills. Furthermore, during serious criminal investigations and crime scenes, officers and detectives are often tasked with both the crime scene processing and the initial criminal investigation. Performing both tasks simultaneously is a challenge.

Similarly, the FHPD is responsible for securely storing found and unclaimed property, evidence processing, and evidence storage. Officers record evidence and property electronically via the department's computerized evidence maintenance system. Officers place evidence and contraband into secured pass through lockers and make entries directly into this system. After the initial process the investigations division commander completes the invoicing process and stores and manages the entire property facility and process for the department.

ICMA reviewed the department's resources and procedures used for the receipt, recording, control and release of evidence and property and found them to be consistent with industry standards. A visit to the evidence and property storage facility revealed a modern, well-managed work and storage area. The property and evidence stored within the facility was secure and well maintained. The bar code system that is currently in use was easy to access and efficient for retrieving property or evidence. It was also noted that drug evidence, jewelry, and guns were retained in secure individual locations. The lieutenant periodically performs property audits by randomly

selecting cases and determining whether department policies and procedures were properly followed. In general, the property management and control function of the FHPD is impressive and the lieutenant should be commended for his expert handling of this critical function.

Considering that this function is being operated with a minimum number of personnel, this is an excellent operation. The crime scene/property management section has an excellent work environment, sufficient space, and excellent equipment. The personnel are well trained and understand their role within the organization. There were no deficiencies noted, but consideration should be given to adding civilian personnel to support this function. The lieutenant should be responsible for evidence and property management, not actually performing these tasks. Likewise, at serious crime scenes, detectives should be focused on the investigation and following immediate leads. Adding a civilian in this position and staffing the evidence/crime scene function with an evidence technician is recommended.

Recommendations:

- Add administrative support to alleviate time spent on administrative/clerical matters and allow investigators to perform proactive enforcement and intelligence gathering activities.
- Staff a position for evidence collection/maintenance functions.

15. Crime Analysis

The department does not employ non-sworn staff to perform the crime analysis function. Analyses of reported crimes and calls for service is performed by the operations lieutenant.

C. Administrative

1. Facilities/Resources

The department headquarters building is part of a municipal building complex. It was originally constructed during the 1970s and has twice been expanded through the mid-1990s. The building provides adequate space for the department's current operations. The lobby area and front window were properly secured during ICMA's site visits. The building has controlled access, which assists administrators in monitoring the overall amount of time that scheduled officers spend in the building rather than on active patrol.

The headquarters building has three adult male cells and one juvenile/female cell. All detention cells are equipped with video and sound monitoring devices. The building also has video surveillance in the lobby, hallway, and in the parking lot.

The headquarters building has a large and well-equipped booking area, adequate locker room space, a patrol room, and a SWAT equipment room. T

Patrol vehicles are equipped with AR-15 rifles and shotguns for less-than-lethal rounds (i.e., bean bags).

The sergeant's vehicle is equipped with an AED (although during one ICMA site visit, the supervisor's vehicle was not so equipped.). No patrol vehicles are equipped with license plate readers.

At the time of the ICMA site visits, the department's fleet consisted of the following vehicles:

- 8 Crown Victoria patrol vehicles

- 1 Ford Expedition

- 1 unmarked Crown Victoria

- 1 van used by the department's code enforcement officer
- 1 all purpose van
- 4 unmarked Ford Taurus vehicles, used by detectives and the chief
- 1 Ford Focus used by the lieutenant.

Fleet management and maintenance is performed by the city.

2. Strategic Planning and Performance Measurement

All police departments need to set, clearly define, and broadly communicate organizational goals. Similarly, all departments must clearly define "success" and be able to demonstrate results to stakeholders in terms of enhanced organizational performance. As such, the department needs to utilize an appropriate framework for measuring and communicating organizational performance.

The department does not currently utilize an annual reporting system. The last annual report was prepared several years ago. It is therefore difficult to discern a clear strategic plan for the organization.

Department goals do not appear to be articulated or communicated in a meaningful way to either department personnel or town officials.

Clear strategic goals must be developed annually. The department must then use timely and accurate data to regularly track and report on the relative degree of progress made toward stated goals.

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

establish a process/system for collecting, analyzing, reviewing, and reporting performance data.

The department's policies and procedures are made available to the public via the department's website. ICMA has rarely observed this in its prior studies of domestic police agencies. Providing this information can perform a valuable public information and public relations function, provided that the information is continually reviewed and revised as necessary. Disclosure of this type suggests organizational transparency and accountability.

