POLICE OPERATIONS AND DATA ANALYSIS REPORT

DANVILLE POLICE DEPARTMENT
DANVILLE, KENTUCKY
JUNE, 2021

POLICE OPERATIONS

CPSM®

ICMA

THE ASSOCIATION & THE COMPANY

The International City/County Management Association is a 103-year old, nonprofit professional association of local government administrators and managers, with approximately 13,000 members located in 32 countries.

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

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

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

The Center for Public Safety Management, LLC, maintains the same team of individuals performing the same level of service as when it was a component of ICMA. CPSM's local government technical assistance experience includes workload and deployment analysis using our unique methodology and subject matter experts to examine department organizational structure and culture, identify workload and staffing needs, and align department operations with industry best practices. We have conducted over 341 such studies in 42 states and provinces and 246 communities ranging in population from 8,000 (Boone, Iowa) to 800,000 (Indianapolis, Ind.).

Thomas Wieczorek is the Director of the Center for Public Safety Management. Leonard Matarese serves as the Director of Research & Program Development. Dr. Dov Chelst is the Director of Quantitative Analysis.

CENTER FOR PUBLIC SAFETY MANAGEMENT PROJECT CONTRIBUTORS

Thomas J. Wieczorek, Director
Leonard A. Matarese, Director, Research & Project Development
Dov Chelst, Director of Quantitative Analysis
Shan Zhou, Data Analyst
Wayne Hiltz, Senior Public Safety Consultant – Team Leader
Marilyn Diaz, Senior Public Safety Consultant
Dennis Kouba, Senior Editor

CONTENTS

TABLES

FIGURES

SECTION 1. EXECUTIVE SUMMARY

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

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

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

As part of this Executive Summary, below we have listed general observations that we believe identify some of the more significant issues facing the department. Many of these address department-wide issues rather than specific unit operations. Additionally, we have included a master list of unit-specific recommendations for consideration. We believe these recommendations will enhance organizational effectiveness. It is important to note that in this report we will examine specific sections and units of the department. As we do so, and as appropriate, we will offer a detailed discussion of our general observations and recommendations for each.

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

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

GENERAL OBSERVATIONS

- As we examined staffing levels throughout the department, we found that for some assignments, additional staff is called for immediately, as in the case of the Danville 911 Center. For patrol assignments, the challenge of identifying appropriate staffing was complicated by the department's practice of not capturing the time involved in out-of-service activities including report writing, court appearances for on-duty personnel, and administrative tasks. Based upon the department's established minimum patrol staffing, some additional patrol officers appear to be warranted. This is a complex issue with factors including workload and available staffing required to meet minimums. It will be more thoroughly addressed as we report on the patrol function.

- Several vacancies presently exist within both Operations Division and the Danville 911 Center. In the Operations Division, vacancies include the Major, a position that oversees Detectives, the Administrative Sergeant, and three vacant patrol officer positions. As well, while two additional positions are filled, one just completed the basic training academy, and the other is scheduled for a May completion date. Two additional positions are filled with new hires pending assignment to the basic academy in July. Finally, a commissioned lateral officer was recently hired, though must now start the Patrol Training Officer program. None of these five positions will be prepared to perform the functions of a fully trained Danville police officer for a year or more. The vacancies and new hires, eight in total, represent about 35 percent of the authorized patrol staffing. In the Danville 911 Center, there are presently two telecommunicator vacancies. For an agency this size, these vacancies result in a significant strain on resources.

- Contributing to the vacancy rates is an extraordinarily high rate of attrition, and most troubling is the fact that many of those leaving the department are transferring to other law enforcement agencies. We will address this extensively in reporting on *Personnel* and *Recruiting*.

- Over the last several years, the demand for recordings of body-worn cameras, vehicle mounted cameras, and dispatch recordings of incoming telephone calls and radio transmissions have all substantially increased as prosecutors, defense attorneys, plaintiff attorneys, insurance companies, and citizens seek copies of such recordings for various purposes. Most such recordings are required to be released for discovery purposes in court cases, or through Public Records Act requests.

  Significant increases in staff time to review, redact, and process recordings for judicial discovery and public records requests have overwhelmed many police agencies. Most agencies parcel such requests out to various units throughout the department. Danville has assigned this workload to the Assistant Chief, the detective section, and the Danville 911 Center Director. Each of these positions/sections have become burdened with elements of this task and other matters requested through the "discovery" and PRA process. This added and sometimes complex workload has negatively disrupted primary duties in each of the units identified. This trend will undoubtedly continue. As well, parceling out the responsibility for producing such records to different units lends itself to omission errors that can compromise legal proceedings and public trust in the agency. We will further address this situation and offer a potential alternative in reporting on this issue in Section 7.

- In virtually all police studies conducted by CPSM, lack of communication is cited as a major organizational impediment. That is not the case in Danville. Universally, staff indicated that the communication between command staff, mid-level managers, and line personnel was open and effective. Kudos to Chief Gray for establishing effective communication channels.

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

CPSM staff would like to thank Chief Tony Gray, Assistant Chief Glenn Doan, and the entire staff of the Danville Police Department for their gracious cooperation and assistance in completing this project.

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RECOMMENDATIONS

Section 4: Operations Division

Patrol Recommendations

1. Consideration should be given to hiring four additional police officers to ensure that daily deployments are adequately staffed to meet minimum staffing. In the alternative, recognize that substantial overtime expenditures and mandated overtime will be required on a daily basis. (See pp. 18-21.)

2. Train officers to announce the nature of their out-of-service time to dispatchers so supervisors can monitor how the time is used. (See p. 31.)

3. Create a mental health-related call type and a designation for other calls that involve parties with mental health-related issues. (See pp. 41-42.)

4. Use mental health data to assess organizational and community needs. (See pp. 41-42.)

5. Create a special assignment longevity policy to ensure greater opportunities for varied assignments for police officers and sergeants. (See pp. 42-43.)

6. Create a policy for selection of PTO program sergeant and for PTO trainers. (See pp. 43-45.)

7. Consider transferring oversight of the PTO program to a captain, under the auspices of the Assistant Chief. (See pp. 43-45.)

8. Ensure that monthly K9 reports include the number and type of deployments, including outcomes. (See pp. 45-46.)

9. Evaluate the monthly deployments of the K9 program to determine if it is cost effective. (See pp. 45-46.)

10. Identify reasons for lack of proactivity by officers and take steps to build it into Danville's organizational culture. (See pp. 46-47.)

11. Develop a strategic plan to mitigate criminal and noncriminal chronic problems in areas with a high volume of calls for service and hold supervisors and officers accountable for outcomes. (See pp. 46-47.)

Traffic

12. Develop a performance management approach to traffic safety by engaging Patrol to work on an overall enforcement plan to reduce DUIs and traffic collisions. (See pp. 47-53.)

Detectives

13. Assign a captain or sergeant to supervise detectives. (See p. 53.)

14. Consider creating a clear policy outlining department case closures with specific guidelines developed to identify the circumstances permitting cases to be closed. (See pp. 54-55.)

15. Cases that are closed, inactivated, or otherwise disposed of through the screening process should be accounted for and statistically tracked. (See pp. 54-55.)

16. Consider acquiring a case management software system to be used by all levels of the department. (See pp. 55-56.)

17. CPSM recommends that officers, detectives, and supervisors be trained in FBI case clearance guidelines to ensure correct UCR statistics. (See pp. 56-58.)

18. CPSM recommends department management and Investigations staff use clearance rates to assess bureau and individual investigator performance. (See pp. 56-58.)

19. An Investigations-specific procedure manual should be developed for investigators' reference. (See pp. 58-59.)

20. A formal training plan with required benchmarks and supervisory oversight should be developed and implemented for personnel newly assigned to Investigations. (See pp. 58-59.)

21. A procedural manual should be developed to provide guidance and direction for the collection of crime scene physical evidence. (See pp. 59-60.)

22. CPSM recommends that the department management develop a relationship with the crime lab serving DPD and seek input from the lab's quality assurance directors regarding training needs, if any, of the DPD crime scene investigators. (See pp. 59-60.)

23. Consider formation of a regional crime scene investigation team to serve the greater Boyle County area. (See pp. 59-60.)

Property and Evidence

24. Consolidate property and evidence policies and add a schedule for audits and inspections, including unannounced inspections. (See p. 61.)

25. Reassign responsibility for the property room from detectives to the (proposed) Administrative sergeant, and daily oversight of property and evidence to part-time staff. (See p. 62.)

26. Assign staff to dispose of unnecessary property and evidence and provide intake and disposition status in a monthly report. (See p. 63.)

27. Install security cameras inside the property room, including the entrance and interior of the drug, cash, and firearms storage room, and provide appropriate, secure storage for cash and narcotics. (See p. 63.)

28. Ensure that the PE custodian reports monthly on the number of items both received and disposed of. (See p. 64.)

29. Consider creating a policy to hold officers and detectives responsible for timely disposition of evidence, including the duty to contact prosecutors or the court to determine the status of the evidence and report to the PE custodian. (See p. 64.)

30. Evaluate whether additional SAFE software alerts are needed regarding case dispositions and the release or disposal of evidence is appropriate; if so, work with software vendor if necessary. (See p. 64.)

31. Create a policy to establish a practical schedule for audits of the property function, and inspections, both scheduled and unannounced. Each audit and inspection should be documented and reported to the Chief of Police. (See pp. 64-65.)

32. Ensure that property and evidence audits include reports on total inventory and number of items received and disposed of during the time period of the audit. (See pp. 64-65.)

Section 5: Administration

Internal Affairs / Personnel Complaints

33. It is recommended that the department consider reducing the classifications of personnel complaints from three to two, Formal and Informal (Minor); this is in keeping with the

department's current practice. Further, the department's Internal Affairs/Complaints policy, Chapter 21, should be amended to reflect this practice. (See pp. 68-70.)

34. It is recommended that the department capture data on all categories of personnel complaints (*Formal and Informal (Minor)*) to better track frequency of complaints. A software suite such as IA PRO, or a similar program, should be considered for doing this. (See pp. 68-70.)

35. Consider tracking the nature of personnel complaints to identify commonalities that may be addressed through training, policy change, or supervision. Again, a software suite such as IA Pro is a useful tool to aid in such an analysis. (See pp. 68-70.)

36. Modify the Internal Affairs/Complaints policy, Chapter 21, to include defining potential disciplinary actions following a finding of "Sustained" upon completion of a personnel investigation. (See p. 68-70.)

Use of Force

37. CPSM recommends that, in the interest of clarity, clear policy provisions including duty to intercede and report and de-escalation provisions be incorporated into a comprehensive revision of the department's force policy. (See pp. 71-72.)

38. CPSM recommends that a Use of Force Review Committee be created and be made up of the Assistant Chief of Police, the Administrative sergeant, and a department subject matter expert on the nature of force. The committee would be tasked with the analysis of use of force incidents. (See p. 74.)

39. The department should explore utilizing IA Pro software (or similar program) to track use of force incidents to include the nature of force utilized, etc. This tracking will enable the detection of patterns of behavior that could warrant further analysis by the department. (See p. 74.)

Early Intervention Program

40. Utilize an Early Intervention Program module to more effectively identify trends in employee performance that may require departmental action to mitigate potential liability to employees, the department, and the city. (See pp. 74-75.)

Personnel and Recruitment

41. Take affirmative steps to fully analyze and address the causative factors leading to the loss of trained Danville Police Officers to other law enforcement agencies. (See pp. 75-78.)

42. Consideration should be given to outsourcing or utilizing as-needed/part time retirees to conduct background investigations in order to relieve criminal investigators of this responsibility. (See p. 78.)

Training

43. Consider creating core classes for each position in the department to include mandatory, essential, and desirable training. (See p. 79-80.)

44. Create a training request form with check boxes to designate if the course sought is mandated, essential, or desirable. (See p. 80.)

45. Develop a two-year master training calendar to ensure that mandatory and critical training topics are covered. (See pp. 80-81.)

46. For purposes of leadership development, consider creating an audit team to review all functions in the department quarterly or more often. The reviews should examine every function in the department, such as property and evidence, traffic citations, reports, vehicles, equipment, armory, policy compliance, etc. (See p. 81.)

Range
47. The department should assess the need to conduct annual blood testing to determine lead levels in employees routinely assigned to the department's firing range. (See p. 82.)

Records
48. Develop specific written instructions relative to each and every function performed in the Records Unit to ensure continuity of service should the sole Records Clerk ever leave the employment of the department. (See pp. 83-84.)

49. Evaluate the feasibility of creating a fee structure for the recovery of cost for services and supplies as may be allowable by state law. (See p. 84.)

Section 6: Danville 911 Center

50. To provide adequate supervision and staffing to safely meet 24/7 workload demands, authorized staffing of the Dispatch Center should be established at one Director, three supervisors, and 11 telecommunicators, which is an increase of two new positions. This staffing would involve the reclassifications of the Assistant Director of Communications and Senior Telecommunicator positions, as well as the upgrade of one telecommunicator position, to Telecommunications Supervisor. The two new positions should be telecommunicator positions. (See pp. 87-93.)

51. To ensure safe and efficient operations in the 911 Center, minimum staffing should be set at two personnel on a 24/7 basis. (See pp. 87-93.)

52. As is allowed for the computer-aided dispatch (CAD) system, it is highly recommended that the Danville 911 Center, in cooperation with agencies served by the center, identify priorities for calls for service. CPSM would suggest Priority 1 calls for service be limited to life-safety and in-progress crime calls. Given the volume of calls for service handled, it is further recommended that not more than three call priorities be established. (See pp. 93-96.)

53. The technical issues within the computer-aided dispatch (CAD) system which prevent the capture of patrol sector information in call histories should be remedied to enable analysis of such data in the future. (See pp. 96-98.)

54. To better track workload demands, eliminate the use of employee ID numbers for radio call signs and transition to radio call signs that reflect shift, sector, unit within the area, or special assignment, etc. (See p. 99.)

55. A suitable location for a back-up 911 dispatch center should be identified and the logistical needs to make that facility operational should be addressed. (See p. 99.)

Section 7: Miscellaneous

Special Events
56. Consider whether it is appropriate, from a policy standpoint, to recover personnel costs involved in providing overtime staffing of special events. (See pp. 101-102.)

57. If the Administrative sergeant position is filled as previously recommended, assign the responsibility for coordinating special events to that position. Absent that position being filled, or as an alternative, a retiree could be hired on a part-time basis to fill this role. (See pp. 101-102.)

Citizen Police Academy
58. Incorporate past graduates of the Citizen Police Academies into the planning and facilitation efforts of future CPA classes. (See p. 102.)

Volunteers in Policing
59. Identify additional functions throughout the department where VIPs could assist department personnel in various non-enforcement tasks. (See pp. 102-103.)

60. Expand the number of VIP volunteers by recruiting from CPA graduates. (See pp. 102-103.)

61. If the VIP program is expanded, consider the creation of a hierarchy within the VIP program to facilitate self-management of the program and relieve full-time staff from program management workload. (See pp. 102-103.)

Information Technology
62. CPSM recommends that the department create an Information Technology Committee to address the department's technology needs related to personnel performance management and the collection of computer-aided dispatch (CAD) data as well as to recommend ways to maximize the use of existing technology. (See pp. 103-105.)

63. Consideration should be given to the utilization of Automated License Plate Readers (ALPRs) at Danville Bypass entry points to the city. (See p. 105.)

Public Records Act
64. If recommendations for increasing the staffing in the Danville 911 Center are adopted, assign the responsibility to comply with all PRA and discovery requests to the Director of Communications. (See pp. 105-106.)

Policies
65. Strong consideration should be given to contracting with Lexipol for development and maintenance of an improved policy manual. (See pp. 106-107.)

66. Conduct an administrative review of critical policies on an annual basis to ensure that department practices align with department policy, and that policies reflect best practices. (See p. 107.)

Succession Planning
67. CPSM recommends that efforts be made to develop the future leaders of the department. The focus cannot be limited to ranking officers, but must transcend the hierarchy of the organization to prepare the next generation of command staff down through the future first-line supervisors, both sworn and civilian. In addition to formal educational opportunities (FBI National Academy, Senior Management Institute for Police, etc.), assignment of administrative tasks and to specialized units should be part of this plan. The recommendations offered in this assessment offer the opportunity to place administrative responsibilities on the shoulders of these first-line supervisors and mid-level management staff. (See pp. 107-108.)

Section 8: Reorganization

Reorganization

68. Section 8 provides a proposed reorganization of the department to include a discussion of recommended changes. Additionally, a proposed Organization Chart reflecting the changes is provided. CPSM encourages the department to consider this offering. (See p. 109.)

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SECTION 2. METHODOLOGY

Data Analysis

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

Document Review

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

Interviews

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

Focus Groups

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

Operational/Administrative Observations

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

Staffing Analysis

In virtually all CPSM studies, we are asked to identify appropriate staffing levels. That is the case in this study as well. In the following subsections, we will extensively discuss workload, operational and safety conditions, and other factors to be considered in establishing appropriate staffing levels. Staffing recommendations are based upon our comprehensive evaluation of all relevant factors.

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SECTION 3. COMMUNITY AND DEPARTMENT OVERVIEW

COMMUNITY

The City of Danville is located in Boyle County, Kentucky, and serves as the county seat. The city has a total land area of 37.39 square miles (as of 2010). The U.S. Census Bureau estimated the city's 2019 population at approximately 16,769, a 3.5 percent increase over the 2010 population of 16,218. Danville is the county's most populous city.

The City of Danville is a heterogeneous community; its population is 79.4 percent white, 10.2 percent African-American, 4.9 percent Hispanic, 1.4 percent Asian, 0.1 percent American Indian/Alaskan Native American and 4.1 percent two or more races,

The City of Danville owner-occupied housing rate is 53.5 percent, compared to 66.3 percent for Boyle County as a whole, and 67.0 percent for the State of Kentucky. The rate of persons per household for the city is at 2.30 compared to 2.45 countywide and 2.49 for the state. The median household income is $37,451 for the city, compared to $43,274 countywide, and $48,392 for the state. Persons living in poverty make up 19.1 percent of the city's population, compared to 14.8 percent countywide, and 16.9 percent throughout Kentucky.

Owner-occupied housing and poverty rates are examined in our studies, as lower home ownership and higher poverty rates are often found in communities with higher crime rates. Interestingly, this does not hold true in Danville. As can be seen shortly in Table 3-1, crime rates in Danville are lower than state and national averages.

The City of Danville is a home-rule class city. It is governed through the commission/manager form of government. As such, the Chief of Police is a direct report to the City Manager.

DEPARTMENT

The Danville Police Department provides a full range of law enforcement services, excluding custody operations. It is the largest law enforcement agency in Boyle County.

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

Mission
Our mission is to improve the quality of life in Danville by working together with all citizens to preserve life, maintain human rights, protect property, and promote public safety. To achieve this mission, we commit to these specific values:

- *We value our members and have confidence in individual initiative and the ability to solve problems.*

- *We value our partnership with the community as a means of identifying and addressing public safety and other quality of life issues.*

- *We value excellence and are committed to continuous process improvement.*

- *We value the law and are committed to the protection of individual human rights.*

- *We value diversity among our department members and the community we serve.*

- *We value integrity, fairness, and open communication.*

- *We value teamwork and collaboration as a means to achieve organizational success.*

- *We value courteous and respectful interaction with all people.*

> *The Danville Police Department is committed to working in partnership with our community to preserve and enhance the quality of life through effective crime prevention, safety education, and innovative law enforcement.*

Core Values

Central to our mission are values that guide us in making the "RIGHT Decisions" and help us to contribute to the quality of life in Danville. In striving to make the "RIGHT Decision" we value:

- **R-espect** – *All persons have the RIGHT to be treated in a fair, dignified, courteous, and equitable manner. We take an active role in understanding and working within the great diversity of our community. Furthermore, we identify special needs as related to cultural, ethnic, and socio-economic diversity and respond in an appropriate manner.*

- **I-ntegrity** – *Common Trust marks the basis of integrity. We hold ourselves to the highest standards of moral and ethical conduct.*

- **G-oal Oriented** – *By having clearly defined goals we maintain a forward progression of service to our community. Goals are the basis for a smooth and focused operation of an organization. We continue to evaluate and update our goals as they relate to the citizens of the community and the level of service that we provide to them.*

- **H-onesty** – *To live honorably, creditably, and virtuously - these are the three precepts of a "Justinian" or just life. It can also be attributed to the manner in which we execute our duties of protection and service to our community.*

- **T-eamwork** – *The central element to a well working organization is teamwork. We fully embrace the building of partnerships within our community and among ourselves. We understand that by working together as a team the quality of life in Danville can be improved and maintained.*

Uniform Crime Report/Crime Trends

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

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

Data acquired by CPSM from the FBI for use in this reporting reflects the most currently available information (2019). As indicated in the following table, in 2019, the Danville Police Department reported a UCR Part I violent crime rate of 154 (indexed) and a property crime rate of 1,642 (indexed).

In comparing Danville Police Department data with other Kentucky cities and the nation, one can see Danville reports below-average violent crime rates compared to statewide averages, and below that of the national average. Figures for property crime show rates below the state and national averages as well.

TABLE 3-1: 2019 Comparison of Reported Crime Rates by Jurisdiction, Per 100,000

Municipality	State	Population	Crime Rates		
			Violent	Property	Total
Ashland	Kentucky	20,222	292	3,659	3,951
Berea	Kentucky	16,074	118	1,294	1,412
Campbellsville	Kentucky	11,488	252	3,630	3,882
Elsmere	Kentucky	8,673	104	957	1,061
Frankfort	Kentucky	27,723	292	3,427	3,719
Glasgow	Kentucky	14,475	180	2,991	3,171
Harrodsburg	Kentucky	8,509	106	1,352	1,458
Hillview	Kentucky	9,235	87	1,213	1,300
La Grange	Kentucky	9,080	110	1,729	1,839
Lawrenceburg	Kentucky	11,538	35	1,066	1,101
London	Kentucky	8,050	62	4,658	4,720
Paris	Kentucky	9,879	162	2,065	2,227
Shelbyville	Kentucky	16,531	127	1,778	1,905
Shepherdsville	Kentucky	12,515	176	2,533	2,709
Shively	Kentucky	15,845	341	3,351	3,692
Somerset	Kentucky	11,519	304	2,240	2,544
Versailles	Kentucky	26,625	86	1,232	1,318
Danville	**Kentucky**	**16,873**	**154**	**1,642**	**1,796**
Kentucky		**4,467,673**	**217**	**1,897**	**2,115**
National		**328,239,523**	**379**	**2,010**	**2,489**

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

The next table shows the actual number of offenses for 2019 and 2020. (Note that 2020 data was provided by the department, as it is not yet available from the FBI UCR.) As can be seen, there are some fluctuations from year to year, most notably in burglary and larceny (commonly shoplifting) which both show double-digit increases.

TABLE 3-2: Danville Police Department Reported Part 1 Offenses, 2019 and 2020*

Crime	2019	2020*
Murder/ Manslaughter	0	0
Rape	8	8
Robbery	6	4
Aggravated Assault	12	15
Burglary	62	78
Larceny	182	197
Vehicle Theft	33	31

Note: *FBI data for 2020 not yet available. Data for 2020 provided by DPD.

The following figure reflects the trend in Part 1 crime in Danville over the past ten years. It shows that both violent crime and property crime fluctuated somewhat between 2010 and 2019, but largely trended downward. The highest violent crime rate of this period occurred in 2011 at 306 (indexed). The lowest rate, at 131 (indexed), occurred in 2016. In 2019, the rate was 154 (indexed). As noted, property crime also trended downward over this period. The highest property crime rate occurred in 2011 at 3,962 (indexed), with the low of 1,486 (indexed) in 2017. In 2019, the rate was 1,642 (Indexed). These rates largely follow state and national trends, which show overall declines in both violent and property crime over the referenced ten-year period.

FIGURE 3-1: Danville Reported Violent and Property Crime Rates, by Year
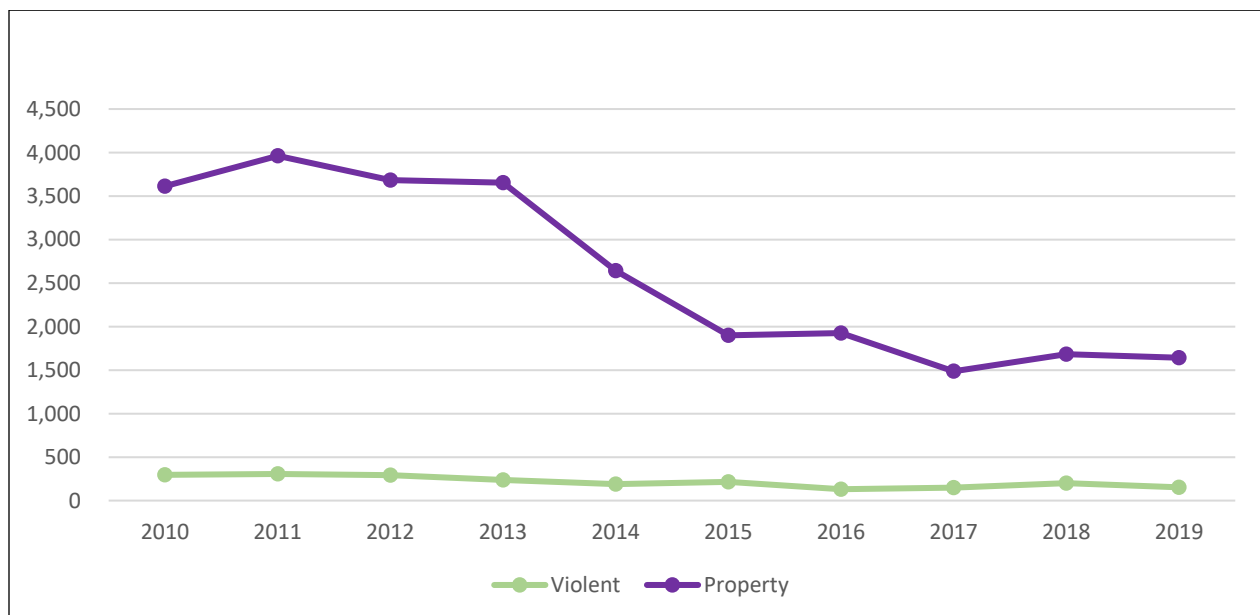
The next figure compares the combined violent and property crime rates for both Danville and the State of Kentucky for the period of 2010 through 2019. It reflects the observations made in Figure 3-1 and in Table 3-3 (which follows), notably, that crime trended downward for Danville as well as the State of Kentucky over the 10-year period. Secondly, the information shows the overall indexed crime rate in Danville is dropping at a faster rate than the state average, and in 2015 for the first time in the ten-year period, dropped below the state average.