The department does utilize command staff meetings of all supervisory personnel. These meetings are scheduled monthly (1st Monday of every month). ICMA was informed that if a meeting is cancelled for some reason, it is rescheduled for the following month.

These meetings do not presently follow a standard agenda or template and are not primarily data driven. Minutes are not regularly taken.

Recapitulations or summaries of these meetings are not communicated formally throughout the department. Supervisors are charged with verbally communicating salient points to their subordinates.

The meetings are attended by the chief, the operations lieutenant, victims' advocate, and dispatch supervisor. ICMA was informed that detectives do not take an active part in these meetings as they are not primarily focused upon crime fighting.

The operations lieutenant routinely runs reports regarding monthly totals for calls for service by officer and reports taken by officer. The lieutenant also analyzes the amount and percentage of officer-initiated activities. This analysis entails identification of outliers, that is, numbers that appear to be unusually high or low, relative to the performance levels of other personnel. End-of-year totals are prepared by officer.

ICMA was informed that statistical analyses of calls for service and crime reports by patrol sector is complicated by the fact that Federal Heights is geographically quite small and has a very transient population.

The chief and other city department heads meet with the city manager each week. Department heads are not required to formally submit monthly performance reports. The chief is therefore not required to submit reports containing summary information regarding: reported crimes and calls for service; a narrative summary from the chief; completed and ongoing goals for the year; recapitulations of sick leave and overtime expenditures; etc.

The police chief does not have any separately scheduled meeting to discuss his department's performance with the city manager. Rather, the chief and the city manager meet in an ongoing fashion, frequently at police headquarters. ICMA was informed that they frequently have informal meetings and discuss a variety of operational and administrative issues. The operations lieutenant also regularly participates in these meetings.

The chief attends city council meetings each week. The operations lieutenant will attend in his absence. Both the chief and the lieutenant will attend, as necessary.

The chief regularly attends a countywide chiefs' meeting for all chiefs in Adams County.

ICMA was advised that code and traffic enforcement are a priority for the department.

The detective division does not routinely develop, track, and report annual goals.

The detective division does not utilize a comprehensive system for recording and monitoring all productivity within the division. A standardized template

is not used for conveying data to the chief. Although performance data does exist, and can be captured in the RMS, hard-copy files, etc., the key issue here is that this information is not actively being tracked and used. It is therefore difficult to determine whether the current staffing level of the detective division is appropriate (i.e., three, rather than four detectives?).

Officers performing field interrogations (i.e., stop, question, and frisk procedures authorized under Terry v. Ohio, 392 U.S. 1 (1968)) are not required to prepare hard-copy forms or separate electronic records of such stops, other than what would otherwise be captured via the CAD (as “code 10 stops of ‘suspicious’ persons”) and RMS systems, or other reports (Department Policy # 047). Field interrogations are not broken down or analyzed by location, investigating officer, or patrol area.

The department’s policies and procedures are reviewed annually by the operations lieutenant and are revised as necessary.

Police officers and detectives are not required to prepare and submit monthly activity reports. Information concerning arrest and citation activity is certainly available to supervisors, but it must be queried and accessed retrospectively by supervisors. The lieutenant is also reviewing aggregate (i.e., department-wide) and individual performance data.

Recommendations:

- The department needs a way to demonstrate (especially quantitatively) its relative level of organizational “success” in achieving stated goals. For example, its mission statement states that the organization seeks to “maintain an on-going partnership with the citizens of [Federal Heights].” (Rev. 5/1/11) The obvious questions are then “How do you propose to do that?”; “Exactly what steps will you

take?"; "How successful has the department been in achieving this goal?"; "How do you know?"; and "Do you have any data to support your conclusions?" A comprehensive annual reporting system is needed so the department can define organizational "success" and establish strategic goals that clearly focus and document organizational efforts.

- All police departments must have the capacity to define organizational "success" and to provide accountability for work performed. The department's mission statement should be reviewed and revised, if necessary. It must be distinct to the Federal Heights Police Department and must be 'operationalized.' That is, the mission statement must be composed of usable statements that indicate what the department intends to do in terms of organizational performance.
- The department should develop specific strategic goals that flow directly from the mission statement. This then forms the basis of a coherent strategic plan. Each year, the department should develop specific performance targets to measure its ability to meet these goals. Annual reports should describe these specific goals and track the department's success in achieving them. Departmental goals and objectives can then be revised as necessary. It is imperative that the department develop a comprehensive system for documenting and evaluating organizational performance (in terms of stated goals, performance benchmarks, etc.), as well as an effective mechanism for communicating a strategic vision to members of the department, to town officials, and stakeholders within the community.
- The department must provide a detailed annual report. This report should include summary data concerning the type and quantity of training hours performed, overtime and sick time expended, felony cases cleared, department vehicle accidents, and the like. This

information should be presented in a standardized format. More importantly, the report should identify current and future organizational goals and the department's relative level of success in meeting them. This reporting should provide a meaningful description of work being performed and would assist in the preparation of personal performance appraisals and the enforcement of professional standards. Annual reports should be made available to the public via the department's website.