FIGURE 3-2: Reported City and State Crime Rates, by Year
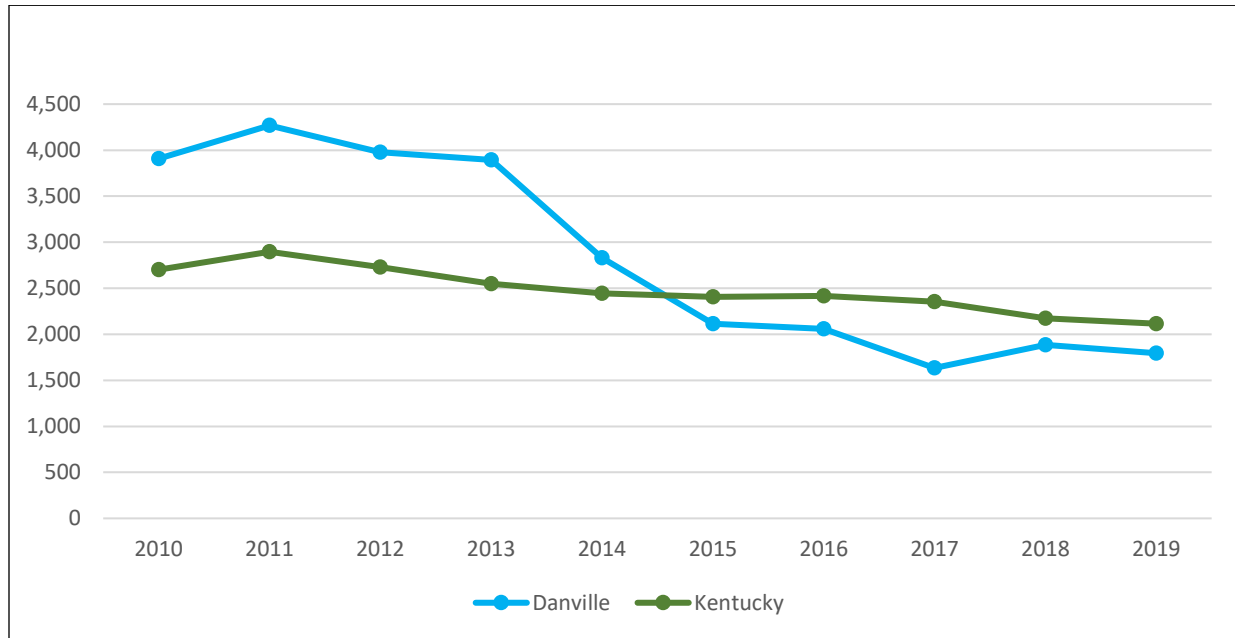
The following table compares Danville crime rates to both the state and national rates year by year for the period 2010 through 2019. Again, this data is indexed per 100,000 population. It is provided for illustration purposes only.

TABLE 3-3: Reported Crime Rates, by Year, 2010–2019

Year	Danville				Kentucky				National			
	Population	Violent	Property	Total	Population	Violent	Property	Total	Population	Violent	Property	Total
2010	16,218	296	3,613	3,909	4,376,436	236	2,465	2,702	314,170,775	393	2,833	3,225
2011	16,330	306	3,962	4,268	4,407,173	235	2,661	2,896	317,186,963	376	2,800	3,176
2012	16,314	294	3,684	3,978	4,413,259	219	2,509	2,729	319,697,368	377	2,758	3,135
2013	16,388	238	3,655	3,893	4,430,595	208	2,339	2,548	321,947,240	362	2,627	2,989
2014	16,455	188	2,644	2,832	4,450,843	213	2,232	2,446	324,699,246	357	2,464	2,821
2015	16,703	216	1,898	2,113	4,463,784	222	2,183	2,405	327,455,769	368	2,376	2,744
2016	16,773	131	1,926	2,057	4,478,739	234	2,182	2,416	329,308,297	383	2,353	2,736
2017	16,891	148	1,486	1,634	4,454,189	226	2,129	2,355	325,719,178	383	2,362	2,745
2018	16,801	202	1,684	1,886	4,468,402	212	1,963	2,175	327,167,434	369	2,200	2,568
2019	16,873	154	1,642	1,796	4,467,673	217	1,897	2,115	328,239,523	379	2,010	2,489

The next table shows actual crime occurrences rather that indexed rates. As well, this table reflects cases cleared by arrest and prosecution, both as actual numbers and as a percentage of crimes committed. Crime clearance rates are defined by standards established in the FBI Uniform Crime Report guidelines. It involves a complex criteria that will be further addressed in reporting on the *Detectives* function later in this report.

TABLE 3-4: 2019 Reported Crimes and Crime Clearance Rates

Crime	Danville			Kentucky			National		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances*	Rate
Murder / manslaughter	0	0	NA	239	144	60%	14,325	8,796	61%
Rape	8	3	38%	1,572	752	48%	124,817	41,065	33%
Robbery	6	2	33%	2,159	761	35%	239,643	73,091	31%
Aggravated assault	12	6	50%	5,745	3,050	53%	726,778	380,105	52%
Burglary	62	23	37%	15,411	3,127	20%	981,264	138,358	14%
Larceny	182	23	13%	59,004	12,998	22%	4,533,178	834,105	18%
Vehicle theft	33	6	18%	10,182	2,191	22%	655,778	90,497	14%

Note: *National clearance counts were calculated from crimes and rates, as these numbers are not directly available from the FBI.

Department Authorized Staffing Levels

The following table displays the authorized staffing levels for the department for FY 2019 through 2021. Staffing levels will be addressed throughout the report as we discuss specific operating sections. This table is simply intended to provide a broad overview of staffing levels for the past three years.

TABLE 3-5: Authorized Staffing Levels for Fiscal Years 2019-2021

Position	2019	2020	2021	Unfilled
Sworn Positions				
Chief	1	1	1	
Assistant Chief	1	1	1	
Major / Detectives		1	1	1
Captain	3	3	3	
Sergeant	4	4	4	
Detective	4	3	3	
Officer	23	23	23	3 (8*)
Part-time Officer	0	.5	.5	
Sworn Total	**36**	**36.5**	**36.5**	**4 (9*)**
Civilian Personnel				
Administrative Assistant	1	1	1	
Records Clerk	1	1	1	
Civilian Total	**2**	**2**	**2**	
Danville 911 Center				
Director of Communications	1	1	1	
Assistant Director of Communications	1	1	1	
Senior Telecommunicator	1	1	1	
Telecommunicator	10	10	10	2
Danville 911 Total	**13**	**13**	**13**	**2**
Total Authorized Personnel	**51**	**51.5**	**51.5**	**6 (11*)**

Note: *Four actual vacancies plus: One lateral transfer hired 4/23/2021 to enter PTO Program; One graduate of basic training academy (4/23/2021) to enter PTO program; One in basic training academy to graduate in May 2021, will enter PTO program; Two recruits entering basic training academy in July.

SECTION 4. OPERATIONS DIVISION

Under the direction of the of the Assistant Chief of Police, the Danville Police Department Operations Division provides the community with a full range of police services including responding to emergencies and calls for service (CFS), performing directed patrol activities, engaging in neighborhood problem solving, a canine (K9) officer, school resource officer (SRO), traffic enforcement, and investigative follow-up. The Operations Division is made up of two primary subsections, Patrol and Investigations. We will report on each separately.

PATROL

Uniformed patrol is considered the "backbone" of American policing. Officers assigned to this important function are the most visible members of the department and command the largest share of resources committed by the department. Proper allocation of these resources is critical to ensuring that the department is capable of responding to emergency calls for service and providing general law enforcement services to the public.

Patrol encompasses the following functions: patrol, K9, traffic, school resource officer, and police training officers. Each function will be addressed separately. Reporting on each separately allows the reader to better comprehend each function and its independent as well as collective value in providing policing services to the City of Danville.

Danville's commitment to handling every call, no matter how minor, ensures that the public gets a police response to all calls and every criminal case is investigated.

Patrol Staffing

Patrol is comprised of an authorized complement of three captains, three sergeants, and 23 patrol officers. This complement of personnel is responsible for 24/7 policing services in the City of Danville.

Th following table reflects staffing at the time of the CPSM site visit. While there are three patrol officer positions that are vacant, five additional positions are in some stage of training status.

TABLE 4-1: Patrol Authorized Staffing Levels for FY 2020–2021

Patrol Staffing Levels	Actual	Authorized
Captains	3	3
Sergeants	3	3
Officers	20*	23
Part-time Officer	.5	.5
Total Sworn Patrol	**26.5***	**29.5**

Note: * One lateral transfer hired 4/23/2021 to enter PTO Program; One graduate of basic training academy 4/23/2021 to enter PTO program; One trainee in basic training academy to graduate in May 2021, will enter PTO program; Two recruits entering basic training academy in July.

Given the authorized staffing levels for patrol, as reflected above, each of the three primary patrol shifts are assigned seven officers. The additional two officers are assigned as a K9 officer and an SRO, accounting for the total of 23 officers.

Actual staffing levels are affected by a number of factors including time off associated with vacations, training, compensatory time off, illness/injury, Family Medical Leave Act (FMLA), etc. The combination of these leave factors results in officers being absent at a rate of about 12 to 15 percent of the total available work period, or about six weeks a year. For example, while a particular day shift may be staffed with five officers if all personnel reported for duty, only four may report to work due to a leave absence.

In Danville, the substantial number of patrol vacancies have an additional impact on staffing. Critical staffing shortages over the past several years have resulted in mandatory overtime, requiring officers, sergeants, captains, the Assistant Chief, and occasionally, the Chief of Police to work extra patrol shifts. As is noted above, at present, of 23 authorized officer positions, eight, or 35 percent, are vacant or in some form of new hire training, and as such, not in full service. This critical staffing shortage will be discussed in detail later in this report as we discuss personnel in *Section 5*.

In all CPSM studies we are asked to identify appropriate staffing levels, as is the case in this study. In the following subsections, we will have an extensive discussion on workload and other factors to be considered in establishing staffing levels. Upon thorough evaluation of all contributing factors, we will make staffing recommendations.

Patrol Supervision

Patrol supervision consists of three captains, and three sergeants. A captain and sergeant are assigned to each of the three shifts, covering deployments on a 24/7 basis.

Captains fill the role of the watch commander; they spend some of their time in the station handling various administrative and supervisory duties related to patrol shift operations. These include scheduling, payroll and overtime review, limited research, personnel mentoring/development, performance reviews, administrative reports, attendance at community and department meetings, and supervision of field activities, among other duties.

Sergeants perform a similar role, but are less encumbered by administrative duties, focusing more on field supervision. Additionally, they serve as an added resource in support of patrol officers during busy periods.

Both captains and sergeants provide a critical need in directing and supervising field operations on a 24/7 basis. Absence of proactive supervision in policing creates significant liability for an agency.

After normal business hours the watch commander becomes the functional supervisor of all department operations, including 911/communications, etc.

In law enforcement agencies similar in size to Danville, virtually all captains and sergeants have collateral duties, generally related to their primary assignments. In Danville, oversight of the few specialized programs, such as the Patrol Training Officer (PTO) program, are assigned to the Assistant Chief, not a captain. The exceptions are instructional positions, which some captains and sergeants hold for internal training classes.

Work Schedule

Patrol officers, sergeants, and captains all work a 10-hour, 4-day progressive rotating shift. For example, one officer begins his or her work week starting on a Monday, and works four days through Thursday, the second week the same officer begins the work week on Tuesday, and works through Saturday, the third week, Wednesday through Sunday, until each day of the week

has been the start of an officer's work week. This cycle repeats, affording all patrol staff a three-day weekend every five weeks.

Each officer assigned to one of the three patrol shifts begins their work week on a different day; this ensures coverage each day and hour of the week. A fourth officer is assigned as a rover to assist throughout the city. Officers appear to be satisfied with the schedule and it is effective. At the end of a 28-day payroll cycle, officers will have worked 16 shifts and 160 hours, thus eliminating the need to work make-up days. Shift rotation occurs every four months and is based on seniority.

The following work schedule represents the current shift configuration for patrol officers, sergeants, and captains:

- First Shift: 7:00 a.m. to 5:00 p.m.

- Second Shift: 2:00 p.m. to 12:00 a.m.

- Third Shift: 9:00 p.m. to 7:00 a.m.

The second shift provides essential overlap coverage for the day and overnight shifts.

In our discussions of the patrol schedule with patrol officers, it was determined that the schedule is clearly popular; CPSM views the current schedule as appropriate for the DPD.

Minimum Staffing

Minimum staffing is an informal standard determined by the department. It is considered to be the staffing required to safely and effectively respond to emergencies and meet general workload demands. Minimum staffing is established by the Chief of Police at his direction, and subject to change based upon ever-changing workload conditions.

The department has set a minimum staffing level of four officers for the first and second shifts and three officers for the third shift. Given the present authorized staffing level, this is problematic. As previously noted, each primary shift is assigned seven officers if fully staffed. As such, for shifts one and two, every authorized position must be filled and no one could take time off without causing staffing levels to fall below minimums. This can be calculated as 7 officers each working 4 days per week equals 28 shifts; minimum staffing of 4 officers per shift at 7 days equals 28 shifts coverage required. For the third shift, one officer could take a day off for each day of the week without staffing falling below the minimum. Additionally, the K9 officer would provide a cushion for the four shifts per week that this position works.

Given the vacancies and various leave factors, staffing falls below minimums on a daily basis and overtime duty is required to meet the minimum. During staffing shortages officers must be held over, be brought in early, or occasionally be called in on their day off. Anecdotal information at all levels of the organization suggest that this constant demand has taken its toll on some officers. Sign-up sheets for overtime for basic patrol coverage, bike patrols, traffic enforcement duties, special events, etc., sometimes go unfilled as officers are too fatigued or lack the interest to work additional hours, and/or are in need of family time.

While the above scenario addresses patrol officers, the same applies to patrol supervisors. Except for overlap days, no patrol supervisor can take a day off for vacation, training, FMLA, etc. without finding another supervisor to cover their shift. Here, the Chief and Assistant Chief sometimes meet this need.

In the following subsections, we will address workload demands and the staffing required to meet those demands. As we do so, where appropriate, we will identify actual staffing levels. Actual staffing levels used in this analysis include regularly assigned personnel and those working in an overtime capacity to meet minimum staffing mandates.

Recommendation:

- Consideration should be given to hiring four additional police officers to ensure that daily deployments are adequately staffed to meet minimum staffing. In the alternative, recognize that substantial overtime expenditures and mandated overtime will be required on a daily basis. (Recommendation No. 1.)

CALL AND WORKLOAD DEMAND

As noted in the Executive Summary, our work followed two tracks: (1) the operational assessment, and (2) a data analysis of workload, primarily related to patrol. In the following pages relative to Patrol, we draw upon the data analysis report to assist in our operational assessment. The data analysis report, in full, can be found following the operational assessment (Section 9), and readers are encouraged to thoroughly review it. The data analysis is rich with information, only a portion of which is included in this segment of the report. For purposes of our analysis, we used computer-aided dispatch (CAD) records supplied by the department's dispatch center. These records pertain to identifiable workload associated with specific units and are the most accurate, verifiable, and comprehensive records available.

Crime statistics for the City of Danville reflect a below average level of both violent and property crimes in comparison to the State of Kentucky and national rates. These figures were discussed in Section 3 and depicted in Table 3-3. While slight fluctuations have occurred, crime has been trended downward over the past ten years, following a national path that began in the 1990s.

Prevention of crime and the apprehension of criminals are at the forefront of responsibilities for police departments, but demands on police resources involve much more than crime. Traffic enforcement, the efficient flow of traffic through the community, and maintaining peace and order are but a few of the other activities that fall into the scope of work of a police department. As we examine workload demands we will explore all activities.

The following table presents information on the main categories of calls for service the department handled during the study period of January 1, 2019, through December 31, 2019.

The 911/dispatch center recorded approximately 17,315 events that were assigned call numbers and which included an adequate record of a responding unit. When measured daily, the department reported an average of 47.4 patrol-related events per day. For our analysis, we eliminated events related to directed patrol and events that had fewer than 30 seconds spent on the call (indicating the call had been canceled) or lacked an arrival time or other pertinent call information. Excluding these categories, our analysis focused on the remaining 16,092 calls for service. The call data in the table includes both officer-initiated activity and community-initiated activity (e.g., residents, alarm companies, transfers from other law enforcement agencies, etc.).

TABLE 4-2: Calls per Day, by Category

Category	No. of Calls	Calls per Day
Accident	1,152	3.2
Alarm	828	2.3
Animal	249	0.7
Assist–citizen	644	1.8
Assist other agency	319	0.9
Check	932	2.6
Community service	2,243	6.1
Crime–person	335	0.9
Crime–property	980	2.7
Domestic	579	1.6
Drug/alcohol related	627	1.7
Investigation	386	1.1
Miscellaneous	862	2.4
Officer initiated	1,508	4.1
Suspicious incident	577	1.6
Traffic enforcement	886	2.4
Traffic stop	2,985	8.2
Total	**16,092**	**44.1**

In total, officers were involved in 16,092 calls during the 12-month study period, an average of 44 calls per day, or 1.8 calls per hour. The top three categories of calls accounted for 61 percent of calls: 31 percent of calls were traffic-related; 21 percent of calls were general noncriminal, and 9 percent of calls were labeled as "officer initiated." Eight percent of calls were crimes.

In the next table we examine both the origin of the call and the average time spent on a call by the primary unit. Community-initiated calls include calls from the public, businesses, alarm companies, transfers from other law enforcement agencies, etc. Police-initiated refers to calls generated by a patrol officer or other Danville police employees.

§ § §

TABLE 4-3: Primary Unit's Average Occupied Times, by Category and Initiator

Category	Community-Initiated		Police-Initiated	
	Minutes	Calls	Minutes	Calls
Accident	29.5	1,097	24.1	55
Alarm	11.1	812	10.1	16
Animal	20.7	241	14.8	8
Assist–citizen	19.5	290	7.4	354
Assist other agency	26.0	307	14.1	12
Check	20.5	902	24.0	30
Community service	18.8	2,194	23.0	49
Crime–person	30.7	329	37.6	6
Crime–property	26.5	959	21.4	21
Domestic	29.6	570	43.3	9
Drug/alcohol related	28.7	604	23.5	23
Investigation	28.0	112	19.8	274
Miscellaneous	31.3	363	23.0	497
Officer initiated	NA	0	23.8	1,508
Suspicious incident	21.3	547	19.0	30
Traffic enforcement	14.2	471	8.8	415
Traffic stop	NA	0	12.8	2,985
Weighted Average/Total Call	**22.7**	**9,798**	**16.4**	**6,292**

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

In the next two tables we look at the average number of police units that responded to an activity. Generally, as DPD deploys one-officer units, that translates to the average number of officers that responded. The information in these tables is limited to calls and excludes all events that show zero time on scene, directed patrol, etc.

§ § §

TABLE 4-4: Average Number of Responding Units, by Initiator and Category

Category	Community-Initiated		Police-Initiated	
	No. of Units	Calls	No. of Units	Calls
Accident	1.8	1,097	1.6	55
Alarm	2.3	812	1.9	16
Animal	1.6	241	1.0	8
Assist–citizen	2.0	290	1.1	354
Assist other agency	2.3	307	1.6	12
Check	2.3	902	1.8	30
Community service	1.6	2,194	1.4	49
Crime–person	2.6	329	1.8	6
Crime–property	1.7	959	1.5	21
Domestic	2.9	570	2.4	9
Drug/alcohol related	2.4	604	1.3	23
Investigation	1.9	112	1.3	274
Miscellaneous	1.9	363	1.8	499
Officer initiated	NA	0	1.5	1,508
Suspicious incident	2.5	547	1.8	30
Traffic enforcement	1.4	471	1.1	415
Traffic stop	NA	0	1.4	2,985
Weighted Average/Total Call	**2.0**	**9,798**	**1.4**	**6,292**

Note: The information in this table is limited to calls and excludes all events that show zero time on scene.

TABLE 4-5: Number of Responding Units, by Category, Community-initiated Calls

Category	Responding Units		
	One	Two	Three or More
Accident	598	279	220
Alarm	89	437	286
Animal	142	71	28
Assist–citizen	101	116	73
Assist other agency	89	99	119
Check	209	386	307
Community service	1,376	533	285
Crime–person	88	85	156
Crime–property	554	218	187
Domestic	65	156	349
Drug/alcohol related	176	172	256
Investigation	50	35	27
Miscellaneous	175	113	75
Suspicious incident	121	205	221
Traffic enforcement	324	110	37
Total	**4,157**	**3,015**	**2,626**

Calls for Service Efficiency

Further examination of various elements of the calls for service and patrol response data warrant discussion. Data from Tables 4-2 through 4-5 provide a wealth of information about demand, workload, and deployment per call in Danville. These statistics provide an excellent lens to view the efficiency of patrol operations. The next table provides a comparison of calls for service and workload data for the Danville Police Department in relation to those of other agencies for which CPSM has conducted similar studies. As was earlier cautioned with FBI UCR crime report data, this is a broad comparison, and should be viewed in that framework. Factors such as demographics, service expectations, and the ability to provide for community and officer safety needs must be considered.

In comparing Danville data to that from other studies conducted by CPSM, we look for significant statistical anomalies. The most significant anomalies are represented in lower than the median (midpoint) workload percentages for both weekdays and weekends in summer and winter periods studied. In summer, it is about 75 percent of the median workload for weekdays and weekends; in winter, workload activity for weekdays and weekends in Danville is about half the median. The other variables are closer to norms of other agencies.

TABLE 4-6: CFS Comparisons to Other CPSM Study Cities

Variable Description	Median	Minimum	Maximum	Danville PD	DPD vs. CPSM Comps
Population	29,426	4474	95,602	16,873	Lower
Primary Unit Service Time Community Initiated	28.18	13	51.51	22.69	Lower
Primary Unit Service Time Police Initiated	16.68	7.1	47.33	16.39	Lower
Responding Units Community Initiated	1.72	1	2.56	2.0	Higher
Responding Units Police Initiated	1.24	1	1.98	1.43	Higher
All Units Service Time Community Initiated	42.9	19.7	88.09	40.46	Lower
All Units Service Time Police Initiated	20.92	7.73	140.08	25.53	Higher
Workload Percent Summer Weekdays	32.92	5.54	85.66	19.17	Lower
Workload Percent Summer Weekends	35.92	5.02	81.95	18.83	Lower
Workload Percent Winter Weekdays	30.2	5.08	65.75	16.12	Lower
Workload Percent Winter Weekends	30.72	4.12	68.99	16.12	Lower
Response Time Summer	11.94	2.4	31.64	8.67	Lower
Response Time Winter	11.64	3.1	29.68	8.99	Lower
High-priority Calls Response Time*	6.6	2.84	23.12	N/A	N/A
Violent Crime Rate	185.69	0	1,621.05	154	Lower
Property Crime Rate	2,214.66	319.04	8,981.7	1,642	Lower
Total Crime Rate	2,477.26	404.96	10,441.69	1,796	Lower

*Danville does not establish call priorities

As noted, average response time to high-priority calls cannot be calculated as Danville does not prioritize calls for service based upon the urgency of the call. This is discussed further in reporting

on the Danville 911 Center in Section 6. No matter the nature of the call—from loud music to a robbery in progress—are not distinguished in terms of numerical priority as is common in other agencies. It is typical for life-safety calls and crimes in progress to be classified as "Priority 1," while calls such as disturbances or non-injury traffic collisions blocking an intersection may be classified as "Priority 2." Less important calls such as barking dogs, "cold" theft reports, or traffic complaints may be "Priority 3." Police departments use from three to seven or more priority classifications; in general, three classifications would suffice for a city the size of Danville.

Measuring response times to high-priority calls is important in evaluating the efficiency of the 911 Center as well as the department's overall response time to these urgent calls. As it relates to 911 Center operations, it is critically important that high-priority calls be dispatched with minimal delay. Delays in dispatching these calls can negatively impact the department's response to an emergency or in-progress crime.

Geographic Call Distribution

In nearly all CPSM studies of patrol operations, we examine call demand by beats, sectors, or zones established by the department. In Danville, the department uses South, Central, and North as its geographical designations. The following figure shows that the highest percentage of calls and workload hours are in the South sector, at 34.4 percent and 33.4 percent, respectively. The South sector has the smallest geographic area and population count, but it includes multiple shopping centers and the major intersection of Danville Bypass (SR 150) and SR 127. The South sector's calls and workload are followed closely by the Central sector's. The North sector has substantially lower activity levels.

FIGURE 4-1 Percentage Calls and Work Hours, by Sectors
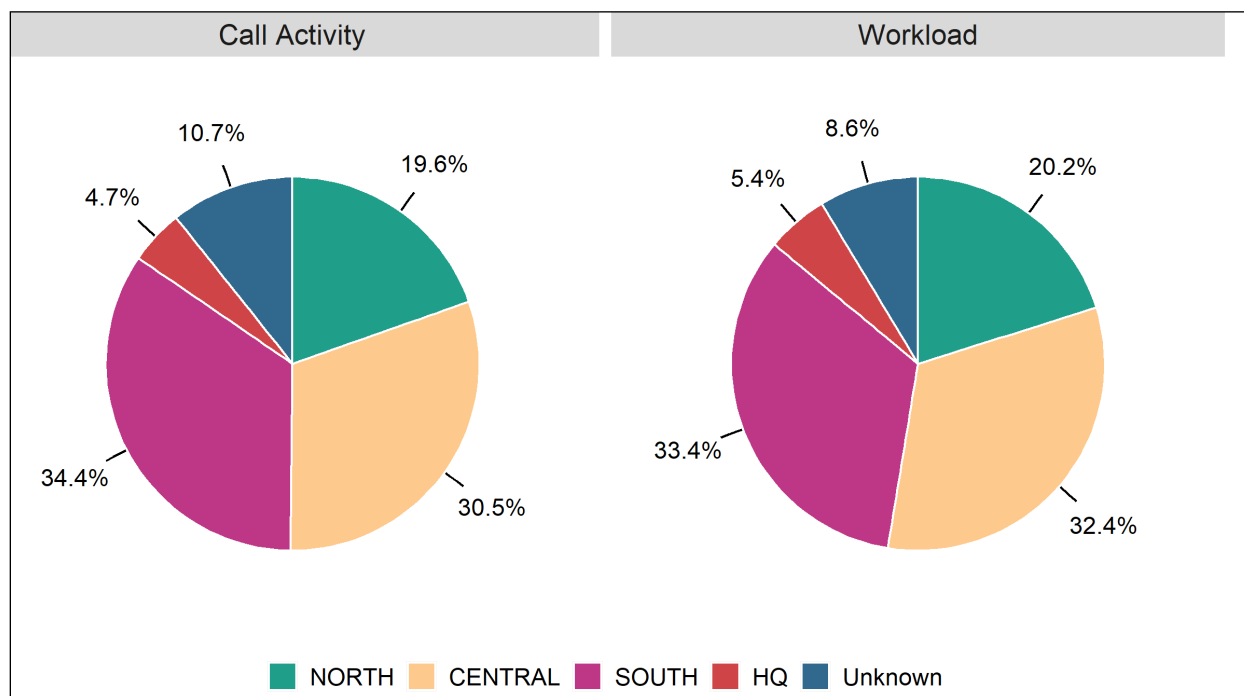
The following table shows average calls and work hours per day by sector. Again, this information shows that the South sector has the largest workload, followed closely by the Central sector, with the North sector generating substantially lower workload numbers.

TABLE 4-7: Calls and Work Hours by Sector, per Day

Sector	Per Day		Area (Sq. Miles)	Population (2020 Est.)
	Calls	Work Hours		
North	8.6	5.1	5.5	5,344
Central	13.5	8.2	7.9	8,001
South	15.2	8.5	4.8	4,094
HQ	2.1	1.4	NA	NA
Unknown	4.7	2.2	NA	NA
Total	44.1	25.4	17.3	16,717

If calls at police department headquarters or those without an assigned sector were excluded from workload totals, an even distribution would allot 12.4 calls and 7.2 work hours per sector per day. This information is provided for department review in determining appropriate service area configurations and staffing. CSPM makes no recommendations as to such boundaries.

In the following figure we examine locations with a high call volume involving reports of criminal activity. This may include assaults, robberies, burglaries, larcenies including shoplifting, and auto theft, etc.

FIGURE 4-2: High-volume Locations for Crime Calls

CRIME RUNS
Red > 40 runs

Runs	Location	Place
143	100 WALTON AV	WALMART
45	445 W MAIN ST	DANVILLE POLICE DEPARTMENT*
29	217 S 3RD ST	EPHRAIM MCDOWELL REGIONAL MEDICAL CENTER*
20	1560 HUSTONVILLE RD	DANVILLE MANOR SHOPPING
19	975 HUSTONVILLE RD	DOLLAR GENERAL
16	2900 DANVILLE BYPASS	TJ MAXX
12	200 SKYWATCH DR	KROGER
11	301 N HILL-N-DALE DR	LONG RUN APARTMENTS
10	472 W MAIN ST	SPEEDWAY
9	100 SHAKERPOINT DR	SHAKERPOINT APARTMENTS
8	503 LONGVIEW DR	RESIDENTIAL
7	465 DENMARK DR	FIVE STAR
7	51 CASSADY AV	LOWES
6	100 SHAKERPOINT DR	SHAKER POINT APARTMENTS
6	208 JANE TR	MCDONALDS
6	642 N 3RD ST	DANVILLE CTR FOR HEALTH AND REHAB *
5	725 N MAPLE AV	BOB ALLEN MOTOR MALL
5	115 THOROUGHBRED DR	MCDONALDS
5	838 BOYD AV	RESIDENTIAL
5	198 W BROADWAY ST	KENTUCKY UTILITIES
4	407 ADAMS ST	RESIDENTIAL
4	470 STANFORD AV	GOODALL APARTMENTS

*Excluded from heat map.

When CPSM studies locations with high call volume, hospitals and police stations nearly always appear at or near the top of the list. These locations are frequently where people report crimes that occurred elsewhere; therefore, both are excluded from consideration as we discuss this.

The top four high-volume call locations are all in shopping centers in the quadrants of Danville Bypass (SR 150) and SR 127. The first location, Walmart, generated 373 CFS. This is consistent with nearly every CPSM study in a jurisdiction with a Walmart or Walmarts. The second highest crime calls, at 85, occurred at 2900 S. Danville Bypass R., a shopping center. Tractor Supply Company is listed as the location. However, the CAD data did not retrieve the actual addresses of the calls or the exact location in the shopping centers. Instead, the CAD system selected a single business which in this case is Tractor Supply, even though that business did not produce 85 crime calls. The calls were generated by other, nearby businesses and surrounding parking lots. Some of the other stores involved include Liquor Barn, Hobby Lobby, Dollar Tree, TJ Maxx, Applebee's, and Kroger's; the latter store was correctly listed as the fourth highest call location.

With the exception of the apartment complex at 301 Hill-N-Dale, the top six high-volume crime call locations are in proximity to each other in the South sector. These locations should be the focus of a specific and targeted strategy that aims to eliminate, or drastically reduce, conditions present at these locations that foster police service demands. Walmart tops the list of high crime call locations in every jurisdiction that CPSM assesses. The DPD should work with private security at the shopping centers to minimize theft, which reduces the demand placed on patrol resources. CPSM learned that absent a formal "Business Watch" program, officers respond reactively to requests from businesses and do security checks. This approach underscores a need to be more proactive in reaching out to businesses and residents plagued by repeated quality of life issues, both criminal and noncriminal.

In the following figure we examine locations with high call volume involving noncriminal activity. This may include a family dispute, traffic accident on private property, a suspicious person, an overdose, a disturbance involving a customer, a parking complaint, or any number of other calls that do not result in a criminal investigative report.

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FIGURE 4-3: High-volume Locations for Calls for Service Stemming from Noncriminal Activity

OTHER RUNS
Red > 100 runs

Runs	Location	Place
486	445 W MAIN ST	DANVILLE POLICE DEPARTMENT*
373	100 WALTON AV	WALMART
227	217 S 3RD ST	EPHRAIM MCDOWELL REG MED CENTER*
85	2900 S DANVILLE BYPASS	TRACTOR SUPPLY COMPANY
78	1560 HUSTONVILLE RD	CRICKET WIRELESS
77	200 SKYWATCH DR	KROGER
66	975 HUSTONVILLE RD	ISAIAH HOUSE
63	300 SKYWATCH DR	APPLEBEE'S RESTAURANT
59	465 DENMARK DR	FIVE STAR
49	301 N HILL-N-DALE DR	LONG RUN APARTMENTS
48	3633 S DANVILLE BYPASS	SUPER 8 MOTEL
47	331 S 4TH ST	PREST-PRU-SPUR FUNERAL HOME
46	318 W BROADWAY ST	STITH FUNERAL HOME
46	725 N MAPLE AV	BOB ALLEN MOTOR MALL
45	472 W MAIN ST	SPEEDWAY
45	1541 LEBANON RD	ENTERPRISE CTR
39	208 JANE TR	MCDONALDS
38	1860 S DANVILLE BYPASS	BOYLE COUNTY DETENTION CENTER*
35	1714 PERRYVILLE RD	BIG LOTS
32	CUNNINGHAM DR	MILLENNIUM PARK
32	51 CASSADY AV	LOWES
32	150 S 3RD ST	DANVILLE CITY PARKING GARAGE
31	1428 HUSTONVILLE RD	TACO BELL
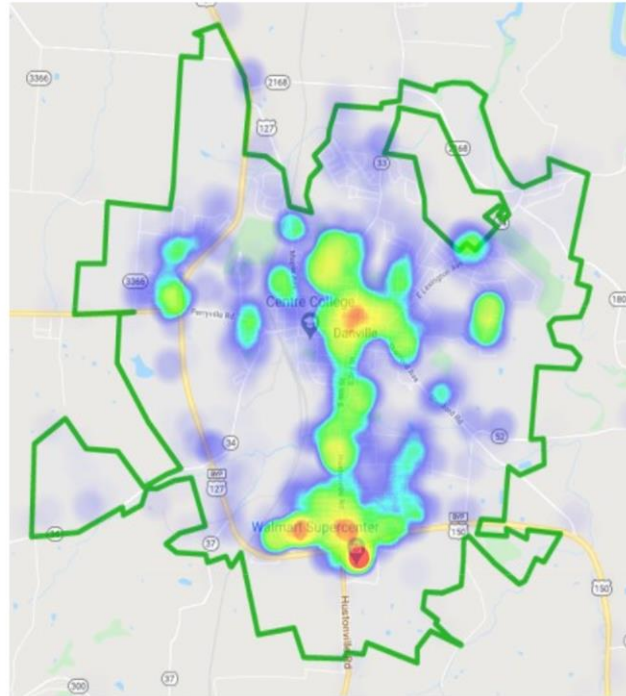
*Excluded from heat map.

The highest volume noncriminal call locations again cluster around the same locations as the criminal activity. Discounting the police department and hospital as reporting locations, Walmart generates the highest calls, followed by the shopping center with Tractor Supply, Dollar Tree, Liquor Barn, Hobby Lobby, TJ Maxx, etc. Businesses at adjacent intersections also contributed to call activity. Downtown is the next highest cluster. This concentration of workload demand lends itself to opportunities to target and abate the activities.

The department should examine calls for service at these and other high-volume call locations in an effort to identify opportunities to mitigate underlying conditions that generate frequent police response. CPSM recommends that the DPD consider creating a strategic plan to address these issues. Patrol could work collaboratively with interested parties, and crime reduction strategies could be put into place to accomplish this. This may include security assessments for target hardening, use of security cameras, and providing crime prevention tips for residents of these more highly impacted locations. This is commonly a role for crime prevention and crime analysis personnel; however, since no dedicated staff is assigned this function, patrol supervisors and officers should assume this responsibility. Patrol captains, sergeants, and officers should all

be held accountable in their performance evaluations for the implementation of the strategy and outcomes.

As a side note, Danville PD has a unique radio call sign practice. Virtually all police agencies assign radio call signs to officers based on shifts, beats(sectors), cars assigned to a sector, and the number of officers in a car to clarify the identify and beat of each officer to dispatchers and patrol staff. In Danville, officers use their three-digit badge numbers for call signs and the sector. This is impractical because it requires that supervisors and dispatchers memorize badge numbers and shift assignments associated with each officer. CPSM recommends that DPD change this practice to promote clarity by assigning radio call signs based on beats, teams, and/or shifts.

CALL MITIGATION

In all studies CPSM examines call mitigation as a tool to reduce workload demand. In evaluating the workload, response to alarm calls is always considered, since alarm response numbers as a percentage of calls for service are generally moderate, and the ratio of legitimate to false alarms is extremely low. In general, the rate of false alarms is about 97 to 98 percent of all activations. Though not popular with residents and the business community, some police departments have found it necessary to discontinue the response to alarms in certain circumstances due to the burden associated with false alarm response.

During the one-year study period, the DPD responded to 828 alarm calls, or 2.3 calls per day. While any number of false alarms has some negative impact on police operations, for a city of this size, 2.3 calls per day is below the norm and does not have a significant impact on overall services.

The City of Danville does not have a false alarm ordinance. As a result, repeat false alarm calls are handled without consequences to property owners. The DPD's practice after responding to repeated false alarms at a business or residence is for the Chief of Police to write a letter to the owner to remedy the situation. The department should continue to monitor the frequency of false alarms calls. Should a significant increase occur, it may be prudent to reconsider creating a false alarm ordinance. While this would be unpopular in the community, such ordinances, with their attached fees and fines for false alarms, tend to result in fewer false alarms as owners of alarmed properties and alarm companies strive to avoid false alarms to avoid fines.

Along with reducing responses to alarms, another option commonly considered by police departments in an effort to reduce workload is discontinuing responses to non-injury traffic accidents where the involved vehicles do not pose a traffic hazard. Many agencies have adopted this policy, or one that limits the response and investigation to an exchange of driver information. At Danville, officers handle traffic collisions on public roadways as well as collisions on private property, specifically shopping center parking lots. The latter practice is increasingly rare in policing, as no criminal or statutory violations are violated, and it is simply a service for insurance companies. Elimination of this practice is a policy decision that depends in part on community expectations and CFS.

CPSM considered this for Danville; however, an average of 3.2 accidents per day does not significantly impact workload. CPSM recommends that no changes in protocol take place absent a significant increase in such calls. Additional detail on traffic matters is covered later in this section.

While CPSM does not suggest any changes to current call responses, it is recommended that the department periodically evaluate the need to continue responding to all noncriminal calls.

DPD does not offer online reporting for crimes. This service, common in many departments, is convenient for the public and helps minimize unnecessary police responses; however, the level of activity does not seem to support its implementation.

NONCALL ACTIVITIES / OUT OF SERVICE

By necessity, officers engage in a variety of activities that are referred to as "out of service" or "noncall" activities. In nearly every department CPSM studies, out-of-service activities are captured in CAD by their type. This aids in our analysis and is valuable in identifying what activities occur in what is often a significant amount of the workload.

In Danville, noncall activities are not recorded; therefore, CPSM was unable to evaluate this portion of the workload. Danville's CAD system is capable of recording out-of-service activity; however, this function has not been used. Noncall activities include, but are not limited to, roll call briefing, report writing, meal breaks, training, administrative duties, personal activities, etc.

For example, in some agencies, officers spend an excessive amount of time in the police station, writing reports, booking evidence, servicing vehicles, etc. It is common for supervisors to intervene and counsel officers to reduce time spent in the station. CPSM recommends that DPD begin using the CAD feature to capture noncall activity data and require officers to specify the reason for being out of service. This will allow managers to gauge whether out-of-service time is appropriate and if so, to take any necessary action.

Recommendation:

- Train officers to announce the nature of their out of service time to dispatchers so supervisors can monitor how the time is used. (Recommendation No. 2.)

To this point, we have focused largely upon the number of calls and other patrol workload activities for the one-year study period. In the section that follows we will examine how the patrol force allocates time and resources to this workload and other activities. This analysis will assist the city in determining necessary staffing of the patrol function.

WORKLOAD DEMAND ANALYSIS

As previously stated, uniformed patrol is considered the "backbone" of American policing. Officers assigned to this important function are the most visible members of the department and command the largest share of resources committed by the department. Proper allocation of these resources is critical to have officers available to respond to calls for service and provide law enforcement services to the public.

Although some police administrators suggest that there are national standards for the number of officers per thousand residents that a department should employ, that is not the case. The International Association of Chiefs of Police (IACP) states that ready-made, universally applicable patrol staffing standards do not exist. Furthermore, ratios such as officers-per-thousand 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."[1]

Essentially, "discretionary time" on patrol is the amount of time available each day where officers are not committed to handling CFS and workload demands from the public. It is "discretionary" and intended to be used at the discretion of the officers to address problems in the community and be available in the event of emergencies. When there is no discretionary time, officers are entirely committed to service demands, do not get the chance to address other community problems that do not arise through 911, and are unavailable 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 may be an indication that the department is overstaffed or that officers are not sufficiently proactive.

Staffing decisions, particularly for patrol, must be based on actual workload as well as ensuring that sufficient staffing exists to respond to emergency situations involving the safety of the public and officers alike. Once the actual workload is determined, and the amount of discretionary time is determined, then staffing decisions can be made consistent with the department's policing philosophy and the community's ability to fund service. The Danville Police Department is a full-service police department, and its philosophy is to address essentially all requests for service in a community policing style. With this in mind it is necessary to look at workload to understand the impact of this style of policing in the context of community demand.

To understand actual workload (the time required to complete certain activities), it is critical to review total reported events within the context of how the events originated, such as through directed patrol, administrative tasks, officer-initiated activities, and citizen-initiated activities. Analysis of this type enables identification of activities that are really "calls" from those activities that are some other types of events.

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

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

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

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

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

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

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

Rule of 60 – Part 1

According to the department personnel data available at the time of the site visit (April 2021), the department is authorized for 36 full-time sworn officers. When fully staffed, 29 of those personnel are assigned to patrol functions (includes captains, sergeants, and officers/patrol and K9). When fully staffed, patrol staffing would thus represent 80 percent of total sworn staffing, which is higher than CPSM's Rule of 60 recommendation.

As Danville is a small department it is not uncommon for most of its officers to be assigned to patrol; an 80 percent commitment may be beneficial to the community to ensure a rapid response to CFS and quality-of-life issues. To justify such a deviation from the recommended norm of 60 percent patrol commitment, a concerted effort must be made to address chronic criminal, noncriminal, and traffic issues at high-frequency locations. The reason for low proactivity may be due to an organizational culture that tolerates reactive over proactive policing, or other reasons.

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 and self-initiated arrests, etc. In other words, CPSM suggests that no more than 60 percent of available patrol officer time be spent responding to the service demands in the community. The remaining 40 percent of the time is the "discretionary time" for officers to be available to address community problems and be available for serious emergencies. This Rule of 60 for patrol deployment does not mean the remaining 40 percent of time is downtime or break time. It is simply a reflection of the point at which patrol officer time is "saturated" by CFS.

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

Departments must be cautious in interpreting the SI too narrowly. For example, one should not conclude that SI can never exceed 60 percent at any time during the day, or that in any given hour no more than 60 percent of any officer's time be committed to CFS. The SI at 60 percent is intended to be a benchmark to evaluate overall service demands on patrol staffing. When SI levels exceed 60 percent for substantial periods of a given shift, or at isolated but consistent 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. Other factors such as the availability of sufficient resources to safely, efficiently, and effectively respond to emergency calls for service must be considered.

While the call data referenced in Tables 4-2 to 4-7 reflected call activity for the entire one-year study period, for this portion of the study we examine not just the total number of calls, but the actual time spent on these calls as well as other duties. Here, we compare "all" workload, which includes other-initiated calls, police-initiated calls, and directed patrol work activities. This would normally include out-of-service activities, but as mentioned earlier, these were not captured in CAD.

In Figures 4-4 through 4-11, our analysis examines patrol deployment and workload. This allows for assessment of how the department and its patrol force are positioned to meet the demands of calls for service while also engaging in proactive policing to combat crime, disorder, and address traffic issues in the community. In this analysis we considered only those personnel who reported for duty rather than authorized staffing levels and we describe the deployment and workload according to distinct periods, distinguishing between winter and summer and between weekdays (Monday through Friday) and weekends (Saturday and Sunday).

An examination of Figures 4-4, 4-6, 4-8, and 4-10 shows a spike in deployment around 2:00 p.m. and 9:00 p.m., when two shifts are on duty. A very slight dip occurs in each figure at 7:00 a.m., when shift 3 is going off duty and shift 1 is in roll call briefing, preparing to come on duty. These overlaps are common for a 10-hour shift and the overlapping assignments. The number of personnel available throughout the day varies from as few as 4 officers at 7:00 a.m. to as many as 9.5 officers on duty from 2:00 p.m. to 5:00 p.m. winter weekdays, and summer weekdays from 9:00 p.m. to 11:30 p.m.

These same figures illustrate the deployment of patrol resources and added resources to handle the workload. Workload includes community-initiated CFS, police-initiated CFS, and directed patrol activities. These four figures representing deployment and all workload for weekdays and weekends in both winter and summer, include K9, SRO and supervisors reflected as added patrol.

In Figures 4-5, 4-7, 4-9, and 4-11, the saturation index is explored. Patrol resources available are denoted by the dashed green line at the top. The 100 percent value indicates the total police officer hours available during the 24-hour period. This amount varies during the day consistent with the staffing of the shifts, but at any given hour the total amount of available power will equal 100. The red dashed line fixed at the 60 percent level represents the saturation index (SI). As discussed above in the Rule of 60, Part 2, 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 data reveal that for all work, that is, both community- and officer-initiated, the DPD patrol deployment reached a high of 35 percent of workload on summer weekends between 5:45 p.m. and 6:00 p.m. The next highest total workloads, both at 31 percent, occurred on winter weekends between 5:30 p.m. and 5:45 p.m., and summer weekdays between 12:15 p.m. and 12:30 p.m. The average total workload for summer and winter weekdays and weekends was 31 percent.

Consideration must be given to ensure there is ample time for officers to prepare reports and perform other administrative functions related to handling calls for service. Often, officers build this time directly into the service time of the call. Other times, officers take themselves out of service to perform this work, or remain available in the dispatch system and perform these functions as they are waiting for the next assignment. Regardless of the method used, it is important to have resources available to support this important role. The overlap of shifts provides this resource, as does providing enough officers on each shift so that administrative work can be accomplished while simultaneously providing enough officers to handle community demands.

During CPSM's site visit, we noted that sign-up sheets for nonpatrol overtime assignments were posted for officers, but no one had signed up. One supervisor explained that officers were tired from working so much patrol overtime that they did not want to work additional overtime. Another supervisor attributed the reluctance to sign up for overtime due to a generational difference, that is, younger officers preferred time off to working overtime jobs. One or both may be true. Since Danville has been understaffed in patrol for years, it is difficult to do a comparative analysis with a fully-staffed force and the understaffed status that results in forced overtime. Nevertheless, greater proactivity is needed to address crime and quality-of-life issues for residents, business owners, and visitors.

In summary, daily saturation indexes in the range of the mid-20s percent to mid-30s percent during the time periods under observation suggest that DPD officers on patrol operate in a reactive mode to a relatively low level of calls for service and conduct relatively little self-initiated activity.