- The department should hold regularly scheduled meetings for all supervisory staff to discuss the performance and operations of the department and its personnel. These command staff meetings should be scheduled monthly and should include a detailed discussion of crime and performance data (such as arrest and summons activity, sick time and overtime expenditures, the number of medical calls responded to, response times, individual case review, etc.) for the purpose of collaboration, accountability, and the development of effective strategies. Particular focus should be placed upon identifying the results of directed patrol operations. (For example, to determine whether enhanced enforcement in an area known for speeding has resulted in any decrease in reported vehicle accidents.)
- These meetings should be chaired by the chief and should follow a standardized agenda. Meetings should normally not be cancelled or rescheduled. A lieutenant may chair the meeting when necessary.
- Command staff meetings should take place in a conference room. Review of patrol operations, detective division investigations and case updates, traffic enforcement operations, budgetary and overtime data, and training updates should always be included on the agenda and be presented in the same order at every meeting. Minutes should be recorded and maintained for appropriate follow-up at subsequent

meetings. These command staff meetings should also include a post-meeting recap in the form of a memorandum that is distributed throughout the department. This ensures accountability and follow-up and helps to convey goals and strategies.

- Command staff meetings need to focus particularly upon monthly overtime expenditures. The department needs to: a) analyze when and why overtime costs are incurred; and b) develop a specific overtime management/reduction plan. Results of these analyses should be regularly shared with town officials.
- The department needs to use these meetings for proactive and strategic planning. In addition to reflecting upon what was done and what is currently being done, the department needs to clearly plan what will be done and establish a clear process for measuring the relative degree of progress made towards stated goals.
- Despite the relatively small size of Federal Heights and its transient population, the department should be able to continually monitor and plan for the differing rate of reported crime and calls for service in both the north and south patrol areas. Patrol supervisors should continually be made aware of any such difference.
- In order to optimize the discussions and analysis that take place at these meetings, the department needs a comprehensive and effective system for recording and tracking performance information. It is recommended that all such information be combined into a [single] usable performance measurement system or template. If all such data (or accurate and timely recapitulations) are readily accessible from one central database or data dashboard, the information is more likely to be consulted/retrieved and used to actively manage daily operations. In essence, this dashboard can serve as an activity report or performance assessment device for the entire agency, and can be

consulted daily by police supervisors. A central source of key performance data is critical. Multiple sources and locations of information hinder the department's ability to engage in proactive management.

- A data dashboard system can record and track any or all of the following performance indicators:
 1. The total number of training hours performed, type and total number of personnel trained;
 2. The type and number of use of force reports prepared, personnel involved, time and place of occurrence, and general description of circumstances;
 3. The geographic location (i.e., zone) and time of all arrests;
 4. The geographic location and time of citations issued;
 5. The type and number of civilian and internal complaints (and dispositions);
 6. The type, number, location, and time of civilian vehicle accidents;
 7. The type, number, location, and time of department vehicle accidents, both "at fault" and "no fault" accidents;
 8. The type, number, location, and nature of all firearm discharges;
 9. The results of systematic and random audits and inspections of all police operations (i.e., calls for service response and dispositions, property receipt and safeguarding, etc.); and
 10. The type, location, and number of any *Terry* stops performed, as well as a description of all individuals involved and a description of all actions taken.
- An effective performance dashboard should also include traditional administration and budgetary measures, such as monthly and annual totals for sick time, comp time, and overtime.

- The specific performance measures to be tracked and reported at command staff meetings is entirely up to the department. All police agencies have unique missions, challenges, and demands. Outside performance benchmarks or measures should not be imposed upon the department—they should be derived from within. It is recommended that all members of the department (and perhaps the community) be consulted to develop a comprehensive set of organizational performance indicators that accurately describe the type and quantity of work being performed by the Federal Heights Police Department. Certain tasks, such as ‘residence checks’ or traffic duty, are likely performed frequently enough that they should appear as regular (i.e., monthly) entries.
- It is imperative that baseline levels be established for all performance categories. This entails measuring a category over a period of months, calculating percentage increases and decreases, computing year-to-date totals, and averaging monthly totals in order to determine seasonal variation and to obtain overall performance levels for the agency. There is likely to be much seasonal variation in the work of the Federal Heights Police Department (e.g., extreme weather events). Such analysis can also include sector and individual officer performance review. For example, discrete patterns can emerge from analyzing when and where department-involved vehicle accidents occur. This performance information is invaluable in terms of determining optimum staffing levels.
- As patrol supervisors are not regularly assigned to one particular patrol area, it is obviously difficult to hold them personally accountable for reported crime within these areas. Nevertheless, personal accountability by supervisors is of critical importance. Accountability can occur temporally. That is, patrol supervisors should generally be