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FIGURE 4-4: Deployment and All Workload, Weekdays, Winter 2019
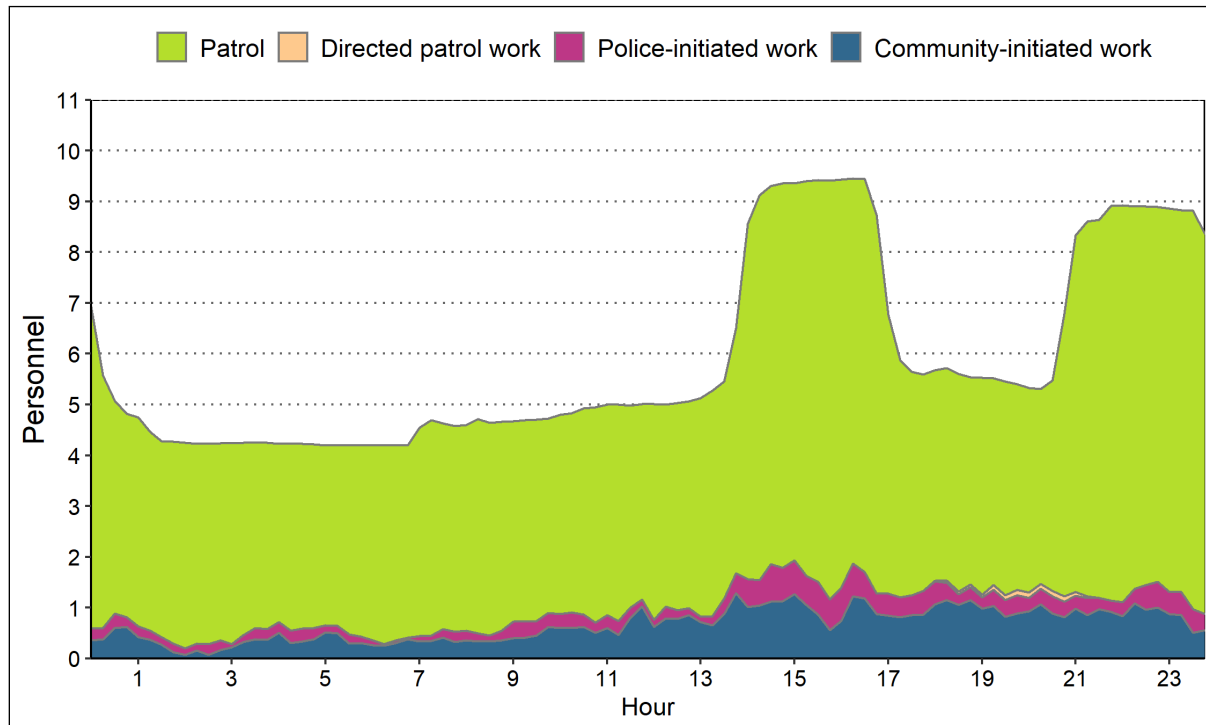
FIGURE 4-5: Percentage of Workload, Weekdays, Winter 2019
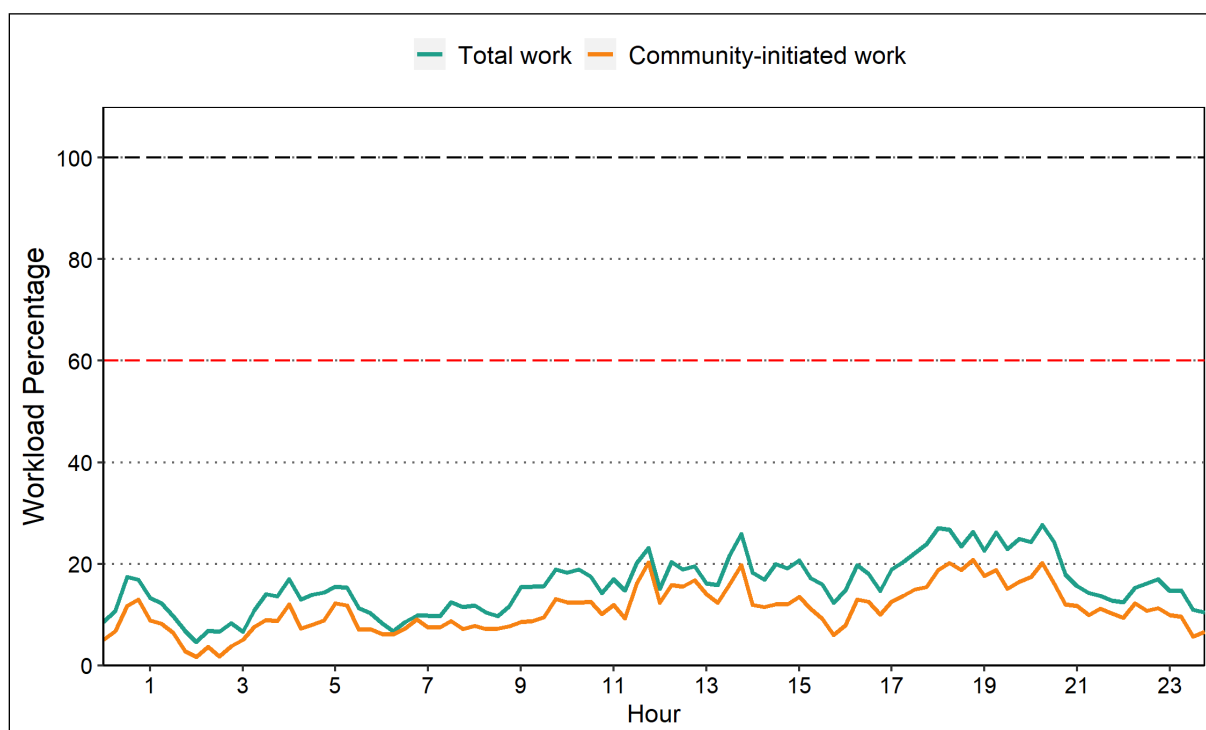
FIGURE 4-6: Deployment and All Workload, Weekends, Winter 2019
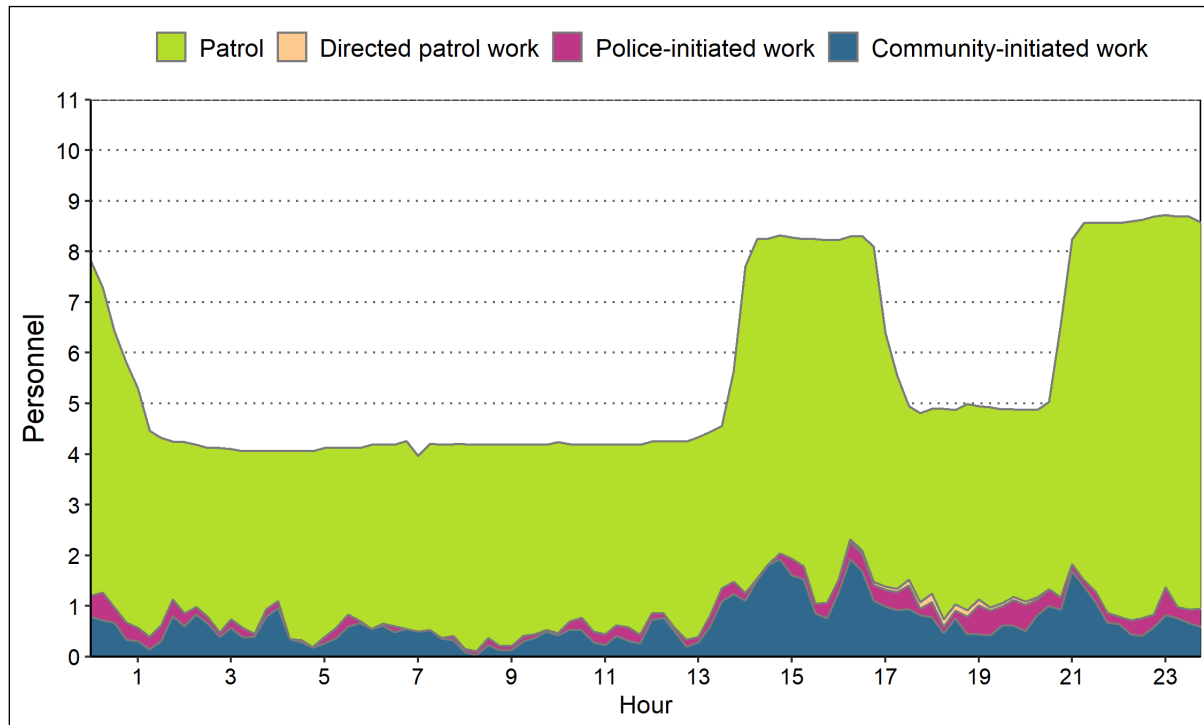
FIGURE 4-7: Percentage of Workload, Weekends, Winter 2019
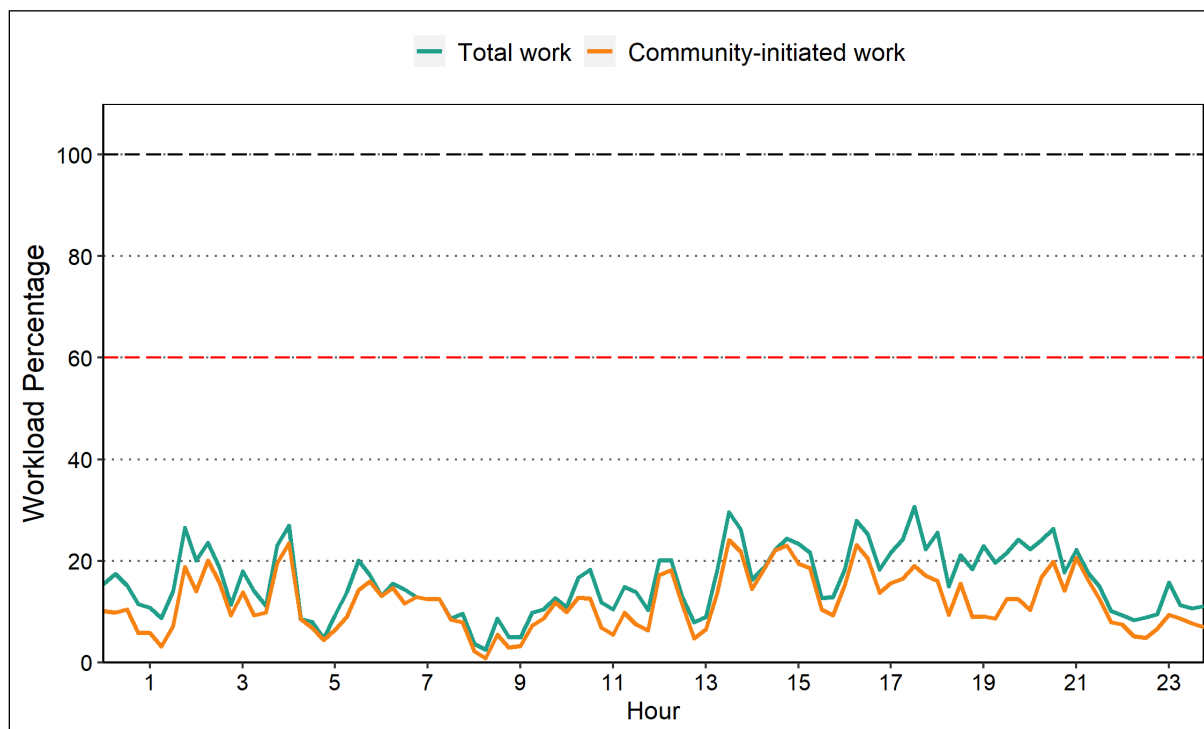
FIGURE 4-8: Deployment and All Workload, Weekdays, Summer 2019
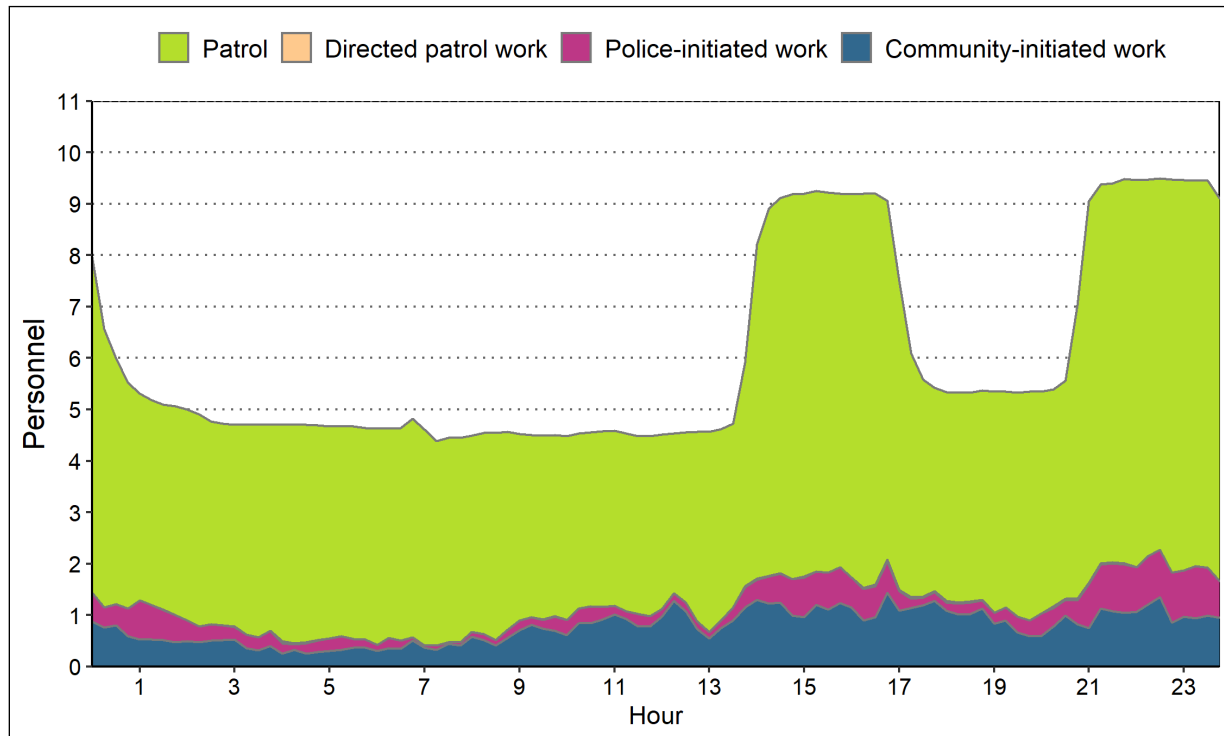
FIGURE 4-9: Percentage of Workload, Weekdays, Summer 2019
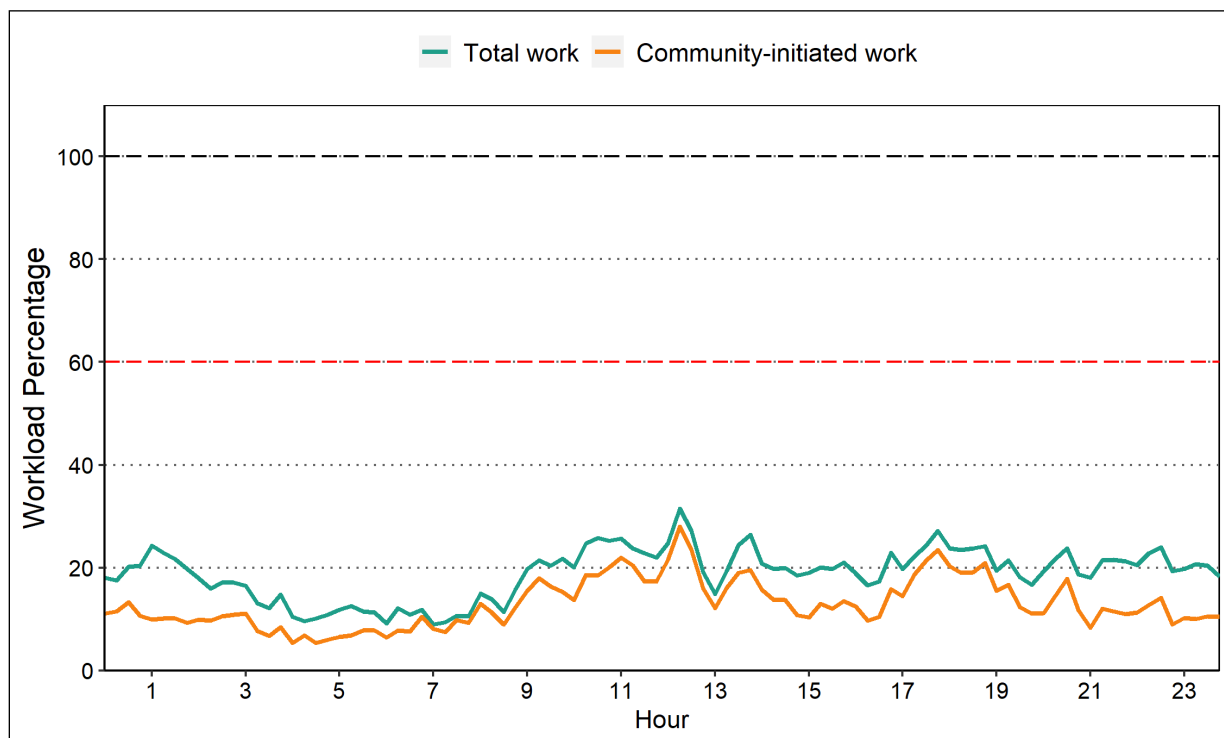
FIGURE 4-10: Deployment and All Workload, Weekends, Summer 2019
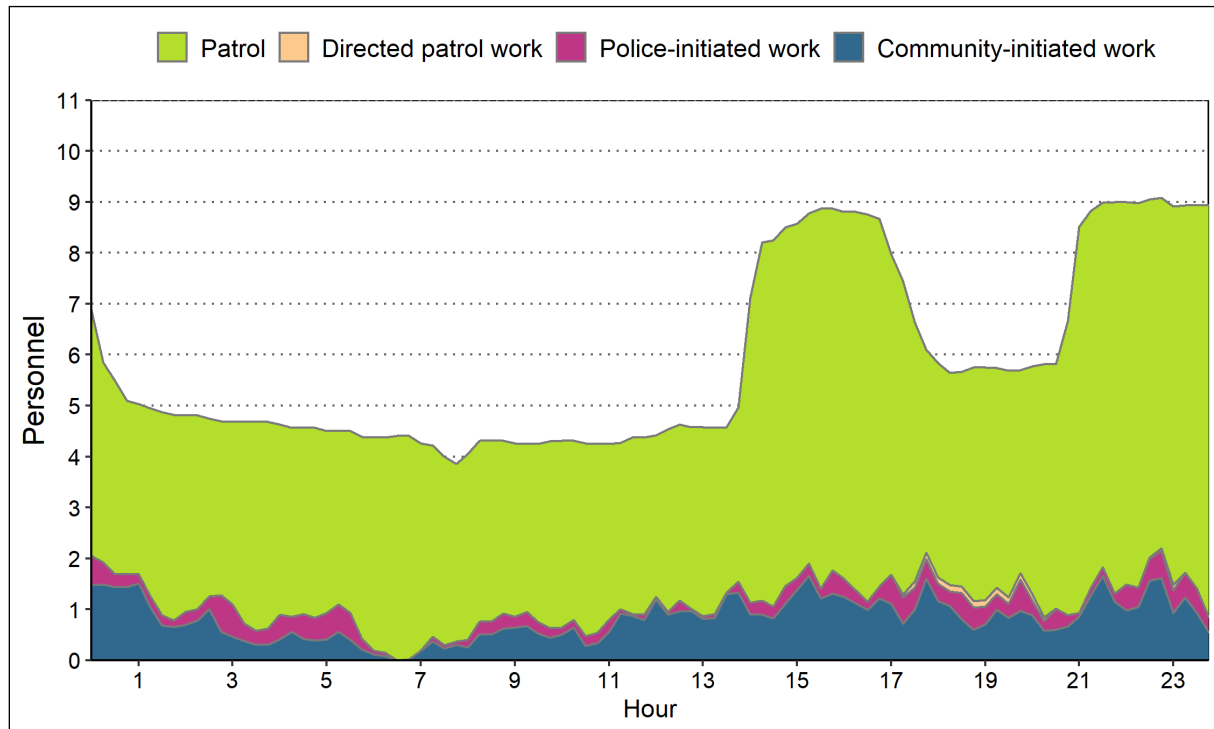
FIGURE 4-11: Percentage of Workload, Weekends, Summer 2019
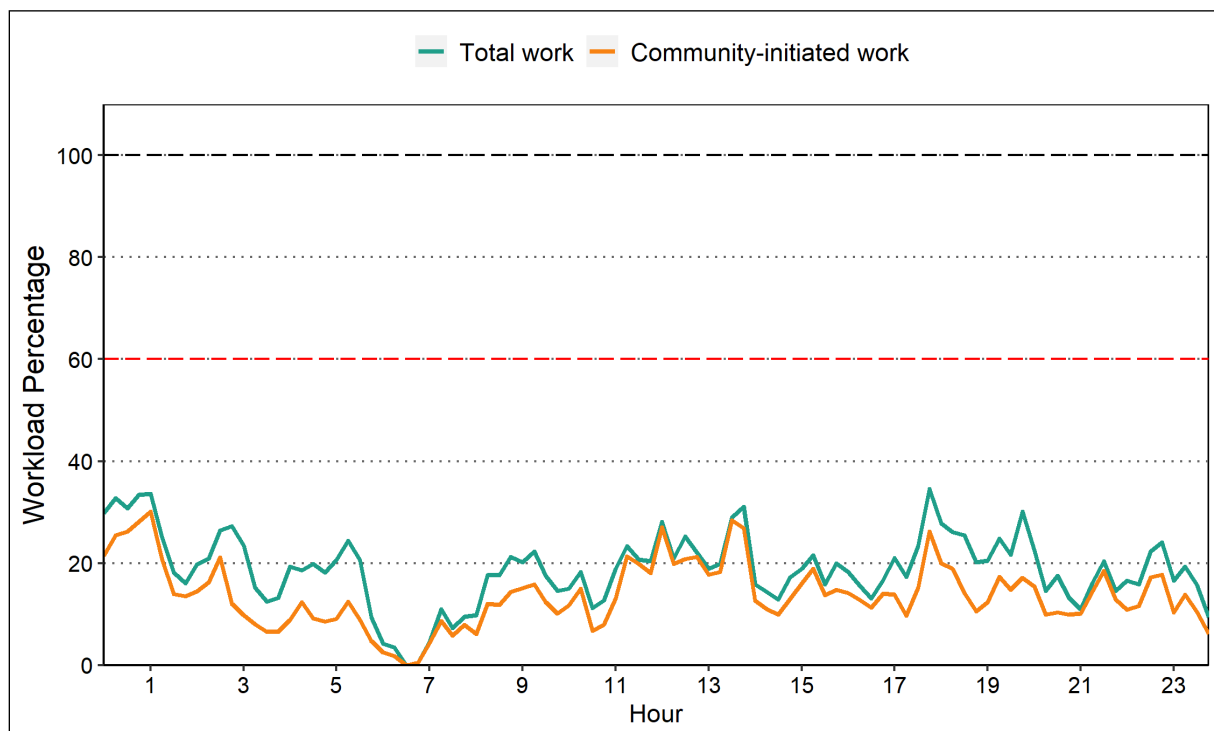
Patrol Workload Demand Summary

We have discussed workload to this point. It is evident that while present workload falls below standards established in the "Rule of 60" discussion, there are operational issues related to supervision, available deployment, and productivity. We will address these individually.

Supervision

Anecdotal reports suggest that patrol sergeants generally have sufficient time to supervise patrol officers, and are not overly burdened with administrative work. It is common for field sergeants in other agencies that CPSM studies to spend at least 40 percent of their time on administrative duties. This is not the case at DPD; the only impediment to sufficient supervisory time occurs when staffing levels are so low that sergeants must handle field calls. Given the overall workload demands, this still affords sergeants time to supervise officers.

Another common challenge for patrol sergeants is addressing the time that patrol officers spend in the station entering data from reports and forms, writing reports on desktop computers, making phone calls, and other duties. This time is normally captured in CAD under noncall activities as "Administrative." While these are necessary duties, it is our experience that officers tend to linger around the station rather than return to the field after such duties have been completed. Since DPD does not record out-of-service time on CAD, this function could not be measured and evaluated.

Available Deployment

Current patrol deployment calls for staffing each of the three sectors with a minimum of one officer plus a rover on shifts one and two. Shift three can operate with a minimum of three officers. All shifts include a supervisor, be it a sergeant or captain. To meet this demand with the current full time operational staff of 15 officers requires constant hold-overs of working shifts or early call-ins of oncoming shift officers. A part-time retired officer works Monday, Wednesday, and Friday to augment staffing. The recently hired eight trainees and lateral transfer officers will be fully functional in phases over the next 12 months or more; meanwhile, overtime will be required to meet minimum staffing needs.

Productivity

As stated earlier, workload averages in all four periods we evaluated (summer and winter, weekdays and weekends) fell below the saturation index of 60 percent, placing the DPD workload average below the "Rule of 60" standards, and lower than most agencies CPSM has studied. This points to relatively low productivity by patrol outside of handling assigned calls for service.

Based upon data provided by the department for the one-year period of January 1, 2019, through December 31, 2019, 19 officers responded to 9,798 calls for service from the public and conducted 6,292 self-initiated activities.

If one assumes every activity was handled equally and each patrol officer worked the equivalent of 184 shifts per year (assumes six weeks leave average), each of the 19 patrol officers served as the primary handling unit on about 2.8 calls for service from the public per shift and conducted 1.8 self-initiated activities per shift.

These numbers are skewed on the high side, as not all activities were handled by patrol officers alone, but the numbers provide a point of reference as to activity level. For instance, patrol sergeants sometimes handle limited calls for service and engage in enforcement activities. The K9 officer may handle calls for service, as may the SRO occasionally, though he would not

normally engage in arrests or issue traffic citations. It is helpful to assess out-of-service/noncall activities to determine if they consume a larger portion of officers' time than self-initiated activities; however, as previously mentioned, this factor is not captured at present by the CAD system and thus cannot be evaluated at this time.

It was also brought to CPSM's attention that officers engage in work-related duties that are not captured on CAD and therefore, not included in our analysis. For example, officers sometimes have a transportation duty to Lexington, multiple officers may assist on a traffic collision on a major highway, others may help with a crime scene search for a suspect, or similar activities. Officers do not always announce their case-related time to the dispatcher, who therefore cannot enter it in CAD. It is impossible to determine how much time this account for.

Another indicator of productivity is the rate of arrests officer make. CPSM queried as to the number of adult and juvenile arrests in 2019 and learned that there were a total of 1,004 arrests, consisting of six juveniles and 998 adults. If one divides 1,004 by 19, the average number of officers deployed in 2019, and divides that result by the number of shifts worked, 184, the average officer arrested 0.28 persons a day, or one for every 3.48 shifts worked. It is understood that some officers are more active than others, and their individual data will vary from the averages, up or down. Overall, the workload productivity is low.

Technology

Police officers wear body-worn cameras and police cars are equipped with mobile data terminals (MDTs) and dashcams. The MDTs are computers that enable officers to access police databases and write police reports. Officers use a docking station at the DPD to upload body-worn camera videos to a server. Supervisors and detectives can view the videos, but only the Assistant Chief and detective supervisor can retrieve the body-worn camera videos and dashcam videos for copying. The police car videos are automatically uploaded to a server when the officer drives near the police station. These technologies are modern and minimally impact police officers' time.

MENTAL HEALTH CALLS

Response to mental health crises is increasingly challenging for police officers. The media have publicized accounts of police using deadly force against people with mental illness, often implying that officers did not use de-escalation techniques or alternative tactics. Some critics advocate that civilian social or psychiatric workers respond to mental illness-related calls instead of police, similar to a program in Eugene, Ore. Overall, the issue highlights the importance of ongoing training for police officers on how to respond appropriately to calls involving people with a possible mental health problem.

When Danville officers encounter a person who may be undergoing a mental health crisis and who appears to be a danger to him or herself, or to others, or is gravely disabled in some way, under Kentucky law the officer may take the person into protective custody for a 72-hour psychiatric evaluation. After taking a person into custody under these circumstances, the officer must then obtain a warrant from a judge who approves the medical detention order. If approved, the officer drives the detainee to Eastern State Hospital in Lexington, a psychiatric facility, for the evaluation. Danville also has a mental health counseling center two blocks from the police department.

While homelessness has a limited presence in Danville, problems associated with homelessness and mental illness are manifested in many ways, from increased thefts of shopping carts to

complaints from business owners of homeless people sleeping or defecating on business properties.

In its CAD system, Danville does not have a call type reserved for mental health-related calls unless it involves a "paper" pick up, that is, the judge-approved 72-hour psychiatric detention order. If a call comes in of a mentally ill person engaged in disruptive or dangerous behavior, the call is dispatched as a disturbance or a suspicious person, with a description of the action. Currently, there is no way to retrieve mental health-related calls, with the exception of the court-ordered commitments.

Tracking and analyzing mental health-related calls is critically important. Most police departments that CPSM has studied do so.

CPSM recommends that the department create a call type for mental health-related calls. If a call disposition is a different classification but involved a party with mental illness, officers could clear the call with the designation "MH" following the call type. This would enable retrieval from the CAD of all mental health-related calls, not just those with a primary mental health classification, but other associated call types involving parties with mental health issues.

This change would benefit the department. Dispatchers could broadcast mental health-related calls with greater precision so as to provide enhanced officer safety. If an officer previously encountered a person with mental health issues at the same location as a subsequent call, dispatchers should share the information with responding officers. Furthermore, tracking of mental-health related calls is a valuable source of data that the department should use both in its training and strategic planning, especially involving the South sector's chronic problem locations. The data is also of value to the city and community to track mental health crises needs and trends.

Recommendations:

- Create a mental health-related call type and a designation for other calls that involve parties with mental health-related issues. (Recommendation No. 3.)

- Use mental health data to assess organizational and community needs. (Recommendation No. 4.)

ASSIGNMENT LONGEVITY POLICY

Opportunities for patrol officers to work other assignments at Danville are limited. Downtown bike patrol is available seasonally through sign-up, but assignments to detective, school resource officer, and K9 officer positions are rarely available. The latter assignment, the K9, necessarily requires a longer commitment due to the extensive training required for the handler and canine. Special assignments in other agencies often last just three to four years, with an option for the Chief of Police to extend the assignment. Detectives returning to patrol offer tremendous experience to share and guide officers in investigative cases. The same is true of the SRO, whose insight into school and community is invaluable.

CPSM recommends that the department consider creating a longevity policy for special assignments in order to create more opportunities for varied assignments for patrol officers.

Recommendation:

- Create a special assignment longevity policy to ensure greater opportunities for varied assignments for police officers and sergeants. (Recommendation No. 5.)

POLICE TRAINING OFFICER PROGRAM (PTO)

The Police Training Officer (PTO) program is one of the most important functions in any police department. It is also referred to as the Field Training Officer (FTO) program. Experienced officers are selected as police training officers (PTOs) to train police academy graduates over a three to four-month program. The PTOs serve as role models for new recruits and shape their behavior and understanding of the DPD's vision, philosophy, and operational processes.

A sergeant oversees the PTO program and reports directly to the Assistant Chief. DPD does not have a formal application process for officers interested in becoming PTOs to apply for the position, or for the sergeant to lead the PTO program. Instead, the PTO sergeant identifies officers that other supervisors and PTOs deem qualified and invites them to participate as trainers. If the officer is interested, the Assistant Chief, a captain, and the PTO sergeant interview the officer to determine suitability. If the supervisors agree, the officer becomes a PTO.

Policy Chapter 32, Promotion Process, I. Policy, states: This policy is to establish procedures and guidelines for the promotion or transfer of qualified personnel within the Danville Police Department. What follows in the four-page policy is a description of the promotion process to a higher rank; there is no process described for transfer to a special assignment.

CPSM recommends that the department create a policy describing a formal process for PTO and PTO sergeant selection. CPSM examined a 1-page memo titled Field Training Officer, dated April 9, 2020. It described the FTO job summary, minimum qualifications, and essential duties and responsibilities. It did not include the FTO selection process. Reliance on subjective assessments of officers' suitability as trainers may result in viable trainers being overlooked and create an impression of partiality. A more equitable approach might be to announce opportunities to become a Police Training Officer and encourage officers to submit memos of interest. A formal selection process could follow, as determined by the department, and final approval could lie with the Chief of Police.

Until recently, five PTOs served as trainers. Two have left the department, leaving just three active PTOs. PTOs are certified instructors and attend a POST-certified FTO school, crisis intervention training, and undergo FTO update training every three years. There is no requirement that PTOs be on a certain shift; consequently, some PTOs could work the same shifts. CPSM learned that PTOs do not receive incentive pay or other compensation for their work as trainers. Though such compensation is not the focus of CPSM studies, the department may want to consider such an option.

Danville does something unique and beneficial in its PTO program compared to other agencies. At least two months before a recruit is scheduled to begin the police academy, he or she is assigned to the DPD for orientation, consisting largely of riding with an officer, and even driving the patrol car to become familiar with the city and police operations. After two to three months, the trainee begins the 20-week long Department of Criminal Justice Training Law Enforcement Basic Training Academy (DOCJT) in Richmond.

Upon graduation from the DOCJT, trainees are assigned for 10 weeks with three PTOs on a rotational basis for training, observation, and weekly performance tracking. CPSM examined the

comprehensive PTO training manual as well as weekly PTO performance assessments that both the trainee and PTO complete. The trainee is asked to do a weekly self-critique as well as a critique of his/her PTO. The PTO manual, and the PTO's weekly checklist and documentation appeared to be consistent with best police academy standards.

CPSM reviewed the Training Policy, Chapter 39, Field Training and Apprentice (FTA) Program, consisting of a paragraph directing that all recruit officers will participate in and complete a 160-hour Field Training and Apprentice program and one-on-one training with a certified field training officer.

The PTO program sergeant's responsibilities include the following:

- Assign trainees to PTOs.

- Conduct PTO meetings.

- Maintain and ensure PTO/trainee performance evaluations are completed.

- Maintain, update, and issue the Field Training Manual to trainees.

- Monitor PTO performance.

- Monitor overall PTO program.

- Maintain liaison with academy staff on recruit performance during academy training.

- Develop ongoing training for PTOs.

Since 2017, the DPD hired 35 trainees and put them through the PTO program. However, the exodus of officers to other agencies has had a staggering impact. In the past two years, 10 officers left the department, 9 for higher paid positions in other agencies. This is discussed in detail under *Personnel*. The result has been an inexperienced patrol force with fewer officers qualified to serve as PTOs. The department has had to use younger-tenured PTOs with limited time on the job. There is no question that experienced officers are more qualified to provide guidance that most benefits new officers.

The following table shows that from 2017 to 2019, of the 35 trainees who began PTO training, an overall average of 83 percent completed the PTO program. While it is common for some trainees to fail or drop out, the 17 percent dropout rate represents a lost financial investment for the city, underscoring the importance of a thorough pre-employment investigation and a fair, yet comprehensive PTO program. Sometimes even the most careful pre-employment screening of a police recruit does not guarantee success at the academy and the PTO program.