accountable for work being performed during their particular shifts. They obviously cannot be held accountable for the crimes themselves, but for using best efforts to respond to them, to identify patterns, and to formulate plans and solutions to address continuing problems and conditions.

- The department should be vigilant in identifying new performance indicators. The department should review its current indicators and solicit input from all levels of the agency. "Key" performance indicators should be identified, with an understanding that they can always be expanded or modified at a later date. These indicators should always form the basis of discussions at command staff meetings.
- Any substantive changes to the current performance management framework must be communicated to, understood by, and acted upon by all members of the department.
- ICMA recognizes that nonsupervisory personnel generally should not participate in management meetings. Nevertheless, monthly command staff meetings should include and involve rank-and-file personnel (police officers) whenever possible to obtain their perspectives concerning current patrol operations, community relations, and organizational challenges and opportunities. Authentic and spontaneous dialogue should be encouraged at these meetings.
- The dispatch supervisor should continue to actively participate in these meetings. A standardized agenda should be followed so that she can be afforded an opportunity to raise or respond to particular agenda items.
- Command staff meetings should utilize simple data visualization tools, such as graphs, maps, and histograms.
- It is recommended that the department utilize a standard template to convey pertinent performance information to city officials. This would

include primarily budgetary and administrative information, such as sick time, comp time, and overtime expenditures, as well as any other measures that the chief and city officials agree to include.

- ICMA recognizes that both the city and the department *have* this information. But mere access is not sufficient. This information must be shared, analyzed, and *used* as the basis of substantive discussions about performance.
- The exact list of performance indicators should be determined by the chief and city officials. The important thing is that: 1) regular (i.e., monthly) meetings take place; 2) that timely and accurate performance information be conveyed on a regular basis to city officials; and 3) that performance discussions follow a uniform/standardized template or format.
- The city manager must make it a priority to meet individually with the chief to discuss the department's monthly performance. As stated previously, it is clear that the city manager has ongoing meetings with the chief each week, both formally and informally. These interactions should certainly not be discouraged. The recommendation here is that the chief and the city manager establish a practice of scheduling a distinct work meeting each month, whereby the department's performance data (such as budget, arrest and citation activity, overtime expenses, internal complaints, etc.) can be presented, reviewed and discussed in depth. In this way, informal discussions will now be based upon required reports that contain timely and accurate performance data.
- The department must develop weekly or *monthly activity sheets* for patrol officers and detectives. All police officers and detectives must prepare these activity sheets to summarize their personal patrol and investigative activities. It is important for personnel to self report

personal activity, as it enhances an overall sense of supervision and personal accountability. This also serves as a redundant system of checks and balances for important performance measures. Supervisors should monitor on a continuous basis the personal performance of all members of the department.

- The department should identify those categories of calls for service that *do not require an immediate police response* and then make a coordinated effort to inform the public about nonemergency matters that can be handled in-person (at headquarters at a subsequent time) or via e-mail or U.S. mail. The department should build the capacity to regularly take certain nonemergency complaints via e-mail or U.S. mail, such as: lost property; petty thefts of property (e.g., bicycle); criminal mischief/minor property damage, etc. The precise list of such situations should be compiled by the department. Members of the public should have the ability to choose the method of reporting they are most comfortable with. The public needs to be fully informed about nonemergency reporting procedures. The department should take proactive steps to educate the public about these alternative reporting methods and include such instructions on its website. The lieutenant should be designated as the officer primarily responsible for the design and implementation of a citizen outreach program that would inform all members of the community about alternative reporting options. The results of this initiative should be reported via the department's annual reports.
- In light of the numerous recommendations in this report relating to enhanced data analysis and reporting activities, ICMA strongly recommends that the department be provided with a non-sworn administrative assistant to assist with these activities and functions.