TABLE 4-8: Police Trainee Success Rate, 2017–2019

Trainee Success Rate	2017	2018	2019
Completed PTO program	8	12	15
Failed PTO program	2	2	3
Success rate	80%	86%	83%

CPSM suggests that PTOs who have worked detectives have a broader understanding of investigations and the precision needed to ensure successful prosecutions. CPSM recommended earlier that the department create a rotational assignment for patrol officers to work in

detectives, starting with PTOs. The value of working with detectives, even briefly, will enhance PTOs' knowledge and skills.

Currently, the Assistant Chief is the direct report for the PTO program sergeant. Since the PTO sergeant rotates his schedule continuously and the Assistant Chief's schedule is fixed, this arrangement guarantees an opportunity for the PTO sergeant and the Assistant Chief to interact at least once or more weekly. CPSM suggests that the department consider assigning responsibility for the PTO program to a captain, who could still ultimately report to the Assistant Chief. This move aligns with succession planning and employee development for mid-management. A captain would be positioned to observe other PTOs and their trainees as they transfer to various shifts. Since DPD is small, staff can easily communicate with one another, even off duty.

Recommendations:

■ Create a policy for selection of PTO program sergeant and for PTO trainers. (Recommendation No. 6.)

■ Consider transferring oversight of the PTO program to a captain, under the auspices of the Assistant Chief. (Recommendation No. 7.)

CANINE UNIT (K9)

One police officer is assigned as the K9 handler. The K9 officer works the second shift from 2:00 p.m. to midnight. The on-duty second shift sergeant supervises the K9 officer on a day-to-day basis, resulting in a constant change of supervision. The K9 officer reports directly to the Assistant Chief, who commands the K9 Unit. Before the departure of the Major last year, he supervised the K9 Unit.

The K9, trained in drug detection and tracking, is available at no cost to neighboring agencies. Since changes in search and seizure law which now impose more restrictions on K9 searches, the DPD K9 primarily does narcotics detection and tracks missing persons believed to be at risk of foul play. Formerly, K9 officers in many departments would be held in "reserve" to respond to calls requiring a K9 or to provide back-up support, which limited their availability. They rarely handled calls for service, wrote few crimes reports or citations, and rarely made arrests.

At Danville, the K9 officer handles patrol calls almost as readily as his peer officers. This is an appropriate use of the K9 to the extent possible, given the relatively low requests for deployment.

Policy Chapter 5, Investigations Manual, Canine, describes the management of the K9 program, including selection of the K9 handler, training, appropriate deployment, and reporting procedures. CPSM reviewed the 10-page policy and found it to be comprehensive. The K9 officer is allotted 16 hours of overtime per month for training and K9 maintenance.

The K9 Unit uses PackTrack software to record deployments, training, bites, and all activities associated with operations. The previous K9 handler left DPD several months prior to CPSM's study, and the new K9 handler has only been in his position for two months. CPSM requested deployment and activity logs for 2019, but learned that the records were unavailable. The only records CPSM was able to view from PackTrack were training logs from November 2019 through February 2021. Once the new K9 officer is familiar with PackTrack he should include a monthly recap of K9 deployments and outcomes. This data is helpful in assessing productivity.

Canine programs are costly and time-consuming in the time needed for K9 training and maintenance. CPSM recommends that henceforth, the department examine the monthly K9 deployments to assess if the K9 program is cost-effective for the services it delivers.

Recommendations:

- Ensure that monthly K9 reports include the number and type of deployments, including outcomes. (Recommendation No.8.)

- Evaluate the monthly deployments of the K9 program to determine if it is cost-effective. (Recommendation No. 9.)

PATROL SUMMARY

At the time of the CPSM visit, staffing shortages were having a significant impact on patrol, one of two critical issues that patrol has faced for several years. Supervisors constantly fill vacancies to meet minimum staffing levels by calling on-coming shift officers in early or holding on-duty officers over until relief shifts begin.

The department's minimum staffing levels consist of a sergeant or captain, four officers on shifts one and two, and three on shift three. As previously noted, the discretion for establishing minimum staffing should remain with the Chief. Minimum standards are just that, minimums, not optimal. Minimums simply establish a reasonable number of personnel available to generally ensure citizen and officer safety and the ability to respond to emergency calls for service in a timely manner. Minimum staffing numbers do not allow for proactive policing, problem solving, and timely response to non-emergency calls.

The issue to be resolved regarding sufficient staffing levels starts with the current minimum staffing levels. As mentioned earlier, if all authorized patrol positions were filled and all officers reported for duty, staffing would be sufficient for every shift, seven days a week; however, this does not provide for the yearly six weeks average leave time officers take for sick time, vacation, training, Family Medical Leave Act, or other leaves. To avoid a constant overtime cost for back filling vacancies created by these leaves, four more officer positions would be needed—two on shift one and two on shift two. This would allow the flexibility needed for an officer to take time off without the department incurring overtime to backfill the officer's absence. Shift three already has a sufficient cushion and can operate at the minimum staffing with one officer taking time off. Without the addition of the four positions, patrol backfill overtime will be constant, even at full authorized strength.

The question becomes whether the cost of adding four more positions is justified and if it would result in greater productivity. Our data analysis shows low workload productivity for the four-month periods studied in winter and summer 2019. Some staff explained this as being due to fatigue from working excessive overtime; other staff described the organizational culture as reactive instead of proactive. Still another observed that the time officers spend assisting and transporting was not captured in CAD as officers sometimes do not announce their activities to dispatchers, resulting in a skewed workload picture. CPSM examined arrest and traffic citation rates, a good indicator of proactivity, and found them to be much lower than the norm given the crime and traffic collision rates in Danville. The choice to add four additional officers or to continue paying constant overtime with full authorized strength whenever officers take time off is a policy decision for the City of Danville.

CPSM sought payroll overtime costs for patrol backfilling and learned that while a total patrol overtime cost was available, a breakdown of overtime types was not automated. To retrieve specific patrol staffing overtime costs would have involved a hand search of every payroll paper record for patrol officers by month to learn how much overtime was paid for backfill staffing vacancies; therefore, CPSM did not pursue the search.

The second significant issue for patrol is low officer productivity in preventing and reducing crime through enforcement. Under *High Volume Crime Calls*, CPSM addressed the need to develop a strategic plan to reduce chronic problems at high volume crime and noncrime call locations. This should involve working with stakeholders to identify the sources of the problem and use available resources to abate the conditions. The plan should be specific and hold all patrol staff accountable for measurable outcomes. A bike patrol, normally deployed downtown, may also be appropriate in high crime locations. Under *Traffic*, CPSM also identifies the need for a traffic enforcement strategy that includes education, enforcement, and engineering as its underpinnings, with the goal of reducing traffic collisions and DUIs and increasing public safety.

CPSM previously mentioned the value of tracking out-of-service time for officers; the lack of this data impeded CPSM's ability to evaluate how out-of-service time is spent. Officers should announce the reason for being out of service to dispatchers so that information can be captured in the CAD system. This will enable supervisors to examine how the time is spent and to ensure that it is appropriate.

Patrol officers would also benefit from opportunities to work other assignments more frequently. The more varied assignments that officers work, the broader grasp of operations and administration they will have. Though not mentioned earlier, the creation of an administrative sergeant position offers yet another chance for sergeants to prepare for even greater responsibilities.

Finally, it was evident that much of what the Danville Police Department does is excellent. The recommendations for this agency are fewer than most. The police department fosters good relations with the community and Patrol provides services not often available in other agencies, such as staffing two officers for funeral escorts at no charge and taking traffic collision reports on private property. The department also has an informal agreement with the Boyle County Sheriff and other local agencies to lend services and equipment such as the Firearms Training System (FATS) at no cost. At some point it may be prudent to reexamine these practices if cost becomes a burden.

Recommendations:

- Identify reasons for lack of proactivity by officers and take steps to build it into Danville's organizational culture. (Recommendation No. 10.)

- Develop a strategic plan to mitigate criminal and noncriminal chronic problems in areas with a high volume of calls for services and hold supervisors and officers accountable for outcomes. (Recommendation No. 11.)

TRAFFIC

Traffic safety and the efficient flow of traffic are always important factors for any community, DPD Policy 24, Traffic Enforcement, Operations Manual, Traffic Enforcement, describes the procedures for traffic enforcement, preventive patrol, proactive enforcement, and relationships with motorists, pedestrians, and the courts. The policy even describes tactics for normal risk and

high-risk traffic stops. It explicitly states that the emphasis of an officer's traffic enforcement is placed on violations that contribute to accidents and that prevent hazards to vehicular and pedestrian traffic. Traffic control is important to the public as a quality-of-life issue. Traffic-related complaints such as speeding and running stop signs or red lights are often the most common concerns residents and business owners voice to the DPD.

The DPD does not have a dedicated Traffic Unit. Officers are expected to engage in proactive traffic enforcement. Supervisors direct patrol officers to enforce traffic violations in response to the public's complaints and to locations where traffic violations and collisions are frequent. All patrol cars except one driven by a captain are equipped with radar; officers are trained in the use of radar. In addition to traffic enforcement, officers handle traffic collisions, both injury and non-injury, including those on large commercial private parking lots, parking enforcement, and towing of abandoned autos.

Detectives handle investigations of major injury or fatality traffic collisions. If the investigation is too complex, detectives call in Kentucky State Police to assist or take the lead.

Prior to the site visit in April 2021, CPSM received data on traffic citations issued from 2017 to 2019; however, upon arrival, CPSM learned that the data included all citations, such as traffic, criminal, juvenile, and warrants. Subsequently, CPSM received updated traffic citation data from the Chief's office for 2019 and 2020.

The following table shows the total number of traffic citations issued by 19 patrol officers. In 2019, officers wrote 133 citations. This averages to seven citations per officer, or one citation every 26 patrol shifts, which is a span of approximately six weeks. In 2020, officers wrote 163 citations, an increase of 22 percent. Thus, the average number of citations per officer was 8.5, or one cite every 22 shifts, or a span of 5.5 weeks.

These numbers are based on total citation output divided by the average number of officers (19) and their working days, 184. The calculation errs on the high side, as any citations issued by other than patrol officers (patrol sergeants, SRO, detectives) are included in the calculations credited to patrol. In 2020, the nation suffered through the impacts of the COVID-19 lockdown, resulting in dramatic changes in the public's accessibility to schools, entertainment, and businesses. The restrictions affected policing services in many parts of the country. Nevertheless, traffic citations issued in Danville rose in 2020 from the previous year. Still, one citation written every five to six weeks per officer is not enough to dissuade traffic violators or to act as a deterrent to reduce collisions.

TABLE 4-9: Traffic Citations Issued in Danville, 2019–2020

Year	Total Traffic Infractions	Change	Average No. of Shifts Worked per Citation
2019	133		26
2020	163	22.5%	22
Total	296	-	-

Source: Danville Police Department

The data in the table includes traffic citations only. Citations were also issued for nontraffic criminal incidents such as shoplifting, vandalism, petty theft, and other minor crimes. Citations issued for nontraffic criminal incidents are not accounted for in the above table.

There is no industry standard for the number of citations expected of a patrol officer, and establishing quotas is both undesirable and unlawful. As part of the overall work effort, agencies can demand that sufficient effort be directed to those areas of greatest concern to the community. Measuring performance relative to traffic enforcement, both individually and collectively, is appropriate when used as part of a broader measure of overall performance. The average number of citations per officer of one every 5 to 6 weeks reflects a lack of priority on the part of at least some officers, if not the department, to traffic enforcement efforts. Staffing shortages and the constant demand to work overtime described in the *Rule of 60* discussion may also be a factor.

There are many considerations that go into the level of commitment given to traffic enforcement at a police agency. Included are the department's performance expectations and the level of demand for other services such as crime and community disorder. The commitment to traffic enforcement appears to be lacking and steps need to be taken to address this important issue. Prior to and during the site visit CPSM heard repeatedly from various staff that one of the most common community complaints to police is about traffic issues, such as speeding.

The following figure 4-12 displays a heat map with the locations of 633 traffic stops that officers made. Most of the top 10 locations for traffic stops were in the vicinity of Danville Bypass and SR 127, followed by the downtown area. The red spots indicate a concentration of stops in multiples of ten. Officers make traffic stops for traffic violations and criminal activity, and sometimes use pretext stops to do so. This means that officers will stop a car for a legitimate vehicle or moving violation to pursue an officer's underlying suspicion of criminal activity, such as drug possession or possession of stolen property. If that were true in Danville, the number of arrests discussed in the Patrol section should be higher. Of the 633 stops, officers issued 133 citations, which is about 21 percent of the time. The low number of citations issued compared to total traffic stops indicates that officers are far more likely to give warnings than issue citations.

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FIGURE 4-12: Traffic Stops, 2019

TRAFFIC STOPS
Red > 40 runs

Runs	Location	Place
95	100 WALTON AV	WALMART
73	465 DENMARK DR	FIVE STAR
69	225 S DANVILLE BYP	STUART POWELL FORD
48	1560 HUSTONVILLE RD	DANVILLE MANOR SHOPPING
46	200 SKYWATCH DR	KROGER
34	2900 DANVILLE BYPASS	TJ MAXX
33	1637 PERRYVILLE RD	BOYLE COUNTY HIGH SCHOOL
32	445 W MAIN ST	DANVILLE CITY HALL
31	208 JANE TR	MCDONALDS
28	1860 S DANVILLE BYP	BOYLE CO. DETENTION CENTER
28	1050 HUSTONVILLE RD	DANVILLE MARATHON
27	472 W MAIN ST	SPEEDWAY
26	911 HUSTONVILLE RD	ADVANCED AUTO PARTS
24	2150 U S 127 SOUTH	CHEDDAR'S
20	975 HUSTONVILLE RD	ADVANCED AUTO PARTS
19	3795 S DANVILLE BYP	CATTLEMAN'S STEAK HOUSE
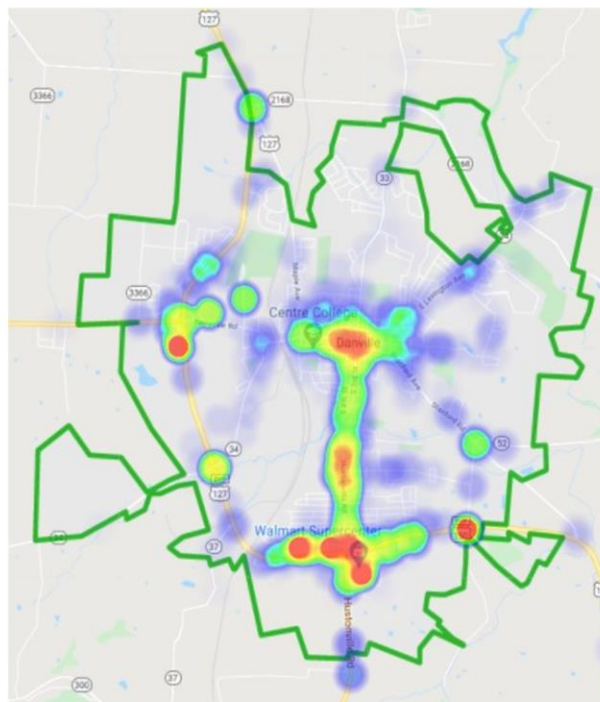
The next figure is a heat map showing the greatest concentration of traffic collisions; the red spots reflect collisions in multiples of 10. The two areas where collisions occurred most often were in the South sector near Danville Bypass and SR 127, and in the downtown district on Main St. If one superimposes the traffic stops map, Figure 4-12, over the traffic collision map, Figure 4-13, the traffic stops somewhat mirror the collision locations. Thus officers are making traffic stops in the high collision areas, but the lack of enforcement has not resulted in a significant reduction in collisions.

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FIGURE 4-13: Traffic Collisions 2019

ACCIDENTS

Red > 20 runs

Runs	Location	Place
70	100 WALTON AV	WALMART
30	200 SKYWATCH DR	KROGER
24	2900 DANVILLE BYPASS	LIQUOR BARN
22	1560 HUSTONVILLE RD	FAZOLIS
20	217 S 3RD ST	EPHRAIM MCDOWELL REG MED CTR
16	465 DENMARK DR	FIVE STAR
15	445 W MAIN ST	DANVILLE POLICE DEPARTMENT
12	1428 HUSTONVILLE RD	TACO BELL
11	51 CASSADY AV	LOWES
10	1714 PERRYVILLE RD	FARMERS NATIONAL BANK
9	208 JANE TR	MCDONALDS
9	330 S 4TH ST	ADVOCATE MESSENGER
9	2150 U S 127 SOUTH	CHEDDAR'S
9	321 W MAIN ST	BOYLE COUNTY COURTHOUSE
8	909 HUSTONVILLE RD	ALDI'S
8	472 W MAIN ST	SPEEDWAY
7	100 GARLAND DR	FARMERS NATIONAL BANK
7	101 BAUGHMAN AV	SONIC DRIVE IN
7	115 THOROUGHBRED DR	MCDONALDS
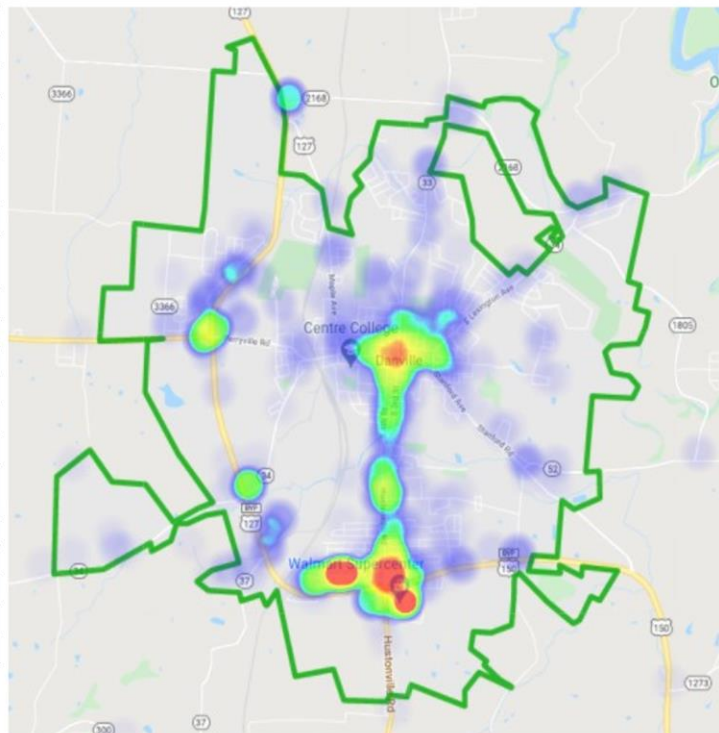
Table 4-10 shows a decrease in DUI enforcement from 118 arrests in 2017 to 78 arrests in 2019, a 34 percent decrease. Table 4-11 summarizes all traffic collisions and DUI causation factors for 2017 through 2019. All collisions, except fatal collisions, decreased by 1.5 percent. Non-injury collisions during the same time decreased 1 percent, and injury collisions decreased by 10 percent. DUI collisions decreased from 23 in 2017 to 21 in 2019, a 9 percent decrease. These are slight variations. Data in Table 4-12 shows that more collisions occurred on Fridays, averaging 172 a year. Thursdays were the next highest with a yearly average of 150 collisions a year.

This data highlights the need for dedicated traffic enforcement on Thursdays and Fridays and greater DUI enforcement. Danville has experienced six traffic-related fatalities in traffic collisions during this three-year period. It is likely that collisions would be reduced with greater enforcement.

TABLE 4-10: DUI Arrests, 2017–2019

	DUI Arrests	Change
2017	118	
2018	86	-27%
2019	78	-9%

TABLE 4-11: Traffic and DUI/Impaired Driving Accidents in Danville, 2017–2019

	Total Collisions	Non-Injury Collision	Injury Collision	Fatal Collision	DUI as PCF*
2017	930	839	91	3	23
2018	914	828	86	0	27
2019	916	831	82	3	21
Total	2,760	2,498	259	6	71

Source: Danville Police Department. *Primary Collision Factor (PCF).

TABLE 4-12: All Collisions by Day of the Week, 2017–2019

Year	Total	Weekday	Weekend	Sun.	Mon.	Tues.	Weds.	Thurs.	Fri.	Sat.
2017	930	742	188	85	122	137	158	153	172	103
2018	914	721	193	90	134	143	123	143	180	103
2019	916	747	169	70	146	146	135	156	164	99

Traffic Grants

Each year Danville applies for and receives federal grants for traffic enforcement through the Office of Traffic Safety (OTS). The grants may be used for DUI checkpoints, seat belt enforcement, distracted driving, and other violations commonly associated with collisions. The department never uses all of its grant funding. According to staff, officers do not sign up for overtime because of fatigue or lack of interest. Over the past several years Danville has not used all of the grant money it receives each year for traffic enforcement.

In general, traffic safety is improved by the rigorous application of what is referred to as the three "E's": engineering, education, and enforcement. The concentration of traffic accidents lends itself to examining opportunities to apply the three "E's" in addressing these locations. To its credit, the department has previously worked with state and city engineers to correct signage in an effort to mitigate to traffic collisions.

Danville has an opportunity to improve its traffic enforcement by adopting a performance management approach, that is, using traffic data to drive deployment and enforcement decisions. This approach should be the focus of patrol and should include an effort to reduce the small, but significant number of traffic fatalities and DUI. The traffic grant will support overtime to address DUI, distracted driving, and driver checkpoints. Adopting a strategic approach to traffic safety and engaging the entire department in this effort will intensify the current approach and make the overall traffic safety plan of the DPD more effective. The Assistant Chief should be in charge of this plan, with captains and sergeants responsible for its implementation.

Recommendation:

- Develop a performance management approach to traffic safety by engaging Patrol to work on an overall enforcement plan to reduce DUIs and traffic collisions.

INVESTIGATIONS

Detectives and Property and Evidence fall under Investigations. The Assistant Chief is the direct report for both sections.

Detectives

Detectives are responsible for follow-up of patrol preliminary investigations, primarily felony crimes, handling missing persons, collection of physical evidence at crime scenes, responding after hours to major crimes, collateral duties, and maintenance of property and evidence.

Staffing

Three detectives and a major comprise the detective section authorized staffing. However, the major position is vacant so the Assistant Chief commands detectives. Two years ago, a detective was promoted to major, a command level position above captain and below Assistant Chief. However, that major left the department and his position has remained vacant. A detective is acting supervisor and reports directly to the Assistant Chief. There is no civilian support staff.

The three detectives serve as generalists, handling all crimes, including homicides and fatality traffic investigations. Though each detective may be assigned any crime to investigate, one detective specializes in family and sex crimes while another detective focuses on narcotics offenses. All three detectives work 8-hour days, Monday through Friday.

At the time of CPSM's site visit the department was considering appointment of a captain to supervise detectives. This is an appropriate move and CPSM strongly supports the appointment of a detective supervisor to relieve the detective acting supervisor. The Assistant Chief has necessarily taken on the role of commanding detectives, but this is a role that should be delegated to a mid-manager such as a captain or sergeant. Detective sections need close oversight and guidance in managing cases, search warrants, and investigative strategies. The following table reflects that only four staff are assigned to the entire division.

TABLE 4-13: Investigations Bureau Authorized Staffing

Position SWORN PERSONNEL	FY 2020-2021	Vacancies (4-21-21)
Major	1	1
Detectives	3	0
Sworn Total	**4**	**1**
CIVILIAN PERSONNEL	0	-
Civilian Total	**0**	
Total Authorized Personnel	**4**	**1**

Investigation personnel assignments are determined internally and are for an indefinite time. One detective has worked in the position for more than 10 years. No policy dictates a rotation

time in detectives. A recommendation of a longevity policy for special assignments is described under the *Patrol* section. While gaining detective expertise in a specialty is clearly valuable, opportunities to develop officers by offering predictable detective vacancies are as important. Detectives rotate on-call assignments nights and weekends in the event that a major crime occurs during non-business hours and their presence is needed.

Case Management

Case management is a significant factor a department uses in managing its investigative functions. CPSM examined the case management practices of Investigations and found it is an area of opportunity for the DPD.

Patrol officers are expected to handle preliminary investigations to completion when possible. Patrol officers write reports online on either their MDTs in their police cars or on a desktop computer in the police station. Written department policy establishes guidelines officers are expected to use to determine whether to suspend (close) the case or refer it to detectives for further investigation.

Policy Chapter 5, Investigations Manual, III. Procedure – Preliminary Investigations, F. Suspension of Case, reads as follows:

"A patrol officer making an initial report of a crime will indicate in the report whether or not the case should be suspended. The officer will notify the reporting party of his/her decision to suspend the case. The reviewing supervisor will endorse or deny this recommendation. Such a recommendation shall be based on the following … ." Twelve guidelines are listed, including consideration of solvability, physical evidence, and other screening factors. A subsequent paragraph in the policy dictates that detectives will follow up on all serious crimes such as homicides, rapes, commercial robberies, hostage situations, disasters, etc. This is appropriate protocol.

The officers' reports are sent online to a queue in KYOPS where either patrol sergeants or captains read the report and approve it. If corrections are needed, the officer will receive a computer message that the report needs corrections or additional work. Once the report is complete and the supervisor approves it, the report is entered into KYOPS. If the investigation is complete, a copy goes to detectives and to records to prepare the case for filing with either the Boyle County Attorney or the Commonwealth Attorney's Office for felonies.

When cases needing follow-up are sent to detectives, they retrieve the cases from the queue and choose which ones they want to work. Detectives may enter their follow-up work into KYOPS, which can involve scanning all documents, or choose to enter only their supplemental reports, and not include other documentation. This results in an inconsistency. When detectives complete an investigation, they keep the case on their desktop computer and make a hard copy for storage in a filing cabinet.

Patrol cases suspended or otherwise disposed through the screening process are not actively tracked by individual case or statistically evaluated. Detectives use other criteria to close their cases. Policy Chapter 5, Investigations Manual, Disposition of Cases, B, reads as follows:

"When the investigation is complete, the investigator shall close the case under (and include in the file a statement giving reason) one of the following labels:

- *Cleared.*

- *Exceptional Clearance.*

- *False Report.*

- *Suspended.*

- *Unfounded."*

This classification system may be appropriate internally, but its use is problematic for recording FBI clearance rates, which is discussed under the section that follows. Before detectives can close a case, a sergeant or captain must review their follow-up investigation and approve its closure under the appropriate label.

In January 2021, detectives began using Microsoft Teams software platform as a case management tool. CPSM examined a printout for cases assigned from January 1 to April 20, 2021. The spreadsheet, titled Case Inventory, is a log with the name of investigators, the date a case was assigned, the case number, case description, and status—either "Completed" or "Active." The case description list includes primarily criminal investigations, as well as background investigations and overdoses. The descriptions are text, not criminal codes. This serves as a useful guide for tracking the date and case type assigned to a detective. While it is a quick reference guide, its utility is limited in that it does not reflect the amount of time or activities associated with an investigation.

The department should consider creating a policy outlining department case closures for detectives with specific guidelines developed to identify the circumstances permitting a case to be closed. In addition, CPSM recommends that cases that are closed, inactivated, or otherwise disposed of through the screening process should be accounted for and statistically tracked. Both recommendations help ensure the integrity of police investigations and accountability to the department and the Danville community.

Workload
The following table is illustrative. CPSM reviewed 181 case dispositions for detectives' 2017 through 2019 caseload. One detective was assigned in late 2018 and had only three cases that year and 37 in 2019. The number of cases for a fourth detective who left DPD were unavailable. Nearly all cases were marked "Closed." Some cases had short notes with their cases, not all of which were clear as to their meaning. Each detective maintains their own list of cases and dispositions in different formats. either handwritten, an Excel spreadsheet, or a Word document. Use of these different methods reflects the need for a case management system.

TABLE 4-14: Detective Caseload, 2017–2019

Detective	2017	2018	2019	Backgrounds*
Dollins	23	23	20	13
Megilligan	-	3	37	-
Mullins	28	34	22	15

Note: *Backgrounds refer to DPD pre-employment investigations.

Nearly all cases handled by detectives were felonies; a few were missing persons. Aside from their assigned cases detectives also included investigative assists for other detectives or outside agencies. In 2019, of the 37 cases assigned to Det. Megilligan, 24 were drug cases, representing 65 percent of his total caseload. In addition to her caseload, as part of her collateral duties, Det. Dollins taught seven rape prevention classes, each involving four dates per class. Det. Mullins handled primarily sex and family crimes. Detectives Dollins and Mullins together handled a total

of 28 pre-employment investigations. These investigations should be delegated to other staff, which is a recommendation was made in the *Personnel* section.

When we examined workload per detective, we assumed six weeks of leave time per year, as was discussed in reporting on patrol. In the case of detectives, working a five-day work week equates to 230 shifts per year per detective, or 690 total shifts for the three detectives. If the 79 cases for 2019 as reflected in Table 4-13 were divided evenly between the three detectives, that would average 26 cases per detective, or 1 new case assigned every 8.7 working days.

There are no absolute standards to determine appropriate caseload for detectives. One murder investigation could occupy the time of several detectives for months, or one detective could handle hundreds of theft cases in a similar period. The International Association of Chiefs of Police suggests that a detective caseload between 120 and 180 cases per year (10 to 15 per month) is manageable. Other sources suggest that departments should staff one detective for every 300 UCR Part I Index Crimes recorded each year. FBI UCR records show that DPD recorded approximately 303 Part I crimes in 2019. DPD's caseload of 79 cases indicates a relatively low overall investigative percentage. According to both of these benchmarks and the data provided, it appears that the DPD has adequate resources to manage criminal investigations.

Any staffing decisions must also take into account that these numbers do not capture the entirety of an investigator's workload, nor does KYOPS and Microsoft Teams software. Neither system tracks the time investigators spend assisting other investigators, both internally and for other agencies, work hours associated with investigations, including the most time-consuming cases, crime scene evidence collection, interviews, obtaining and serving search warrants, court time, administrative duties such as instructing training classes, assisting in community events, and more. Many agencies do not task their detectives with as many collateral duties, especially evidence collection, which is time-consuming and usually delegated to a trained forensics team.

CPSM recommends that the department transition to a case management system so it can effectively track case flow and evaluate caseload. Information needs to be extracted and used as a tool for supervisors and managers to analyze. The lack of a quantitative and qualitative assessment process limits DPD management's ability to thoroughly evaluate the effectiveness of the department's investigative function and the success of its efforts to address crime in the community as a whole.

Clearance Rates
While preventing crime is crucial to law enforcement agencies, solving crimes is as important. Solving crime results in prosecution of offenders, which not only prevents future crime, it also provides much-needed closure to crime victims. Clearance rates, as defined and measured by the FBI Uniform Crime Reporting (UCR) program, offer a benchmark for a department's effectiveness in solving crimes.

The clearance rate is the relationship between reported crimes and persons arrested for those crimes. It is an important measure of the overall effectiveness of a police department and an important measure of the performance of an investigative unit in a police department. According to the FBI UCR program, a law enforcement agency reports that an offense is cleared by arrest or solved for crime-reporting purposes when three specific conditions have been met:

- At least one person has been arrested,

- The person has been charged with the commission of the offense, and

- The person has been turned over to the court for prosecution (whether following arrest, court summons, or police notice).

In its clearance calculations, the UCR program counts the number of offenses that are cleared, not the number of persons arrested. The arrest of one person may clear several crimes, and the arrest of many persons may clear only one offense. In addition, some clearances that an agency records in a particular calendar year, such as 2019, may pertain to offenses that occurred in previous years.

In certain situations, elements beyond law enforcement's control prevent the agency from arresting and formally charging the offender. When this occurs, the agency can clear the offense exceptionally. Law enforcement agencies must meet the following four conditions in order to clear an offense by exceptional means:

- The agency must have identified the offender;

- Gathered enough evidence to support an arrest, make a charge, and turn over the offender to the court for prosecution;

- Identified the offender's exact location so that the suspect could be taken into custody immediately, and

- Encountered a circumstance outside the control of law enforcement that prohibits the agency from arresting, charging, and prosecuting the offender.

Annually, departments report clearance rates to the FBI for inclusion in the UCR. In the DPD, the case clearance data the DPD enters in KYOPS is sent to the FBI for inclusion in its annual UCR case clearance publication. Th following table reflects the most recently published UCR data as reported by the department.

TABLE 4-15: Reported Danville, State, and National Crime Clearance Rates, 2019

Crime	Danville			Kentucky			National		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances*	Rate
Murder/ Manslaughter	0	0	NA	239	144	60%	14,325	8,796	61%
Rape	8	3	38%	1,572	752	48%	124,817	41,065	33%
Robbery	6	2	33%	2,159	761	35%	239,643	73,091	31%
Aggravated assault	12	6	50%	5,745	3,050	53%	726,778	380,105	52%
Burglary	62	23	37%	15,411	3,127	20%	981,264	138,358	14%
Larceny	182	23	13%	59,004	12,998	22%	4,533,178	834,105	18%
Vehicle theft	33	6	18%	10,182	2,191	22%	655,778	90,497	14%

Note: *National clearance counts were calculated from crimes and rates, as these numbers are not directly available from the FBI

CPSM noted that the department's clearance rates across the board were fairly consistent with state and national clearance rates with the exception of burglary clearance rates. Danville's stated 37 percent burglary clearance rate is more than 2.5 times the national average of 14 percent and nearly double that of the Kentucky state average of 20 percent.

Due to the previously described case management issues, CPSM asked detective through command level staff about department clearance rates reporting. We found that there was not

a consistent understanding of the UCR FBI criteria for case clearances. Staff suggested that an arrest was sufficient to clear a case, but as described above, that meets only one of the requirements for the three-prong test for case clearance. Therefore, the accuracy of Danville's 2019 clearance rates data is suspect. Some of the confusion may be caused by the DPD's internal system of clearing cases, which differs from FBI clearance criteria.

If the department wants to ensure that UCR data is being accurately recorded, CPSM suggests that the 2019 rape, robbery, and aggravated assault cases be reviewed for case clearance accordance with FBI guidelines. A total of 26 cases would be a manageable number to review. To verify that the data is being accurately recorded, it should be confirmed that the suspects were arrested, charged, and appeared in court.

This misunderstanding of the FBI's case clearance guidelines is very common in police departments that CPSM studies. Retraining for officers, detectives, and supervisors through command staff would take a minimal amount of time. CPSM recommends that the department train its personnel involved in the investigative process in FBI case clearance guidelines to ensure correct UCR statistics. In the future, random checks of proper case clearance guidelines would be an appropriate function for an audits and inspections committee to review.

Accurate case clearance is an important performance evaluation tool for supervisors. It is essential to track the effectiveness of individual detectives through their diligence in solving and clearing cases. Awareness of a detective's performance is critical for identifying increased oversight or training needs. The number of cases assigned per detective is important, as well as a supervisor's anecdotal knowledge, but performance evaluation must be supported by data. Clearance rates are also another benchmark of a department's effectiveness in solving crime and should be part of the detectives' evaluation process.

Cold Case Homicides
The detective supervisor reported that there are no unsolved homicide cases.

Investigations Training
When newly assigned officers transfer to detectives they attend training such as basic investigations, sexual assaults, homicide, search warrants, interviews and interrogation, search warrants, etc. After basic training, as they develop a specialization in an area such as narcotics or child abuse, they may be sent to additional training focused on that specialty. For consistency, it would be helpful if mandatory, essential, and desirable training courses were established for detectives and the detective supervisor. This eliminates guesswork and eases transition for supervisors and new detectives in identifying courses, and for supervisors, approving them. This recommendation is contained in the *Training* section.

An investigations-specific procedural manual should be developed for investigators. This should contain common documents and protocol for search warrants, investigative steps in various investigations, case management, resources, contacts, etc. This is an excellent resource for newly assigned detectives as well as new supervisors. This is another tool that already exists in other agencies; DPD use existing manuals to tailor a manual to its needs. CPSM recommends that an investigations-specific procedures manual be developed for investigators' reference.

Beyond the courses noted in the training plan, training in detectives is informal, wherein the new investigator learns as they go using senior detectives as a resource. No formal detective training regimen exists which is based on an outline of essential tasks and expectations at the detective or supervisor level. A formal training plan with required benchmarks and supervisory oversight should be developed and implemented for personnel newly assigned to Investigations. CPSM

recommends that a formal training plan for new personnel, detectives and supervisors, be developed.

Such investigative training regimens exist in other police departments. Danville could easily adapt a training protocol for detectives using an existing format.

Narcotics

Danville has no dedicated drug/narcotics unit. According to most department staff that CPSM queried, it is felt in the department that drug use is linked to the majority of crimes such as shoplifting, burglaries, and thefts, with heroin, methamphetamine, and fentanyl being the most commonly used. At least two drug rehabilitation centers offer services in the city, but there is no drug court. Kentucky State Police (KSP) has a drug unit and occasionally accepts local police officers in its unit. Danville has never had sufficient staffing to participate with KSP.

When the public makes drug-related complaints to the department, officers work the complaint to the extent possible, or take the information to the detective who specializes in drug cases. That detective often uses informants to make controlled buys, a tactic that involves sending an informant acting in an undercover capacity to a drug dealer to buy narcotics. Depending on the outcome, a search warrant may be obtained for the dealer with the hope of seizing drugs and paraphernalia indicative of sales. The K9 handler and his dog assist with the detection of drugs.

CPSM previously noted that one detective carries a significantly higher drug caseload. This is consistent with Policy Chapter 6, Investigations Manual, Narcotics, IV. Investigations, A. General:

"This department does not have a full-time narcotics investigator although officers may be assigned for narcotics duties."

It would be timely to include narcotics enforcement in patrol's strategic plan. The narcotics detective should work with patrol to provide information and identify effective strategies to combat drug and narcotics violations.

Crime Scene Investigations

Forensic investigation of a crime scene is a highly specialized function. Successful identification and collection of evidence, especially trace and biological evidence, is of paramount importance in successfully solving crimes. Investigators must have a high degree of training, experience, skill, and commitment to master this art.

The Danville Police Department does not have a specialized forensic unit. Patrol officers perform basic evidence documentation and collection such as photographs and lifting of latent fingerprints. In more serious, or felony crimes, patrol calls detectives to respond for crime scene processing of evidence. If a complex case involving an extensive crime scene occurs, detectives call on Kentucky State Police for assistance.

As noted, one of the essential elements to the qualifications of a successful crime scene investigator is training. The qualifications of the personnel involved in the collection and preservation of physical evidence can often be central to the prosecution of high-profile cases which rely heavily upon the existence of forensic evidence. As training is central to qualifications, it is vital that personnel involved in this process receive appropriate training, and that adequate records exist of training attended. The lack of training and training records can create complications for prosecutors attempting to qualify expert witnesses and thus can create challenges in prosecuting crimes.

No crime scene processing manual exists in the department. This may place the DPD in a vulnerable position regarding expert witness testimony in major cases and could compromise the successful prosecution of a dangerous offender. CPSM recommends that the DPD create a crime scene processing reference manual. These exist in other police departments and could be modified as DPD desires.

CPSM sought call-out data for detective response to crime scene processing and learned that it is not tracked, nor are specific activities such as fingerprint submissions, vehicle processing, or collection of trace evidence, casting, or bodily fluid evidence.

DPD sends physical evidence to the Kentucky State laboratory for processing, including fingerprints.

CPSM requested reports regarding the quality and viability of the evidence collected and the evidentiary value of that evidence; however, information of this type is not requested by DPD from its crime lab partners or the Commonwealth Attorney. Developing this information would enable the department to establish benchmarks that will assist in performance measurement and the identification of training needs. As a result, a qualitative evaluation by CPSM of the effectiveness of evidence collection was not possible. CPSM recommends that department management develop a relationship with the crime lab serving the DPD and seek input from the lab's quality assurance directors regarding training needs, if any, of the DPD officers or detectives handling crime scene evidence collection.

DPD Policy Chapter 4, Investigations Manual, Evidence Collection, establishes officer and investigator responsibilities for processing crime scenes. It is closer to an operational evidence collection manual than a general policy, as it contains pages of specific steps to take in the identification, collection, and preservation of various evidence. While it is an excellent general guide, absent specialized forensic crime scene investigators, detectives should have an updated crime scene investigation manual. These, too, are available through professional organization websites, or from departments with existing manuals. CPSM recommends that detectives acquire crime scene evidence collection manuals as a resource.

Though detectives attend limited forensics training, crime scene investigators develop expertise through years of training, observation, and testing to be recognized in court as experts. This requires experience and proficiency. It is understood that smaller agencies and regions have limited resources and often go years without a high-profile or complex crime. The department should consider whether forming a regional crime scene technician team would benefit a multi-county area. A trained forensics team would be readily available to respond to crime scenes, including major ones. A reality is that police officers may not always be inclined to take latent fingerprints at a crime scene as it is messy and the officer may be nearing the end of a shift.

This decision should be considered after a consultation with the Commonwealth Attorney's office and the regional crime lab directors regarding the quality of forensic evidence submitted and whether a team dedicated exclusively to the mission of evidence collection would be a cost-effective investment as the city continues to grow.

Recommendations:

- Assign a captain or sergeant to supervise detectives. (Recommendation No. 13.)

- Consider creating a clear policy outlining department case closures with specific guidelines developed to identify the circumstances permitting cases to be closed. (Recommendation No. 14.)

- Cases that are closed, inactivated, or otherwise disposed of through the screening process should be accounted for and statistically tracked. (Recommendation No. 15.)

- Consider acquiring a case management software system to be used by all levels of the department. (Recommendation No. 16.)

- CPSM recommends that officers, detectives, and supervisors be trained in FBI case clearance guidelines to ensure correct UCR statistics. (Recommendation No. 17.)

- CPSM recommends department management and Investigations staff use clearance rates to assess bureau and individual investigator performance. (Recommendation No. 18.)

- An Investigations-specific procedure manual should be developed for investigators' reference. (Recommendation No. 19.)

- A formal training plan with required benchmarks and supervisory oversight should be developed and implemented for personnel newly assigned to Investigations. (Recommendation No. 20)

- A procedural manual should be developed to provide guidance and direction for the collection of crime scene physical evidence. (Recommendation No. 21.)

- CPSM recommends that the department management develop a relationship with the crime lab serving DPD and seek input from the lab's quality assurance directors regarding training needs, if any, of the DPD crime scene investigators. (Recommendation No. 22.)

- Consider formation of a regional crime scene investigation team to serve the greater Boyle County area. (Recommendation No. 23.)

PROPERTY AND EVIDENCE

The intake, processing, storage, and disposal of property and evidence are important functions of any law enforcement agency. It is especially true for weapons, narcotics and dangerous drugs, currency, and valuable jewelry. Police agencies across the country have faced too frequently the consequences of mismanaged property and evidence sections. This has resulted in terminations and arrests of police employees, from janitors to police chiefs, for thefts of narcotics, cash, jewelry, guns, and other items of value. In some cases, audits that revealed unaccounted-for property and evidence led to the termination of police executives, though they were not suspected of being implicated in the theft/loss of the evidence. Controlling access to the property and evidence areas, inventory control, and regular audits are critical to the effective management of the PE function.

Danville has two primary policies that address property and evidence: Chapter 3, Investigation Manual, Evidence and Property Management, contains directives on officers' intake of items, including packaging, handling, recording, storing, and accounting of evidence; and Chapter 33, Administrative Manual, Property Disposal, describes safeguarding, release, and disposal of property, including weapons, narcotics, and alcohol. The first policy, Chapter 3, Evidence and Property Management, contains explicit step-by-step instructions for officers booking evidence. CPSM recommends that a single PE policy be created that combines the procedures in Chapters 3 and 33, and which would also describe inspections and audits of the PE room.

The professional association prominently serving this field is the International Association of Property and Evidence (IAPE). IAPE provides valuable training and offers technical support. Its

website provides sample property and evidence policies, manuals, and examples of best practices. IAPE advocates sound practices for managing a PE facility; however, smaller departments with limited resources cannot always adhere to recommended staffing levels, nor should they, if the need does not exist.

Staffing

The PE function falls under the direction of the Assistant Chief, though the acting detective supervisor is the PE custodian responsible for daily operations. This responsibility is a collateral duty apart from her primary role as an acting detective supervisor. She was first assigned to PE in 2018 and has spent the past three years organizing and purging items when time permits. There is no other dedicated full or part-time PE staff.

Given the limited staffing, there are no regular public hours; instead, the public calls the PE custodian for the release of property and she arranges for its release when time permits. An examination of the Property and Evidence room and its operation revealed that there is no justification for full-time staff; one part-time staff is appropriate to serve as the PE custodian. Initially, a part-time PE custodian's time would be devoted mostly to purging the backlog of items to be disposed of, and thereafter, managing the function.

Best practices dictate that PE management should not involve the same staff that regularly books and retrieves items into and from PE, that is, patrol or detective should not be in charge of the PE function. To maintain the integrity and accountability of the PE operations, staff working outside patrol and detectives should be assigned. At the time of CPSM's visit, the DPD was considering hiring a retired officer to manage PE on a part-time basis. This is an excellent idea that CPSM supports.

Intake

The DPD uses Tracker Products' Safe Evidence Management System software to manage property an evidence. It is referred to as SAFE Evidence. PMI Evidence was the software system formerly used; it was found that the PMI records have not been updated into SAFE Evidence.

The intake process requires that officers seizing property and/or evidence transport the items to the booking area outside the PE room to prepare the items for booking. Officers complete a property form listing all of the items to be booked and label and package each item, using SAFE to enter the evidence into the system. This includes identifying information such as the investigative case number, ownership information if available, booking officer, etc. Officers obtain a barcode for each item and attach it once the item has been packaged.

Once the items have been packaged and labeled the officer places the items into one of 14 two-way lockers and shuts the locker, which locks upon closing. The PE custodian later opens the lockers from the other side within the PE room, and removes the items. The PE custodian enters the property into SAFE, assigning each item to a storage area using a Zebra Tech barcode scanner linked to SAFE. Items are stored on floor-to-ceiling shelves; high-risk items such as cash, firearms, or narcotics are stored in a separate locked, caged room for more secure storage. Other perishable evidence such as bodily fluids are stored in a refrigerator.

Facilities

There are two property and evidence storage facilities in use by the department. The primary PE facility is a windowless room located in the PD basement and which is accessible through only one door for entry and exit. A second facility is outside the main building and is used for storage of larger items.

The only security video camera for the primary PE room is mounted outside the door. The door is equipped with an electronic keypad entry that records the user's identity and time of entry. Once inside the room, visitors are required, as was CPSM, to log in with name, date, time, and purpose of visit. Fire alarms, sprinklers, and an extinguisher are located inside. The room is equipped with an industrial sized filtration system to control drug fumes. The large room has an open area with about a dozen long storage shelves, all five shelves high. Items were stored on each shelf in uniformly sized bags and evidence boxes.

Several boxes on shelves were labeled with the names of officers and contained property the officers had previously booked. Once considered an efficient way to identify PE associated with the officers who booked it, due to the high turnover that Danville has experienced many of the officers whose names appear on the boxes are no longer with the department. The contents of these evidence boxes have yet to be disposed of and this needs to be addressed. CPSM recommends that the new PE custodian be responsible for disposing of unnecessary property and evidence and report monthly on the status of this endeavor.

A caged storage area for narcotics, cash, and firearms contains a rack with firearms stored hanging in individual pouches along one wall. Several older file cabinets filled with narcotics evidence are against an adjacent wall. Next to the cabinets is open shelving where additional narcotic evidence is stored. More cabinets on the opposite wall are used to store cash.

The interior of the main PE room is in need of additional security. A video camera needs to be installed at the entrance and interior of the caged area where cash, guns, and drugs are stored. A more secure receptacle should be used for cash storage instead of old metal filing cabinets. Entry into the cash, drug, and firearms storage area currently has a double security entry requiring a keypad identifying user, date, time, and an additional key for access. This is the highest risk location in PE and it must be safeguarded with exceptional security.

The logging evidence room located adjacent to the PE room is stocked with evidence bags, evidence tape, rules for packaging, a label printer, and a computer with SAFE access. Officers prepare property or evidence for booking there, and place the items in temporary lockers accessible to the PE room.

Currently, the PE custodian, the Assistant Chief, and the Chief of Police have full access to the PE room, while the detective supervisor is the only one with full access to the PE software management system.

The PE room was fairly neat and appeared orderly with items stacked on shelves with clearly legible labels. The PE custodian pointed out boxes of narcotics awaiting destruction.

Inventory Control
SAFE software is used to track inventory in PE. CPSM learned that the current inventory stored in PE totals 7,956 items. CPSM requested a report on the number of items both received and disposed of in calendar years 2017 through 2019. CPSM was only able to attain the number of items received, not the number released. During the three-year period PE received 2,148 items. This suggests that approximately nine years of accrued property and evidence is held in storage.

The PE custodian stated that it is unknown how many items are backlogged, or awaiting disposition, though she acknowledged that the backlog of items dates back years. It was unclear why the number of items released each year was unavailable; CPSM recommends that whatever the reason, the number of items released in the future be identified and the monthly intake and release of PE be reported monthly to the Chief of Police.

The goal in PE management should be to dispose of the same number of items as are taken in yearly or else a backlog of property accumulates and becomes unmanageable, a situation that many police departments face. Items should be held by the department only until such time as they are no longer required to be retained. At that point, items not retained by the court through proceedings should be released to the owner, destroyed, or auctioned.

One of the obstacles to a timely disposition of property is that the PE custodian must rely on the investigating officer, the Commonwealth Attorney's office, or the courts. Historically, little cooperation is provided to P&E staff from these parties as the duties of non-PE staff place disposal of unneeded property and evidence at a low priority. This is not unique to Danville, but is common in most law enforcement agencies. Best practices dictate that investigating officers should be held accountable, not PE staff, for ensuring timely disposition of evidence. Often it is PE staff that researches cases when this should be built into detectives' case responsibility. CPSM recommends that the department consider creating policy to task officers and detectives with responsibility for timely disposition of evidence in their cases.

The department's evidence tracking software, SAFE, allows users to customize its tracking system by adding date and time fields for evidence accountability. CPSM recommends that the department work with the software vendor to determine if using additional fields and notifications could aid in more timely PE disposition. This may involve a PE alert when the statute of limitations for prosecution has been reached or other benchmarks. Upon receiving a notice, PE staff could send a notice to the detective supervisor or a patrol supervisor that detectives or officers need to contact the court to determine if a prosecution is pending, and if not, notify PE if the property or evidence property should be held or be subject to disposal.

Though the PE room appeared to be orderly, much needs to be done to manage inventory. It is not realistic to expect a full-time detective to handle this task. CPSM suggests that a goal be established of one year to complete the purging of unneeded PE for the new part-time PE custodian. Quarterly measures should be established to ensure that adequate resources and effort are committed to this task. Should a quarterly target not be reached, additional resources should be added to ensure that performance goals are met.

The first step is to address the backlog of property and evidence that has no evidentiary value. Purging of property and evidence for which any applicable statute of limitations for prosecution has expired will allow for a significant reduction of inventory. Once the purging of unnecessary property and evidence is completed, it will be imperative that purging of unnecessary property and evidence continue to be a department-wide commitment. Without the commitment to stay on top of this issue, the department will again find itself in the position of storing unneeded property and evidence.

Discovery and Public Records Requests

As was touched on in reporting on Patrol and Detectives, and will be addressed in reporting on the Danville 911 Center, then more extensively in Section 7 as we report on the Kentucky Open Records Act (KORA), the request for discovery and public records touches many of the sections of the department. The PE function is impacted by these requests as well. In some cases, such as forensic analysis of evidence, this is unavoidable. Nonetheless, centralizing this responsibility will serve the department well. Again, in Section 7, we will address this and provide an appropriate recommendation.

Audits

DPD Property and Evidence policy does not call for audits or inspections. The detective who manages PE reports that she conducts audits on her own. The only audits available were those

the PE custodian performed. CPSM randomly chose dates and times for audits of various cases. The PE custodian pulled several cases and retrieved the evidence in each case. No PE audits or inspections from any other higher ranking DPD member have been performed since 2018, nor were there any records of audits preceding 2018.

CPSM noted that the PE custodian has performed 15 audits/inspections since her collateral assignment to PE in 2018, CPSM examined the findings and learned that the audits matched the original evidence input records, with a few had minor discrepancies. This is commendable, and as stated earlier, it is essential that the PE custodian perform such checks, but ultimately, it is higher ranking supervisors who should be auditing and performing inspections.

Audits and inspections should be done by higher-ranking person not affiliated with the chain of command in Property and Evidence. These should be documented in a report and retained. This is a key practice to ensure accountability and integrity in managing an evidence and property room. As noted earlier, the evidence and property policy should be revised and a manageable schedule for announced and unannounced audits and inspections should be implemented. Such audits should be conducted at least annually. Special attention should be paid to high-risk items such as drugs, cash, firearms, and jewelry.

While no current audit reports were available for review outside of those conducted by the PE detective, we would note that most audits that we have reviewed at other agencies involved known samples. Auditors access records from the department's SAFE evidence tracking software, pick a random sampling, then seek to locate the item in storage, or ensure that proper disposal documentation exists.

CPSM suggests that in addition to, or in place of this methodology, a sampling of reports from KYOPS be examined to find cases in which property/evidence was booked. Those cases should then be used to conduct the audit. If the sampling only draws from records within SAFE tracking software, it may be more difficult to identify property that had been misappropriated had the records been purged, as the item could have been removed from the facility. This is not to imply wrongdoing has occurred; it is simply an alternative audit process that CPSM believes to be superior.

CPSM recommends that a policy be created that establishes a practical schedule for audits of the property function, and inspections, both announced and unannounced. The PE audits should include reports on total inventory and the number of items received and disposed of during the time period of the audit.

Finally, whenever a change in personnel responsible for the Property and Evidence room occurs, an inventory of all evidence and property should be performed to ensure that all evidence and property is accounted for without discrepancies.

Recommendations:

- Consolidate PE policies and add a schedule for audits and inspections, including unannounced inspections. (Recommendation No. 24.)

- Reassign responsibility of the property room from detectives to the (proposed) administrative sergeant, and daily oversight of property and evidence to part-time staff. (Recommendation No. 25.)

- Assign staff to dispose of unnecessary property and evidence and provide intake and disposition status in a monthly report. (Recommendation No. 26.)

- Install security cameras inside the property room, including the entrance and interior of the drug, cash, and firearms storage room, and provide appropriate, secure storage for cash and narcotics. (Recommendation No. 27.)