- If the department wishes to continue to post its policies and procedures on line via its website, it must ensure that they are regularly reviewed and updated or revised as necessary. Review and revision must be properly documented. The failure to have current information posted could complicate police community relations as well as pose a potential liability threat to the city and the department.
- The department should develop and use a specific form or information screen within the RMS to record data regarding field interrogations. Field interrogation data should be provided by patrol area, specific location, and time of day. The department must be able to determine, in an ongoing fashion: *Who is being stopped? Exactly when and where? By whom? and Why?* Patrol supervisors should be expected to present this data as evidence of “best efforts” used to address crime in chronic locations. Department policies and procedures should be revised to reflect this requirement.

3. Training

The department does not have one designated training officer who is chiefly responsible for the delivery and scheduling of internal and external training. Rather, there are two training coordinators, the operations lieutenant and the support division lieutenant. Patrol sergeants are directed to schedule and record the training of their officers.

Specialized training records and certifications of all personnel are properly maintained. Members of the department are scheduled for and receive all necessary tactical and firearms training and recertification. ICMA was advised that personnel attend additional “outside” training when scheduling and budgets permit. Officers are encouraged to take one outside course each year. On average, officers receive approximately eighty total hours of

training each year. Firearms qualification and recertifications are based upon Colorado Association of Chiefs of Police (CACP) standards.

The department has been able to provide only limited in-service training to its personnel over the past several years due to budget constraints. The training schedule and training records reviewed did not list specific training goals.

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

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

Training is conducted in the department's patrol room and in the upstairs community room.

Officers have received on-line training from outside agencies such as POST-certified sources and the Federal Emergency Management Agency (FEMA).

Several members are trained as field training officers (FTO's). ICMA reviewed the department's formal field training program and protocols (which were developed from the San Jose Police Department model). The program is well-articulated, properly formatted, includes appropriate content and appraisal methods (daily observation reports which include fill-in-the-box and narrative evaluations), and all duties and responsibilities of probationary officers and trainers are clearly set out. Probationary officers rotate among several FTOs and performance expectations are articulated. The program is comprehensive and consistent with those of similar-sized agencies. A sergeant is assigned as field training supervisor.

The department does not utilize a formal “turnout” or roll call process. ICMA views this as a missed opportunity for on-going informal training and information transfer. Officers are not required to meet with the patrol sergeant at the beginning of the shift, or to log onto their e-mail accounts to review any logs, directives, or reports issued since their last tour. ICMA views this as a missed opportunity for ongoing informal training, team building, and information transfer.

In the past, the chief has held annual “town hall” style meetings of all department personnel. Instead of, or in addition to, these meetings, the chief will attend roll calls and communicate with individual shifts. The operations lieutenant will perform briefing training as well and meets with patrol sergeants, as necessary.

The department has the capability to quickly schedule and begin delivering training.

Individuals promoted to the rank of sergeant attend a first-line supervisors’ course, typically prior to promotion. Such courses are offered through POST-certified schools and the CACP. There is no formal executive development or supervisory level training beyond that. Supervisors can apply for and attend external executive development programs, such as the Northwestern Police Staff and Command School and the Southern Police Institute.

ICMA was advised that the department’s new work schedule should result in greater training opportunities.

At the time of ICMA’s site visits, the department was not offering a citizens’ police academy. ICMA was advised that the department was working on the developing such a program.

Recommendations:

- The department should immediately train and support one uniformed officer to serve as the *primary* training officer. This officer would be chiefly responsible for the development and delivery of in-service (internal) training and the scheduling of both in-service and external training. The position of training officer has considerable responsibilities associated with it, but can be filled by a sergeant or police officer who is properly trained and supported. This should not be an additional responsibility assigned to the operations lieutenant who already appears to be burdened with a wide range of administrative responsibilities.
- The training officer should be charged with the periodic review of department records concerning vehicle pursuits, use of force, weapons discharge, department vehicle accidents, arrest reports, etc. to determine whether any training, retraining, or equipment issues need to be addressed. This review should be documented.
- The training officer should attend and participate in command staff meetings and should be chiefly responsible for identifying possible training or retraining needs and opportunities.
- The department should develop an annual or multiyear training plan that identifies training needs, as well as the quantity and quality of training delivered to its officers. This plan should have clear training goals and objectives and should be actively monitored. Quarterly or semiannual training reports should be prepared and submitted to the chief. The department should utilize these reports to track and report the relative level of accomplishment of stated training goals (in terms of topics, training hours performed, and total number of personnel trained). It should also include a mechanism for incorporating feedback from field personnel, trainers, supervisors, and perhaps the public.

- The department must develop and document a formalized process for selecting, planning, developing, and delivering in-service training. ICMA recognizes the considerable expense associated with police training. Nevertheless, such training cannot be viewed as a “luxury;” it is an essential part of police work and it is an investment. At minimum, the department should host biannual “legal updates” for all members of the department, as well as periodically review procedures related to the proper handling of emotionally disturbed persons, stop and frisks, vehicle pursuits, integrity management, and similar situations. The topics for training should be selected in advance via the annual department training plan/report. The training officer should solicit potential topics from civilian and uniformed members of the department. All lessons delivered should utilize a lesson plan with distinct learning goals and objectives. All lesson plans and instructional materials should be maintained permanently.
- The department should provide executive development opportunities (i.e., supervisors’ training) to personnel assigned at or above the rank of sergeant. This training can be delivered via an external police training facility (such as POST or a regional training center or police academy) or in conjunction with civilian supervisory training programs.
- The department must schedule time at the beginning of each shift for patrol officers to log onto their e-mail accounts, review the prior shift’s activity (notable incidents or persistent problems and conditions), review recent job-wide communications and directives, and briefly meet with their supervisors. This period (perhaps only ten minutes) can be invaluable in terms of reminding officers of rules and regulations and conveying personal direction and organizational expectations. In light of the department’s limited use of in-service training for general topics, this is a valuable training opportunity.

- The department should encourage its supervisory personnel to apply to, and enroll in, the FBI National Academy.
- The department should continue to develop and periodically offer a citizens' police academy. Such a program serves a valuable community relations function.

4. Professional Standards

The department was accredited by the Commission on Accreditation for Law Enforcement Agencies, Inc. (CALEA) from 1994 through 1999. The department is presently accredited by the Colorado Association of Chiefs of Police (CACCP).

ICMA was informed that every internal and external complaint is accepted and investigated. Any sworn member of the department is authorized to take a civilian complaint. A supervisor will meet with the complainant, if possible. All civilian complainants receive a letter explaining the disposition.

The operations lieutenant performs investigations of all internal and external (i.e., citizen) complaints. The other lieutenant will investigate a case if it entails potential criminality. Criminal investigations will be referred to outside law enforcement agencies, when appropriate.

ICMA reviewed the policies and forms associated with the process of receiving, recording, and responding to complaints and found them to be consistent with those of similar sized agencies.

The lieutenant also performs such investigations for the fire department.

Internal affairs (IA) numbers are assigned to all complaints received, both internal and external. IA numbers are also routinely assigned to all vehicle

pursuits and uses of force. All use of force reports are received and analyzed by the lieutenant in an effort to identify trends or patterns.

The department's records management system provides a function for the recapitulation of IA cases and internal and external complaints. IA cases themselves are primarily recorded in hard copy and are properly secured with restricted access.

Personal performance reviews are prepared annually for all uniformed members of the service. The system used to evaluate police officers is provided by a private vendor (HRN Online). Officers are asked to rate themselves under the current system. ICMA views this as a positive and necessary aspect of the current personnel appraisal system.

The operations lieutenant periodically performs random audits of units and functions.

Recommendations:

- The use of force reports that are currently being used should be reviewed and revised to include additional information that can easily be entered into a database for analysis.
- The annual personal appraisal forms and procedures should be reviewed to determine whether they are: accurate, useful, and appropriate. Such review should be undertaken by a group of representatives of all ranks within the department. Supervisors should receive additional ongoing training regarding the proper means of preparing and delivering these evaluations.
- The lieutenant should work with the community services officer to review department procedures and forms and revise them if necessary to provide additional information to complainants. Specifically, the

department should consider developing an informational brochure that can be distributed easily, informing the public generally about how civilian complaints are received, investigated, and adjudicated (possible dispositions).

- The department should establish and adhere to a regular program of random audits and inspections of units and important police functions. This would be a redundant quality control function over and above the review that is now being performed by patrol supervisors and/or the records supervisor. For example, the lieutenant should randomly draw a small sample of recent police arrest reports and accident reports to determine whether they are accurate and complete, and whether department procedures and guidelines were followed.
- In order to ensure personal accountability, officers should be required to physically sign in during roll call at the commencement of each shift.

5. Records Management/Information Technology

The department's computer-aided dispatch (CAD) and records management (RMS) systems are provided by a nonprofit organization known as ADCOM. These systems are widely used throughout Adams County. The department pays an annual licensing and/or maintenance fee of approximately \$8,000/yr. for this system and has been using ADCOM since 2004. ICMA was advised that a new windows-based program is scheduled to be introduced in the department in 2013.

The RMS was reviewed and it was found to contain appropriate modules and screens for discrete police functions, such as: incidents, accidents, arrests, citations, and the like. Access to the IA module and case management

module for criminal investigators is appropriately restricted. The department's sex offender registry is maintained on an Excel spreadsheet.