- Ensure that the PE custodian report monthly on the number of items both received and disposed of. (Recommendation No. 28.)

- Consider creating a policy to hold officers and detectives responsible for timely disposition of evidence, including the duty to contact prosecutors or the court to determine the status of the evidence and report to the PE custodian. (Recommendation No. 29.)

- Evaluate whether additional SAFE software alerts are needed regarding case dispositions and the release or disposal of evidence is appropriate; if so, work with software vendor if necessary. (Recommendation No. 30.)

- Create a policy to establish a practical schedule for audits of the property function, and inspections, both scheduled and unannounced. Each audit and inspection should be documented and reported to the Chief of Police. (Recommendation No. 31.)

- Ensure that property and evidence audits include reports on total inventory and number of items received and disposed of during the time period of the audit. (Recommendation No. 32.)

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SECTION 5. ADMINISTRATION

The department's organization chart reflects three divisions; Operations, Administration, and Communications. While the organization chart suggests that Administration includes only the Records Unit, a number of important functions of any police department generally fall under the umbrella of Administration. For that reason, we will address these here. These functions include:

- Internal Affairs / Personnel Complaints.

- Use of Force Review.

- Employment Services.

- Training.

These four critical functions of any police department are commonly located under the umbrella of a Professional Standards Unit. No such unit exists at Danville PD. Rather, the responsibility for oversight of these functions is largely shared by the Chief of Police and the Assistant Chief.

CPSM suggests that the creation of a Professional Standards Unit is vitally important. Under the direction of the Chief of Police, a police sergeant is an appropriate supervisory level to coordinate these functions. Conversion of the current Administrative sergeant position (presently vacant) to the proposed Professional Standards unit would allow for this to occur without additional personnel costs. In Section 8, at the conclusion of the operations assessment, we will provide additional information on a proposed reorganization including the creation of a Professional Standards Unit.

There are other important factors/functions of the department that fall outside of the primary operating divisions, but have some application to each. These will be addressed in Section 7, Miscellaneous, including subjects such as succession planning, policies, information technology, etc.

INTERNAL AFFAIRS / PERSONNEL COMPLAINTS

Public trust is vital to the law enforcement mission. This trust rests on departmental responsiveness to community needs and expectations. The department must receive complaints with professional interest and courtesy, and give appropriate supervisory and management attention to allegations of misconduct in order to foster public confidence and to promote constructive communication.

The DPD protocol for reporting and investigating allegations of employee misconduct is established in the Policies and Procedures Manual, Chapter 21, Internal Affairs/ Complaints. This is a fairly comprehensive, nine-page policy that establishes step-by-step processes for the receipt, investigation, and disposition of such complaints. The department should consider adding disciplinary options to the policy (i.e., termination, suspension, demotion, training, etc.) where an allegation of misconduct is determined to be founded.

Complaints are accepted by whatever means they are received (in person, mail, e-mail, telephone) and whether the complainant is identified or anonymous (Chapter 21, II).

Personnel complaints consist of any allegation of misconduct or improper job performance against any department employee that, if true, would constitute a violation of department policy, or federal, state, or local law. Such complaints may originate from a community or internal source. The threshold for determining if a complaint exists (Chapter 21 III. D.) states that "*If an investigation were conducted and the allegation was determined to be true and the likely resulting action would be counseling, training, or discipline, a complaint should be taken.*"

Upon receipt of a complaint, and after preliminary review, the matter is classified and defined by policy as follows:

Formal Complaint – "*A complaint that meets the guidelines established by Kentucky Revised Statute, 15.520.*" Kentucky Revised Statute 15.520 is a four-page document that spells out the requirement to accept citizen complaints and the process for investigating the complaint. Broadly, it calls for the investigation of all citizen complaints involving misconduct, be that criminal, or violations of department policies and procedures. The department's policy complies with KRS 15.520,

Informal Complaint – "*A complaint, which is not formal but merits investigation and possible administrative action.*" Informal complaints can be changed to formal complaints if the investigation warrants.

Informal Complaint (Minor) – "*A complaint, which is of such a minor nature that may be resolved during the initial contact by the receiving supervisor.*"

Generally, *informal* complaints are unwritten complaints that are resolved through discussion between sergeants and/or captains and the complaining party. If the complainant is reasonably satisfied following this process, the complaint is considered closed. If dissatisfied with this process, the citizen may complete a written complaint, resulting in the complaint being classified as *Formal or Informal* as described above.

CPSM requested data on the number of complaints received over the past three calendar years and received data from the department which is shown in the next three tables. We noted that there were zero Informal Complaints for that period, suggesting that the department generally classifies all complaints as Formal, or Informal (Minor). In discussions with staff, it was revealed that the department only utilizes the classifications of Formal, and Informal (Minor) since Informal (Minor) and Informal are virtually synonymous. As such, we would suggest that the department modify its policy to reflect its practice.

It is important to note here, that as is practice, many complaints and/or allegations of misconduct can and are handled informally. The practice of resolving complaints from the public, or internally for that matter, in this fashion, is appropriate. It is beneficial for police supervisors to personally meet with complainants both to be more informed about facts surrounding an incident and to offer an explanation for an officer's conduct where appropriate. Many times, complainants are satisfied and choose not to submit a written or formal complaint. As well, supervisors may elicit information that could have been omitted from a complaint form, and which could be the basis for a more thorough or formal investigation. In either case, both the citizen and department may benefit from this interaction.

However, *Informal Complaints (Minor)* are not captured in department records in any fashion that would lend itself to analysis. We will address this further after examining data on personnel complaints received by the department.

The following three tables reflect the frequency of complaints for the past three years. All complaint data reflected here was provided by the department.

TABLE 5-1: Formal Complaints

Year	Total Investigated Complaints	Internal	Citizen
2018	None	-	-
2019	1	-	1
2020	None	-	-

TABLE 5-2: Informal Complaints

Year	Total Investigated Complaints	Internal	Citizen
2018	None	-	-
2019	None	-	-
2020	None	-	-

TABLE 5-3: Informal Complaints (Minor)

Year	Total Investigated Complaints	Internal	Citizen
2017	Unknown	-	-
2018	Unknown	-	-
2019	Unknown	-	-

As can be seen, only one personnel complaint was recorded over the three-year period. While it is important to note that there is no standard to follow in determining what the expected number of personnel complaints would be in any community, this number is lower than in other agencies for which CPSM has conducted studies. That is driven at least in part by the lack of recorded data on Informal Complaints (Minor). Anecdotal evidence, based upon discussions with department staff, suggest that complaints do come into the department, but are routinely closed within the category of *Informal Complaint (Minor,* and not recorded in any fashion.

As a result, patterns of complaints are difficult to identify. This applies to identifying both the potential commonalities of complaints (e.g., rudeness), and identifying individual employees who have a pattern of complaints. This is especially true because multiple supervisors could handle complaints against an individual officer without knowledge that another supervisor had previously handled a complaint of a similar nature against the same officer.

To address these situations, many departments document all complaints, though the documentation is more limited in the case of *Informal Complaints (Minor)*. As well, many agencies utilize software programs to track personnel complaints, as well as other data. For example, IA Pro is a robust software package that is widely utilized in law enforcement agencies and which is capable of tracking a variety of information including personnel complaints, use of force incidents, personnel commendations, vehicle accidents, etc. It also includes an early intervention module that triggers notification when a predetermined number of system entries are attributed to an individual employee. We will address early intervention following our reporting on use of force incidents.

Upon completion of the personnel investigation, it is the responsibility of the Chief to determine a conclusion of fact, though he may solicit input from others to assist in his decision-making process. Possible findings upon conclusion of an investigation are defined by policy as:

Unfounded – *"The acts complained of did not occur."*

Exonerated – *"The acts complained of occurred, but were justified, lawful, and proper."*

Not Sustained – *"The evidence provided was insufficient to prove or disprove the allegation."*

Sustained – *"The act complained of occurred and was inappropriate."*

These findings are commonly used in most law enforcement agencies and are appropriate.

The following table represents the findings following the investigation of the above complaint(s). In this case, we are limited to one investigation from 2019.

TABLE 5-4: Formal Complaints, Sustained

Year	Total Complaints	Internal Complaints / Sustained	Citizen Complaints / Sustained
2018	-	-	-
2019	1	-	0
2020	-	-	-

Cases in which the allegations are sustained are addressed through a notice of discipline. The severity of discipline is determined by the nature of the allegation that has been sustained along with the disciplinary history of the involved employee. The following are standard disciplinary options: Counseling/Training; Written Reprimand; Suspension; Demotion; or Termination. While they are included here as standard options, as previously noted, they are not reflected in Danville's policy, a recommendation we will make.

As we noted previously, there were zero sustained complaints for the three calendar years that we reviewed.

The department does not presently categorize or record complaints by nature of the complaint (e.g., discourtesy, excessive force, improper police procedure, criminal conduct, etc.). CPSM suggests that there is value in doing so. By doing so, the department can review patterns of complaints to aid in determining if training or review of organizational practices may help to reduce the number of complaints relative to high incident patterns. Software programs such as IA Pro have modules that capture this information for analysis.

Recommendations:

- It is recommended that the department consider reducing the classifications of personnel complaints from three to two; Formal and Informal (Minor); this is in keeping with the department's actual practice. Further, the department's Internal Affairs/Complaints policy, Chapter 21, should be amended to reflect department practice. (Recommendation No. 33.)

- It is recommended that the department capture data on all categories of personnel complaints (Formal and Informal (Minor)) to better track frequency of complaints. A software suite such as IA PRO, or a similar program, should be considered for doing this. (Recommendation No. 34.)

- Consider tracking the nature of personnel complaints to identify commonalities that may be addressed through training, policy change, or supervision. Again, a software suite such as IA Pro is a useful tool to aid in such an analysis. (Recommendation No. 35.)

- Modify the Internal Affairs/Complaints policy, Chapter 21, to include defining potential disciplinary actions following a finding of "Sustained" upon completion of a personnel investigation. (Recommendation No. 36.)

USE OF FORCE

The necessary and appropriate use of force in carrying out a police officer's duties up to and including the taking of a human life is among the most complex and critiqued actions of law enforcement. At no time in the past has the use of force been looked at, examined, and judged as it is today. With the ease with which people are using smartphones to record officers in the performance of their duties, including their use of force, it is essential and critical that the department have and follow a comprehensive policy on the use of force.

Policy
The use of force by DPD personnel is governed in department policy by Chapter 37, Use of Force. The policy, 10 pages in length, provides guidelines on appropriate uses of force, reporting, and supervisory responsibilities. In Section II, defining the policy, it states, "*the division (Danville PD) recognizes and respects the value and special integrity of each human life. In vesting police officers with the lawful authority to use force to protect the public, a careful balancing of all human interests is required. Therefore, it is the policy of this division that police officers shall use only that force that appears reasonably necessary to effectively bring an incident under control, while protecting the lives of the officer and/or others.*"

Officers are authorized to use physical force when and to the extent force is objectively reasonable to accomplish their official duty. A *Force Continuum* describes the suspects' resistance level, and corresponding response that is appropriate for the officer to take. The range includes simple officer presence through the use of deadly force. Less than lethal weapons including O.C spray (tear gas), electronic restraint devices (Taser), and batons are included as intermediate options depending upon the level of resistance. As described in the policy, the level of response to encountered resistance is consistent with best practices.

In recent years, law enforcement agencies nationwide have begun to include duty to intercede and report provisions in their use of force policies. Duty to intercede requires an officer to intercede if they witness a department member using force that is clearly beyond that which is necessary, as determined by an objectively reasonable officer under the circumstances. A duty to report policy requires any officer who observes a law enforcement officer or an employee use force that potentially exceeds what the officer reasonably believes to be necessary to report such observation to a supervisor. The following is a sample of a *Duty to Intercede and Report* policy from Lexipol, a leader in development of policies for public safety agencies. We will address the broader policy manual issues in Section 7 of this report as we discuss miscellaneous topics. We will further discuss Lexipol at that time.

A sample duty to intercede and report policy from Lexipol states:

> *Any officer present and observing another law enforcement officer or an employee using force that is clearly beyond that which is necessary, as determined by an objectively reasonable officer under the circumstances, shall, when in a position to do so, intercede to prevent the use of unreasonable force.*

*Any officer who observes a law enforcement officer or an employee use force
that potentially exceeds what the officer reasonably believes to be necessary
shall promptly report these observations to a supervisor as soon as feasible.*

In addition, de-escalation requirements have been incorporated into use of force policies adopted by other agencies. These policies require officers to utilize de-escalation techniques, crisis intervention tactics, and other alternatives to force when feasible. "Feasible" has been defined for policy purposes in some jurisdictions as, "Reasonably capable of being done or carried out under the circumstances to successfully achieve the arrest or lawful objective without increasing risk to the officer or another person."

Danville PD's Use of Force Policy, Chapter 37, contains neither a Duty to Intercede and Report provision, nor a provision regarding de-escalation. CPSM recommends in the interest of clarity that clear policy provisions including duty to intercede and report and de-escalation provisions be incorporated into a comprehensive revision of the use of force policy.

Use of Force Training

Providing relevant training pertaining to all aspects of the use of force is critical for the department. The purpose of comprehensive training in the use of force is to ensure employees are knowledgeable regarding proper and reasonable applications of force in the performance of their duties. In compliance with State of Kentucky mandates, Chapter 37 IV. C. 1 (f) requires an annual written test on the use of force policy to ensure that officers are well trained in this matter. With respect to the use of deadly force, no other responsibility of the city or department has more importance. The state and the department are to be commended for their attention to this important aspect of policing.

Use of Force Reporting

Chapter 37 IV. D. addresses the reporting of use of force incidents. The policy requires a written report on a use of force incident as follows:

- When a firearm is discharged outside of the police firing range

- When a use of force results in death or injury / complaint of injury

- When a non-lethal weapon is used on a person.

In any of these situations, a supervisor shall be immediately summoned to the scene and is responsible for complying with investigative procedures as required by the department. However, outside of a use of force involving a firearm, the policy does not define reporting responsibilities or the scope of the investigation/report as directed above (see Chapter 37 V. Reporting). Clearly that is not the objective, nor practice. As such, we reiterate the need for a policy revision.

Use of Force Incidents

CPSM requested information on the number and nature of use of force incidents that are reported. Information provided includes the case number, date, officers' names, suspects' names, suspect race, etc. No information was included which reflected the nature of force used, nor injuries, if any. The following table reflects data on reported incidents.

TABLE 5-5: Use of Force Incidents, 2018–2020 YTD

Year	Incidents	# Officers Involved	Race of Suspect	
			White	Black
2018	6	24	4	1
2019	13	34	9	3
2020	17	49	13	3
Total	**36**	**107**	**26**	**7**
Average per Month	**1**	**2.8**	**0.72**	**0.19**

Note: Incident vs. race of suspect numbers may not match as some use of force incidents may have involved animals, or the race of the suspect was not indicated.

An examination of the frequency of reportable use of force incidents shows that from January 1, 2019, to December 31, 2019, DPD recorded 16,092 calls for service and officer-initiated contacts, with 17 reportable use of force incidents. Thus, the DPD used force in only 0.00106 percent of the contacts, or just over 1 force incident per 1,000 contacts. In our examination of force incidents per arrest, we utilized three years of data, or a total of 36 force incidents. In comparing force to the number of arrests during this time frame, it can be seen that DPD used force in 0.12 percent of the 2,996 arrests, or 1 use of force incident in every 83 arrests.

It is noted that there were increases in the number of use of force incidents in each of the past three years. Factors such as training and supervision as well as increased public scrutiny are all factors that can impact this high-risk aspect of policing. Identifying the specific reasons for these variances is beyond the scope of this study, but should be examined/monitored by DPD management. Nonetheless, the rate of use of force incidents per contact reflects restraint on the part of department personnel.

Review of Use of Force Incidents
Chapter 37, VIII. Administrative Review of Critical, Incidents indicates that all reported uses of force will be reviewed by the Chief to determine whether:

- Rules, policies, or procedure were violated.

- The relevant policy was clearly understandable and effective to cover the situation.

- Training requires revision.

Again, however, as we addressed in the subsection on Use of Force Reporting above, based upon the policy, this review would appear to be limited to use of deadly force incidents, though that is clearly not the intent or practice.

It can be noted from the preceding table that the number of use of force incidents more than doubled from 2018 to 2019. CPSM inquired of staff the reason for this dramatic increase and we were advised that the department now reviews pursuits in the same manner as use of force incidents, and that the increase results from this policy change, not an increase in force incidents.

Additionally, we attempted to determine for this illustration the number of policy violations associated with uses of force. However, while the individual use of force investigative file contains these findings, no summary data is available.

Use of Force Review Committee - Proposal

CPSM recommends that a Use of Force Review Committee made up of the Assistant Chief of Police, the Administrative sergeant, and a department subject matter expert on the nature of force used be created and tasked with the analysis of use of force incidents. The committee would be charged with the evaluation of five aspect of use of force incidents: (1) was the use of force within policy; (2) trends in the use of force; (3) training needs; (4) equipment needs; and (5) policy revision recommendations. Upon review of the incident, the committee would then provide its findings and recommendations to the Chief of Police for final determination.

As was recommended in the discussion on personnel complaints, the department would benefit from utilizing IA Pro software (or similar program) to track use of force incidents. This will give supervisors and managers the ability to extract data to analyze potential trends.

Recommendations:

- CPSM recommends that, in the interest of clarity, clear policy provisions including duty to intercede and report and de-escalation provisions be incorporated into a comprehensive revision of the department's force policy. (Recommendation No. 37.)

- CPSM recommends that a Use of Force Review Committee be created and be made up of the Assistant Chief of Police, the Administrative sergeant, and a department subject matter expert on the nature of force. The committee would be tasked with the analysis of use of force incidents. (Recommendation No. 38.)

- The department should explore utilizing IA Pro software (or similar program) to track use of force incidents to include the nature of force utilized, etc. This tracking would enable detection of patterns of behavior which could warrant further analysis by the department. (Recommendation No. 39.)

EARLY INTERVENTION PROGRAM - PROPOSAL

Previously, we discussed IA Pro's Early Intervention Program (EIP) Module, which enables the department to track personnel complaints, uses of force, accidents, commendations, etc. for all employees The Early Intervention Program Module can be used as a resource by supervisory personnel to identify employees who may display symptoms of job stress or performance problems at early stages. The intent of an early intervention is to proactively provide employees with the assistance and training necessary to perform their assigned duties in an effective and efficient manner. As noted, this resource is not in use at present.

While individual incidents such as personnel complaints, traffic collisions, and uses of force are reviewed at the time of occurrence by a supervisor and the chain of command, these incidents may appear acceptable in isolation. However, a pattern of less-than-optimal job performance may be developing that is more difficult to identify. Tracking the indicators via the IAPro module or similar program enables supervisors to examine the totality of an individual's actions and make a more accurate assessment of the employee's well-being.

The following table reflects a sample of early intervention indicators and a schedule that may be of value to the organization. Each agency that chooses to utilize an EIP should establish its own indicators and a schedule that meets the need of the organization, taking into account workload demands present in that agency. Again, this is only a sample for illustration.

TABLE 5-6: Sample Early Intervention Program Threshold

Incident Type	# of incidents	Threshold
Administrative investigation	1	2 incidents within 12 months
Citizen complaint	2	2 incidents within 12 months
Missed court	0	2 incidents within 12 months
Use of force	3	3 incidents within 12 months
Vehicle accident	1	2 incidents within 12 months
Vehicle pursuit	0	2 incidents within 12 months
Cumulative total	7	5 incidents within 12 months

It is important to note that the notification triggered by reaching a threshold in and of itself does not suggest a definitive problem with an employee, but rather informs supervision of a high rate of total incidents. Again, this is a number determined by the department. For instance, officers working high crime areas are more commonly involved in arrests and uses of force, thereby potentially triggering a notification even though their actions may be entirely appropriate. This applies to more proactive officers as well. Nonetheless, the department can look at the employee's pattern of conduct and determine IF there may be a problem. If so, the department could then address the problem through counselling, training, or as otherwise called for.

The EIP report, with the recommended assistance, if any, may be completed by the officer's supervisor and presented to the Assistant Chief of Police. The Assistant Chief of Police would review the report and recommendation and could add any necessary insight and/or recommendation(s). The completed report would then be provided to the Chief of Police who would make the final decision on any recommended action as a result of an EIP report.

While some may suggest that in small- to mid-size agencies such as Danville, supervision can easily identify individuals who reach thresholds, the fact is that few supervisors are aware of all such incidents. Leaving the identification to one or more persons' recollection of incidents is both unreliable and unwise.

Recommendation:

- Utilize an Early Intervention Program Module to more effectively identify trends in an employee's performance that may require departmental action to mitigate potential liability to employees, the department, and the city. (Recommendation No. 40.)

PERSONNEL AND RECRUITMENT

The law enforcement profession always faces the challenge of renewing its ranks. This is especially true for the positions of police officer and 911 dispatcher. For nearly every agency in the U.S., this is an ongoing challenge. However, for some time and especially most recently, finding qualified applicants who have the desire and ability to meet the requirements of the selection process and rigors of academy training has become a more challenging proposition, adding to a growing shortage of law enforcement officers and dispatchers nationwide. This is evident in Danville as well, as was affirmed by both department staff and personnel data we requested and reviewed.

At present, as was reflected in Table 3-4, Authorized Staffing Levels, the department has four vacancies in sworn officer positions, and two vacancies for 911 Telecommunicators. For each of these positions, the vacancies represent approximately 12 to 15 percent of the respective authorized staffing. Additionally, of the 23 officer positions, 5 are in various stages of training as new hires. Given that full, authorized staffing generally allows the agency to barely meet established minimum staffing levels, the vacancies have led to a critical and ongoing staffing crisis. We have addressed this in reporting on patrol deployments, and in the next section, will address the staffing issues facing the Danville 911 Center. Nonetheless, we believe it is important to touch on this issue here as well.

To assess the staffing challenges facing the department, CPSM requested data relative to the number of sworn officers hired over the three-year period of calendar years 2018 through 2020. Additionally, we requested information on the number of separations (and reasons for the separations) during that period.

TABLE 5-7: Sworn Hiring and Separation Data, 2018 through 2020

Sworn Personnel Hired	Personnel Separated Total	Separated Due to Retirement	Accepted Employment at Another Police Agency	Left Law Enforcement	Net Gain/(Loss)
22	24	7	16	1	(2)

This data is alarming. With a department sworn complement of 36 full-time officers, the data shows that 67 percent of authorized staffing was replaced over this three-year period. Additionally, and most troubling, 45 percent of the department's authorized staffing left for employment at another law enforcement agency.

Anecdotal evidence derived from discussions with personnel at all levels of the organization suggests that while the work environment in Danville is positive, the compensation levels are not competitive with other law enforcement agencies. As we previously discussed, most agencies have position openings that allow for officers to easily transfer between departments. In some parts of the country, the staffing crisis is so critical that agencies actually pay an incentive bonus to lure experienced officers to their communities, often $10,000, but as much as $25,000.

CPSM does not conduct detailed examinations of compensation packages as part of our operational assessments, nor do we intend to do so here. However, since Danville's retention problem is so acute, the compensation issue warrants further discussion.

There are two important considerations here. One, the loss of experienced personnel is immeasurable, and secondly, the cost to replace them is substantial.

Typically, it takes three or more years for a police officer to be considered fully experienced. This includes the training period, developing in-service experience, and acclimating to the community. The first 18 months or so of these three years, an officer is under constant evaluation to determine if he or she is suitable to join the ranks as a permanent (nonprobationary) officer. During the second period of 18 months, they are developing their skills as they navigate the complex world of policing on their own with reduced supervision.

Whether in the public sector, private sector, or sports, the presence of seasoned, mature leaders is critical to organizational and operational effectiveness. Seasoned officers serving in leadership roles as trainers and mentors are an invaluable resource, whether their role is formal, such as a

patrol training officer, or as an informal leader. With two-thirds of the department's officers leaving the department in the span of three years, many of those leaving to join other departments, a vacuum of peer-level leadership has been created.

It is costly to replace an officer. The City of Danville makes a substantial investment in hiring and training an officer to get them to a point where they can competently provide services to the community. When a trained officer leaves to join another department, virtually the entire investment is lost. It can be looked at as an investment in which you lose all of your capital, such as investing $10,000 in the stock market, but losing it all over the next three years. We will address actual costs during this discussion.

The hiring and training of an officer begins with recruiting efforts, followed by preliminary testing including a physical fitness assessment, interview, and a preliminary background investigation. These are duties conducted internally by the DPD, with support from the Human Resources Department.

Suitable candidates from the pool of applicants are then selected and sent for further testing by the State of Kentucky. While the state picks up most of the costs of the additional testing, there is a nominal fee charged to the city for each candidate. Testing at the state level consists of a written exam, a second physical fitness assessment, a medical exam, and a psychological exam. If candidates pass the state process, their candidacies are returned to Danville for employment consideration.

Danville PD then continues with its pre-employment processes. If the applicant is ultimately given a conditional job offer, they are then scheduled for a polygraph exam. The cost of the polygraph exam is absorbed by the city. Adverse information derived from the polygraph exam, if any, is provided to DPD and investigated as part of the continuing background investigation process.

Once hired, a candidate is scheduled for a 24-week recruit academy, which is put on by the state. By the time they have graduated from the police academy, the city has already invested approximately $30,000 in a candidate, which includes testing, equipment, and salary/benefits.

Upon graduation from the academy, the new officer returns to DPD and begins a 10-week Patrol Training Officer program (PTO). During this period, they are assigned to work with a tenured officer as they undergo intensive in-service training. Upon successful completion of the PTO program, the officer is now certified to work as a solo officer in a patrol environment. These patrol training costs approach $10,000 per employee. This includes only the employee's salary and any related costs, including overtime. If does not factor in the cost of the training officer's salary.

It is not unusual for the entirety of this process, from receipt of application to completion of the PTO program, to take 12 to 18 months to complete. The officer then remains in a probationary status for another 12 months as the department assesses their suitability for permanent employment as a Danville police officer.

As can be seen, the costs from application to completion of the Patrol Training Officer period can be around $40,000 per officer. If the cost of the remaining 18 months that it takes for the officer to become seasoned are added to this, the total investment is approximately $115,000 ($40,000 through hiring and PTO program and an additional $75,000 in salary and benefits for 18 months until fully experienced).

As shown in the previous table, the department has hired 22 police officers over the past three years. For the 16 officers leaving to join other departments, largely due to salary considerations as reported, the cost to the City of Danville was approximately $1,840,000 ($115,000.00 X 16).

Now, we take you back to the stock market investment discussion of moments ago. Over the past three years, Danville has invested approximately $1,840,000 in training, equipping, and paying 16 police officers, only to see them leave for other better paying agencies once fully trained. The capital invested, nearly $2 million investment, has now been lost.

Even with limited cost recovery mechanisms in place, the city is left challenged by the constant drain of hiring new personnel only to see them "picked-up" by other agencies, which is leaving a less experienced police force in Danville. At the time of this operations assessment, more than 75 percent of sworn staffing had less than ten years of service, more that 50 percent had less than five years of service, and 40 percent had less than three years of service.

While in these examples we discuss sworn positions, we do not want to minimize the challenges also faced by the Danville 911 Center. This discussion serves to illustrate the broader problem, and we will again address staffing in the next section as we examine the 911 Center.