The department cannot be described as "paperless," although it has been making a clear effort to reduce the number of hard copy reports regularly being prepared and maintained. It follows a policy of retaining any hard copy record that has an original handwritten signature or statement upon it. Other documents are routinely being scanned and shredded.

ICMA was advised that the computer terminals in patrol vehicles (that is, the mobile data terminals or MDTs) are "slower" than terminals located at headquarters. Officers are also frequently required to enter information multiple times on multiple screens. For this reason, officers frequently prepare reports in the headquarters building. A private vendor is used for maintenance of MDTs.

The department does not employ a designated IT technician. IT techs employed by the city are utilized, when necessary.

The CAD system links calls for service to case numbers so that supervisors can obtain call notes and times.

The department's current website is inadequate and inconsistent with those of similarly-sized police departments throughout the United States. It is very limited and of little use to the public. It does not contain a description of the department's organizational chart or a message from the chief. It does not contain useful information, such as commonly used forms for citizens to download and complete prior to contacting the police.

Time cards for personnel are prepared via hard copy and data are input into the city's payroll system.

The department employs a part-time non-sworn clerk (twenty hours per week) to work with area pawn shops (i.e., picking up and recording pawn tickets). ICMA was advised that the department has recovered stolen property such as firearms through this process.

The department administers a chronic alarm abatement program whereby fees are assessed for commercial and residential locations that are the source of numerous "false" alarms.

The department performs personal background checks for city employees. A fee of \$7 is charged for each check.

Various fees are charged for release of certain records, such as copies of accident or incident reports.

The records supervisor maintains the department's LiveScan (fingerprint) machine.

The records supervisor handles all freedom of information requests received by the department.

The records supervisor is charged with reviewing department records to ensure that entries are complete and accurate. For example, she will likely notice an improper or missing charge, or improper coding. There is a "reject" function within the RMS that allows the records supervisor to flag and return records for revision or completion. This function also includes a narrative feature, whereby messages can be electronically sent to the officers. Duty sergeants are similarly charged with reviewing all records prepared during their shifts. Electronic entries are reviewed for accuracy and completeness and sergeants can also use the reject function when necessary.

The records supervisor will similarly inform the operations lieutenant if a report is delayed.

The records supervisor regularly attends regional meetings with records managers from other agencies that participate in ADCOM.

Recommendations:

- The department should undertake an internal study to determine whether in fact computer terminals in patrol vehicles are experiencing any unnecessary delay in data entry or processing speed and, if so, what remedial steps can be taken to rectify this situation. In light of the department's relatively low staffing levels, it is imperative that officers remain on active patrol (i.e., not in the headquarters building) as long as possible.
- Any problems related to radio transmissions should be viewed as a critical safety issue that must be addressed immediately.
- The department should establish an internal technology taskforce, which would serve as a standing committee to perform the analysis described above. This body should be comprised of supervisors, line officers, and civilian members of the department, should meet regularly, and should: 1) identify the department's current technology needs; 2) identify any deficiencies in the department's current communications (CAD) and records management systems; 3) revise and update the department's website (which should be designated as a priority); 4) identify technology training needs and recommend additional training; and 5) make specific recommendations for improvement, where necessary. This task force would report directly to the chief.
- The department should use the newly formed technology taskforce to study the new windows-based RMS system that is planned for 2013 and determine how to properly train sworn and non-sworn personnel in its use. The taskforce should help the department establish a clear

and effective rollout plan for this new system. In its prior studies conducted throughout the country, ICMA has frequently observed departments that have expended too little time, resources, and thought in training for such a conversion. While the coming system is no doubt quite similar to the one currently being used, it is imperative that all members of the service receive proper training and that they quickly become comfortable with the new system. The failure to implement appropriate training can quickly disrupt or cripple an otherwise excellent department.

- The IT technicians employed by the city should attend RMS “conversion” or “changeover” training as soon as possible. One of them should also participate in the technology taskforce.
- The department should designate one member of the service (or perhaps use a city employee or contract with an outside consultant) to revise and substantially enhance the department’s website. At a minimum, the website should include timely and accurate information regarding the department’s current operations, its various divisions with contact information, downloads of common forms, timely and accurate crime data, etc. The website clearly needs to be enhanced. The technology taskforce can assist in this regard.
- In light of the fact that the department does not presently have a formal community policing program, all members of the department must be encouraged to actively use and regularly check their voice mail and e-mail accounts.
- Duty sergeants and the records supervisor must be required to record the number of referrals or rejections made for incomplete or inaccurate record entries. This is important performance information that can be used for quality control and to detect patterns that suggest

a need for retraining. This will be particularly important during the period of transition to the new RMS in 2013.

- The records supervisor should attend and participate in the department's monthly command staff meetings.

6. Communications/Dispatch

The department provides dispatch service for all police, fire, and medical calls within the city. This service is performed twenty-four hours a day, seven days a week. The department employs one dispatch supervisor and five dispatchers. The department does not utilize or participate in the dispatch services provided by the Adams County Communications Center (ADCOM). All dispatchers are non-sworn personnel (reserves only perform patrol functions).

The dispatcher position located within police headquarters was inspected and found to be properly equipped. Dispatchers utilize one screen for display of all calls, which are stored by department (i.e., police or fire).

Dispatchers do not take police reports while on duty. Rather, dispatchers will call an available patrol unit to respond to headquarters for the purpose of taking the report.

Officers assigned to patrol in Federal Heights do not routinely hear radio transmissions from police in Westminster, as that department has a different radio frequency. There is, however, a statewide public safety frequency that allows Federal Heights' officers to speak directly to and hear officers from Westminster during emergencies.

The department is using a radio system that became operational in February 2012. ICMA was advised that the department has experienced significant problems with this system. Department members report "dropped" calls and

communications. That is, volume problems and/or loss of transmission during communications from dispatch to a patrol unit or from a patrol unit to dispatch. At the time of ICMA's site visits, this problem was being addressed by adjusting the volume levels on the dispatch interface. Note: ICMA views any communications problem of this type to be of critical importance. Any operational failure of this type poses a serious threat to officer and public safety and represents a significant liability threat to the city, the department, and its employees. The department and the city must make every effort to ensure that all such problems with the department's radio system be documented and corrected immediately.

The department currently has a policy whereby patrol units will be dispatched to take a routine crime report (such as the theft of a bicycle).

The department has contracted with a repair service for the maintenance and repair of its radio communications system.

Internally, the e-mail system serves as the department's primary form of formal communication.

The department periodically issues training memos and temporary orders. These are distributed electronically and in hard copy to all officers, who are required to sign and return an acknowledgement of receipt.

Recommendations:

- The department and the city must ensure that all operational problems with the department's radio system are immediately and permanently corrected.
- ICMA recommends that the department consult with city officials and community groups and leaders to consider establishing a policy whereby patrol units will no longer be dispatched for the sole purpose

of taking a report of a minor offense (such as the past theft of a bicycle). This is clearly a policy decision that will need to be made by the department, the city, and its residents.

- If such a policy is established, the department's community service officer should be directed to establish and undertake a community outreach and information program regarding proper reporting policies and procedures (i.e., making such reports online via the department's newly enhanced website or via walk-in service at police headquarters during regular business hours).
- Dispatchers should be trained and directed to take "cold desk reports" such as those described above so as to free up patrol personnel for other assignments.
- The department should explore the possibility of assigning reserve officers to perform dispatch and administrative support functions. This would provide reserve officers with necessary knowledge and skills while affording the department additional time to observe reserve officers in the workplace, prior to obtaining full-time employment.

7. Miscellaneous

While ICMA did not perform a detailed review of police salaries in the region, it does appear that salaries within the department are quite low. The differential between newly hired police officers and those who have been employed for four years also appears to be quite small. The relatively low and compressed salary scale has no doubt contributed to the high level of turnover that the department has experienced in recent years.

ICMA was advised that it typically takes approximately forty minutes to "run a prisoner up to county jail."

The department has a number of mutual aid agreements with neighboring law enforcement agencies.

Going forward, the department should work with city officials to explore the possibility of moving to a “public safety model,” whereby police and fire (and possibly emergency medical) services can be combined. As first responders, police officers are frequently the first to arrive at fire scenes and medical emergencies. With proper training and equipment, police personnel may be utilized to provide advanced emergency medical care or fire suppression activities. This is obviously a public policy decision that needs considerable exploration and discussion by city government, police officials, and the community at large.

Recommendations:

- The department should undertake a study to determine exactly how many person-hours are routinely expended in connection with prisoner transport and processing. This should be actively tracked each month so that police administration can determine what can be considered baseline normal and to identify whether and to what extent overtime costs are being incurred in connection with this function. In light of the department’s relatively low staffing levels, it is imperative that time expended in this manner be minimized as much as possible.
- The department should continue to explore grant opportunities to secure funding for training, special projects, and resources (such as a license plate reader).

III. Data Analysis

Data analysis section is attached.