Background Investigations
The pre-employment background investigation is one of the most important investigations a law enforcement agency will ever conduct. The investigations must be very comprehensive if they are to lead to informed hiring decisions. They must assure compliance with all applicable minimum standards for appointment and screen out candidates who are found unsuitable for the position, based on relevant information and their personal history. Background investigations are also among the most challenging investigations to conduct. The manner in which background investigations are conducted, from areas investigated to the evaluation of resulting information, must be treated consistently across all candidates.

At Danville PD, background investigations are assigned to detectives to complete, as was briefly addressed in our reporting on the detective function. This results in detectives attempting to balance this work against their assigned criminal investigations. While this practice occurs in some agencies, many have found that outsourcing background investigations to private firms that specialize in conducting law enforcement backgrounds, or utilizing part-time skilled retirees to conduct such investigations is a better solution. In either case, the intent is that investigators' time not be divided between background investigations and multiple criminal investigations. As well, funding for the investigations can be found in the salary savings from the vacancies that exist. When the vacancies are filled, no additional background related costs are incurred.

Recommendation:

- Take affirmative steps to fully analyze and address the causative factors leading to the loss of trained Danville Police Officers to other law enforcement agencies. (Recommendation No. 41.)

- Consideration should be given to outsourcing or utilization of as-needed, part time retirees to conduct background investigations in order to relieve criminal investigators of this responsibility. (Recommendation No. 42.)

TRAINING AND RANGE

Training

Several Kentucky organizations are referred to repeatedly by acronym in the following training discussion. Here, we offer a glossary for reference, even though each is explained in the discussion.

- **KYOPS** Kentucky Open Portal Solution: A statewide database of police reports, citations, and training records maintained by Kentucky State Police.

- **KLEC** Kentucky Law Enforcement Council: Sets police training standards and requirements.

- **KLEFPF** Kentucky Law Enforcement Foundation Program Fund: Reimburses officers' expenses of $4,000 for attending annual mandated training.

- **KLCIS** Kentucky League of Cities Insurance Services: KLC's risk management section.

- **DOCJT** Department of Criminal Justice Training: Police academy and in-service police training provider.

Training is one of the most important functions in a law enforcement agency. Effective training is critical in providing essential information and minimizing risk and liability. The outcome of effective training can be assessed in part by such measures as a high level of proactive policing and low level of citizen complaints, low numbers of claims or lawsuits, high citizen satisfaction with the police, thoroughly investigated cases and well-written reports, safe driving records, and appropriate implementation and documentation of use-of-force incidents.

Training is addressed in policy under Administration, Chapter 39, Training. CPSM reviewed the 14- page policy and found it to be excellent and comprehensive. Though it addressed training responsibilities, DPD has no full or part-time dedicated Training Unit staff. Department training is handled as a collateral duty under the direction of the Assistant Chief, with the assistance of the Chief, the Administrative Assistant, and the department trainers. The areas of responsibility include:

- Coordination of the Police Training Officer (PTO) program.

- Scheduling and tracking in-service training (both out-sourced and in-house).

- Management of the police range.

- Ordering and supplying police equipment.

These duties also include coordinating the training services of the 17 DPD instructors with the following expertise: Defensive tactics (3), Taser (3), Firearms (3), Baton (2), Active Shooter (2), use of force, rape aggression defensive instruction (3), and Driving instructor. All instructors handle their teaching roles as a collateral duty to their primary assignment. The department has a large multipurpose carpeted room with tables and chairs for training. It is equipped with a projector screen and laptop connection. The room is also used for defensive tactics training.

The State of Kentucky requires police officers to complete 40 hours of Kentucky Law Enforcement Council (KLEC) certified in-service training each year. The KLEC sets state training standards, similar to what other states call POST, or Police Officers Standards and Training. In addition to training recruits at its police academy, the Department of Criminal Justice Training Academy (DOCJT) in Richmond provides ongoing advanced training for police officers and

telecommunicators throughout Kentucky. The exceptions are for the Louisville, Lexington, and Bowling Green police departments, and the Kentucky State Police, all of which have their own academies. The KLEC identifies and approves (certifies) training material to ensure its compliance as mandated by state statutes.

While DPD officers attend some training at the DOCJT in Richmond, the DPD uses its own instructors to teach courses at the station or range. Firearms, defensive tactics, and use of force instructors teach at the range and at the station (defensive tactics). In addition to the in-house training, officers must still complete the balance of the 40 hours required each year. The DPD allows officers flexibility in choosing which training courses they attend after they have met their mandated training. While officers may make prudent requests, CPSM suggests that a more defined approach may be more efficient.

CPSM recommends that the department create a course list that identifies mandated, essential, and desirable courses for each position in the department, both sworn and civilian. Such a plan serves as a guide for courses to be taken by position and assures consistency. This is an excellent tool to both ensure that personnel are appropriately trained for their respective assignments, and that training courses attended are prioritized by this plan. Many departments use similar course lists and they are available to adapt to DPD's needs.

The current practice for seeking training is informal. An employee may send an email request to a supervisor to attend a training class, or it may be a verbal request. CPSM suggests that the department create a training request form with the name of the course and checkboxes to designate if the course is mandated, essential, or desirable. This should help supervisors more easily determine whether to approve the request.

The Kentucky Law Enforcement Foundation Program Fund (KLEFPF) provides necessary funding for the mandatory training of Kentucky law enforcement officers. Those agencies that adopt KLEFPF standards are entitled to an annual training cash incentive stipend. KLEFPF pays a $4,000 annual supplement to each police officer who has successfully completed 800 hours of basic training hours within a year of employment and 40 hours of annual in-service training approved by the Kentucky Law Enforcement Council (KLEC). The reimbursement appears on officers' payroll checks in even incremental payments.

Additional in-house training includes the DOCJT-mandated annual online training courses, ranging from two to eight hours each. Each officer is expected to complete the training.

CPSM examined the 2019 liability and safety review of the department that the Kentucky League of Cities Insurance Services (KLCIS) prepared. The review covered policy, equipment, and training. The report found that all employees met their annual training requirements and that the DPD was compliant with best practices in policy and equipment, exceeding standards in some areas. This resulted in the DPD earning an exceptionally high compliance rating of 98.9 percent. This is a remarkable achievement and a rarity in the departments CPSM has studied. The DPD is to be commended for meeting training and risk-related requirements for all officers.

To ensure the integrity of the training process, CPSM recommends that the department use a master training calendar. The calendar should include a list of training to be provided monthly, quarterly, annually, and biennially; it should include perishable skills, high liability actions, related policies, and mandated training that is offered in-house. A master training calendar is not intended to be a static document, but rather a living tool subject to change. This is a vitally important document to ensure that necessary and appropriate recurring training is provided. As

training priorities shift, it is too easy to neglect to schedule an important curriculum without such a schedule. Page 2 of the DPD Training policy, Scheduling of Training, reads as follows:

Scheduling and notification of training shall be handled on a regular and predictable basis, which allows instructors and students to plan and prepare properly.

Specific examples of courses and policies include quarterly range training, defensive tactics (specific), CPR/first aid, use of force and pursuit driving policy review, racial profile training, etc. CPSM recommends that the master training calendar provide detailed information where appropriate. For instance, rather than list solely defensive tactics, the training calendar should specify baton, chemical agents, electro-conductive devices, etc., at a schedule the department determines. In the case of firearms, the calendar should specify duty weapons, patrol rifles, and shotguns. Providing this specificity ensures that no aspect of critical training is overlooked.

An opportunity to develop the skills of sergeants and captains is in the creation of an audits and inspections team, whose members would revolve so as to ensure the broadest opportunity and creation of a common organizational insight. At the Chief's directive, the Assistant Chief, and an Administrative sergeant could select a sergeant or captain to perform a bimonthly or quarterly audit and inspection of department operations. Every function could be evaluated, except for confidential documents. This could include a review of incoming phone calls to the 911 Center, citation review, property and evidence, closed detective cases, vehicle inspections, armory log, policy adherence, etc. A report of the areas covered and the team's findings would be forwarded to the Chief for review. This would broaden sergeants' and captains' understanding of department operations and ideally serve as motivation to encourage compliance with policies and procedures for peers and subordinates. It can also identify oversights that need to be addressed. CPSM recommends that the Chief consider creating an audits and inspection team.

Training records are well maintained. CPSM observed DPD staff retrieve copies of external training records on KYOPS for police employees. The records were thorough, including the employee's name, date of training, course, instructor, location, length of training, and course material. KYOPS does not maintain records for training courses that DPD provides internally. The Chief's administrative assistant keeps those records. CPSM asked for randomly selected roll call training records for January and September 2019, as well as internal training records. The records were found to be thorough and complete. Although training recordkeeping is improving due to improved technology, it is still rare that police departments maintain this level of excellence in preserving training records. DPD is to be commended for its precision.

Recommendations:

- Consider creating core classes for each position in the department to include mandatory, essential, and desirable training. (Recommendation No. 43.)

- Create a training request form with check boxes to designate if the course sought is mandated, essential, or desirable. (Recommendation No. 44.)

- Develop a two-year master training calendar to ensure that mandatory and critical training topics are covered. (Recommendation No. 45)

- For leadership development purposes, consider creating an audit team to review all functions in the department quarterly or more often. The reviews should examine every function in the

department, such as property and evidence, traffic citations, reports, vehicles, equipment, armory, policy compliance, etc. (Recommendation No. 46)

Range

Policy Chapter 52, Operations Manual, Firing Range Protocol, contains explicit protocol and behavior for using the firing range. The policy is thorough and designated as a "Critical Policy."

Danville is fortunate to have its own off-site outdoor shooting range, located about five to six miles from the police station. The three DPD firearms instructors plan and instruct the shooting qualifications twice a year. Officers train during daylight in the spring and in darkness in the fall. They shoot their duty weapon, a Glock .40, the patrol AR-15 rifle, Taser, and the less lethal shotgun. Officers also use a nonlethal simulation training scenario system. The DPD allows the Boyle County Sheriff's Department to use the range.

One area of concern is the absence of annual blood testing of the firearms training staff for lead contamination. While indoor ranges use lead evacuation systems to make them safe for infrequent use, some agencies have found that the staff regularly present in both indoor and outdoor facilities (i.e., firearms training staff and/or facility managers regularly exposed to firearms training) have elevated lead levels in their blood. CPSM inquired and learned no such testing takes place. While firearms training is somewhat infrequent, the firearms trainers are exposed at a concentrated level at least twice a year. The testing of appropriate staff to ensure their safety is of great importance. The city's risk manager may help to define this need and whether an appropriate schedule for testing is warranted.

Recommendation:

- The department should assess the need to conduct annual blood testing to determine lead levels in employees routinely assigned to the department's firing range. (Recommendation No. 46.)

RECORDS UNIT

Records Staffing
The department's Records Unit is managed and staffed by one full-time Records Clerk. The department's Administrative Assistant serves as the supervisor over the Records Unit.

Work Schedules/Public Access Hours
The public counter is open Monday through Friday from 8:30 a.m. to 5:00 p.m. The Records Clerk officially works these hours as well, but generally arrives at 8:00 a.m. to process reports/citations due in court from the past 24 hours, or in the case of weekends, the past 72 hours.

Records Management System
The records management system (RMS) used by DPD is KyOPS, an integrated law enforcement software product managed by the State of Kentucky and utilized by the vast majority of law enforcement agencies throughout the state. Records staff report no interface issues among the various department functions utilizing KyOPS, and the current functionality meets Records' needs.

Workload Demands

Contrary to the common perception that functions performed in law enforcement records units are as simple as filing reports and providing copies as needed, there is an exhaustive list of duties performed. Among the general duties performed daily are:

- Collect paperwork generated by department personnel and other agencies (e.g., court).

- Prepare all legal paperwork required for the District Court.

- Answer / transfer incoming telephone calls.

- Respond to and/or deliver telephone messages and e-mails.

- Receive and deliver faxes.

- Scan documents as necessary.

- Assist department visitors and those seeking documents.

- Sort and file incident reports, crime scene photos, and other mediums for criminal cases, collisions, and other incidents addressed by the police department.

- Respond to information requests from attorneys, Insurance agents, and the public and provide reports, photos, CDs, etc., as necessary.

- Respond to online requests for information consistent with the above item.

- Manage the subpoena process including distribution of subpoenas to officers and the public (served by officers).

- Maintain the court calendar for officers' upcoming appearances.

- Assist personnel requiring copies of archived reports.

- Interface with the County Attorney's Office to facilitate acquisition of supplemental documents required for court cases.

- Complete court-ordered expungements of records.

- Assist citizens with acquiring/completing forms required for special event permits and other matters.

- Provide assistance to the Chief of Police, the Assistant Chief of Police, and the Administrative Assistant, as required.

- Assist the Danville City Clerk in responding to Open Records Requests for police-related documents.

- And other related requests.

For the most part, the Records Clerk has been able to keep up with workload demands. When additional support is needed on occasion, the department's Administrative Assistant lends a hand, and vice versa.

Policy and Procedures

The Danville Police Department Policies and Procedures Manual, Chapter 36, addresses Records. CPSM reviewed the policy, which is nine pages in length. The policy extensively addresses relevant areas, including records to be kept, and criteria for release of those

documents to interested parties, but does not speak to the specific manner to perform the functions and responsibilities of the Records Unit.

CPSM suggests that this document, and/or an accompanying document, be created/modified to provide additional detail as to the specific duties carried out by the Records Unit. The document should include step-by-step actions to be taken for each responsibility. This is especially important here as the unit is staffed with only one employee. Should the sole Records Clerk leave the employment of the department, and with her, take all of the institutional knowledge of the duties performed in the unit, it would require additional time and effort for the new clerk to become proficient in managing the varied duties of the Records Unit.

Payment for Services
Staff reports that all services provided by the Records Unit are cost free. This includes copies of police reports, photographs, providing CDs as necessary, vehicle release authorization documentation, etc.

CPSM would point out that in our studies of law enforcement agencies across the country, cost recovery charges are routinely applied for such services. For instance, the authorization for release of vehicles impounded following the commission of a crime, such as DUI, generally result in a charge of upwards of $100. This would include the recovery of personnel costs associated with the impounding of the vehicle. Actual cost recovery associated with copying of reports, or burning CDs, etc. are also commonplace. Most agencies allow for waivers of the fees for victims of crimes. In many states, allowable fees are regulated.

This is a policy decision for the City of Danville, and CPSM takes no position on this matter. We simply point out the charging of such fees is a common practice within law enforcement.

Should the city choose to consider implementing a fee schedule for such services, it will be important to ensure that accounting and handling safeguards are put into place should cash payments be an option. However, CPSM generally recommends against cash transactions and encourages the use of only debit/credit cards where feasible, along with checks.

Recommendations:

- Develop specific written instructions relative to each and every function performed in the Records Unit to ensure continuity of service should the sole Records Clerk ever leave the employment of the department. (Recommendation No. 48.)

- Evaluate the feasibility of creating a fee structure for the recovery of cost for services and supplies as may be allowable by state law. (Recommendation No. 49.)

SECTION 6. DANVILLE 911 CENTER

The Danville 911 Center serves as the Public Safety Answering Point (PSAP) for all Danville police, fire, and emergency medical service (EMS) calls. As such, all dispatchers must be, and are, emergency medical dispatch certified. In addition, the center serves the 911 Dispatch Center for the following agencies:

- Boyle County Sheriff's Office.

- Junction City Police Department.

- Perryville Police Department.

- Boyle County Fire Department.

- Boyle County EMS.

The workload generated by each agency varies both in terms of call volume and direct services provided (i.e., 24-hour business line services). As such, under an operating agreement, costs for services are apportioned by agency.

As the Danville 911 Center serves as a county-wide resource, our reporting on this function covers all workload performed by the Center, except where stated in this report. Reporting on response times for calls for service is limited to Danville Police Department responses.

In addition to serving as the 911 call center for the entire county on a 24/7 basis, the Danville 911 Center serves as the general answering point for after-hours business calls for all Danville police services. Additionally, it answers after-hours business calls for the Boyle County Sheriff's Office and the Junction City Police Department. In the case of Perryville, the Danville 911 Center answers its business lines on a 24/7 basis.

After-hour business calls for the Boyle County Fire Department are answered by an auto-attendant that provides a contact number for the on-call fire department point of contact. Hospitals, nursing homes, etc. that require non-emergency medical transportation call directly to the ambulance service. In the event that persons attempting to contact any police, fire, or medical service throughout the county are unsuccessful, they contact the Danville 911 Center for assistance.

The dispatch/communications function is a vital component of an effective law enforcement agency. 911/dispatch operators serve in two primary rolls: (1) answering 911 and non-emergency telephone calls, and (2) radio dispatch duties. In the case of DPD, all full-time personnel are cross-trained in both roles. However, the responsibilities of the Danville 911 Center go far beyond answering emergency telephone calls and radio dispatch duties. The following is an exhaustive listing of all duties performed by the Danville 911 Center:

- Handles all incoming administrative and 911 phone lines for the county. Transfers to appropriate agencies if misrouted.

- Investigates open and hang-up 911 cell phone lines including location ping.

- Contacts all additional resources as needed. Examples are utilities, helicopters, animal control, tow trucks, emergency management, coroner, Red Cross, social services, and State EOC, etc.

- Contacts Judges and Trial Commissioner for Mental Detention Orders for the regional hospital, search warrants and domestic warrants

- Maintains on-call schedules for Animal Control, Court Designated Worker, and Danville Police Detectives.

- Maintains schedules for Boyle County Sheriff's Office, Junction City Police, and Perryville Police.

- Maintains city and county street/road directory.

- Enters all stolen property, wanted persons, and missing persons for all law enforcement agencies in Boyle County and sends BOLOs as requested.

- Monitors LINK/NCIC for BOLOs, Golden Alerts, and Amber Alerts and disseminates as needed.

- Interfaces with additional agencies such as Probation & Parole, Social Services, Jail, Courthouse (judges and clerks), Commonwealth Attorney, and County Attorney's office.

- Sets off emergency notification systems (disaster sirens and phone notifications).

- Monitors bad weather and coordinates with Emergency Management for all the natural disasters affecting Boyle County.

- Notifies city, state, and county road departments when roads need to be salted for ice or snow, and for flooding and trees down.

- Utilizes the LINK/NCIC system for law enforcement in running driver licenses and license plates, at a minimum.

- Runs Public Housing Authority background checks via LINK/NCIC.

- Uses CourtNet, Ewarrants, Justicexchange, and PVA to assist law enforcement for investigation purposes.

- Monitors a total of five radio channels and can access a mutual aid channel as needed.

- Holder of the record through the CAD system (computer-aided dispatch).

- Contacts surrounding agencies and KSP for assistance as needed.

- Provides EMD (emergency medical dispatch) to the citizens and visitors in Boyle County as needed.

- Enters and maintains all domestic-related paperwork in LINK/NCIC.

- Attends regional training for pipeline, active shooter, and school shootings.

- Maintains trespass files for businesses and citizens.

- Maintains mapping and ESNs for Boyle County.

- Quarterly 911 Advisory Board Meeting.

- 911 Dispatch Meeting two to four times a year.

- Creates and maintains files for the businesses within Boyle for key-holders and emergency contacts.

- Assists with training for the agencies and within the Citizen Academy.

- Participates in career days and 911 educational sessions at local schools.

- Attends at least eight hours of training yearly through Department of Criminal Justice Training (DOCJT).

- Recertifies biennially with EMD (including law and fire) through PowerPhone.

- Recertifies biennially through KSP with LINK/NCIC certifications.

- TAC (terminal agency coordinator) works with our agencies certifying all paperwork entered into the LINK system and making sure security awareness and all necessary trainings/recerts are completed.

- Monitors camera system that covers the Danville City Hall and dispatch center.

As one can see, the scope of responsibility here is vast. Given the authorized staffing levels for this vital function, only one 911 telecommunicator may be on duty for several early morning hours each day, which is a troubling reality. We will more fully address staffing issues later in this section.

Often the first point of contact for a citizen seeking assistance, 911 operators play a significant role in setting the tone for the community's attitude toward the agency. The efficiency with which they collect information from callers and relay that information to responding personnel significantly impacts the safety of citizens, officers, and fire/EMS personnel alike. And for crimes in progress, their work substantially affects the chances of apprehending criminals.

The Dispatch Center can and should serve as an important addition to the investigative effort for in-progress crimes or the active search for wanted suspects. As officers search for suspects in the field, Dispatch Center staff can simultaneously search various computer databases and social media platforms for information that may be of value to the investigative effort. This can apply to missing persons as well. Staff reports that due to consistently low staffing levels, and thus often operating at minimum staffing, this is not a function performed at the Danville 911 Center.

Policies / Procedures

CPSM requested copies of all department policies be uploaded to a secure site for our review prior to the site visit. In reviewing the site, we were unable to locate a policy for the Danville 911 Center. In discussions with the Director of Communications prior to the site visit, a copy of the communications center policy was requested. CPSM received a 50-page document entitled City of Danville, Communications, Policy and Standard Operating Procedures. The format was unlike other policies received in our aforementioned original request for all policies (in that it was not organized in chapters). Staff indicated that this is an outdated policy, and that a draft of an updated has been prepared, but will require approval from the Chief of Police and City Commission.

CPSM would note that maintenance of a policy manual to ensure that policies meet current legal standards, that policies are consistent with best practices, and that a policy addresses all functions of the department and division is a task that no agency of this size can adequately perform. We will address the issue of the department's policy and procedures manual later in this report.

Dispatch Staffing

The dispatch function operates under the direction of the Director of Communications, a civilian manager. The Director is supported by an Assistant Communications Director and a senior telecommunicator. Ten telecommunicator positions (telephone and radio operators) round out the authorized staffing for the section.

As of April 2021, two telecommunicator vacancies existed, which is about 16 percent of the authorized line staffing. As we will discuss in the section on work schedules that will follow, this provides a significant operational strain on the dispatch function.

The following table reflects all authorized (budgeted) staffing assigned to the Danville 911 Center. It depicts authorized positions, actual staffing, and vacancies.

TABLE 6-1: Dispatch/Communications Personnel

Rank	Authorized	Actual	Vacant
Director of Communications	1	1	
Assistant Communications Director	1	1	
Senior Telecommunicator	1	1	
Telecommunicator	10	8	2
Total	**13**	**11**	**2**

The position of 911/dispatch operator involves challenging and stressful duty. Virtually every agency studied by CPSM reports that finding qualified applicants who can complete the rigorous training program required to perform these duties is a struggle. That is also consistent with the experience of CPSM consultants in the agencies in which we worked. Clearly, Danville struggles with this as well.

911 call center administrators are rarely called upon to perform radio dispatch/call taker duties. Rather, they are responsible for directing, supervising, and performing administrative functions of the center. On the other hand, that is not the case for first-line supervisors. First-line dispatch supervisors routinely perform some dispatch and call-taker duties, as well as serve as shift supervisors and perform some light administrative duties.

In Danville, however, especially as it relates to the Director of Communications, it has become all too routine that the administrators/supervisors must serve in the line role of a telecommunicator. Low staffing levels require that the Director, Assistant Director, and senior telecommunicator to perform basic 911 call-taker and radio operator duties on a near daily basis. This was in evidence as CPSM worked to prepare for our on-site assessment. We requested a copy of a work-schedule (at the time, for March 4–10, 2021). In examining that schedule, we noted that all three administrative/supervisory personnel were scheduled to perform call-taking/dispatch duties due to inadequate staffing. When doing so, they have no time to perform their administrative and supervisory duties. This is neither cost-effective nor efficient in ensuring excellence of service.

To address such staffing shortfalls, many agencies resort to hiring personnel for the limited role of call-taker, clerical support, and other non-dispatch duties. Oftentimes, these personnel are department employees assigned to administrative positions such as clerical support in Records. In other cases, they are retired telecommunicators. Some agencies even resort to hiring off-duty officers. In the case of the Danville 911 Center, employees from agencies served by the center

may be available and interested in opportunities to perform in such a role. And though part-time positions are not funded in the operating budget, the wages paid are off-set through salary savings from vacant positions.

While filling full-time telecommunicator vacancies must be a Dispatch Center priority, CPSM would urge the department to consider the use of part-time personnel as well. As we previously noted, in virtually every agency we study, filling full-time vacancies is a challenge. Use of part-time staff offers a necessary staffing lifeline that has been found to be beneficial in many agencies.

As we examine workload data, we will return to the issue of staffing, and make recommendations for necessary increases. These recommendations will be reflected in a *Staffing Summary* subsection that will follow our workload assessment.

Work Schedules

Telecommunicators work a 4/10 schedule under the following primary shift schedule:

- First shift: 6:00 a.m. to 4:00 p.m.
- Second shift: 2:00 p.m. to Midnight
- Third shift: 8:00 p.m. to 6:00 a.m.

While there are three primary shifts, there are two flex shifts that have an impact on the first and third shifts. This flex schedule calls for one telecommunicator on first shift to work from 8:00 a.m. to 6:00 p.m., and one telecommunicator on third shift to work from 6:00 p.m. to 4:00 a.m. This schedule was established to better balance deployments with workload. The department is to be commended for incorporating this flexibility into its work schedule.

The following table reflects this work schedule and staffing as presently authorized. Here again, the Assistant Communications Director and senior telecommunicator are included in normal deployments covering shifts.

TABLE 6-2: Communications Unit Work Schedule

	Thur	Fri	Sat	Sun	Mon	Tue	Wed
Director	Admin	Admin	RDO	RDO	Admin	Admin	Admin
1	RDO	1	1	1	1	RDO	RDO
2	RDO	RDO	RDO	1	1	1	1
3	1	1	1	RDO	RDO	RDO	1
4	1	1	RDO	RDO	RDO	1	1
5	2	2	2	RDO	RDO	RDO	2
6	2	2	2	2	RDO	RDO	RDO
7	RDO	RDO	2	2	2	2	RDO
8	2	RDO	RDO	RDO	2	2	2
9	RDO	3	3	3	3	RDO	RDO
10	3	3	RDO	RDO	RDO	3	3
11	3	3	3	RDO	RDO	RDO	3
12	RDO	RDO	3	3	3	3	RDO

Note: Two current vacancies exist and as such, this does not reflect presently available staffing.

Under this model, if fully staffed, each shift is staffed with four personnel who are responsible for 24-hour / 7-day coverage. However, given the authorized staffing, this requires the Assistant Communications Director and senior telecommunicator to routinely perform telecommunicator duties. Clearly, this is not cost-effective and makes their role as administrator/supervisor secondary to their duties as telecommunicators.

Under this schedule and staffing, if fully staffed, two personnel would be available on five of seven days, and three personnel would be available on the remaining two days of the week. However, this does not factor in vacation, training, sick leave, FMLA, and other forms of leave. CPSM calculates such leave as cumulatively averaging six weeks per year per employee. As such, staffing routinely falls to two or sometimes one throughout significant portions of the workday. When this occurs overtime or coverage by the Administrator is required to meet minimum staffing, a condition that is routinely called for as we will discuss next as we examine minimum staffing.

Minimum Staffing

The department's minimum staffing objective is as follows:

- Midnight to 8:00 a.m.: 1 telecommunicator.

- 8:00 a.m. to Midnight: 2 telecommunicators.

As deployments fall below minimum staffing levels, and overtime deployments or coverage by the Administrator are required, CPSM contends that minimum staffing numbers are just that, minimums, not optimal, or in some cases even safe, efficient, or reasonable.

To meet minimum staffing, in FY 19/20, 3,554 overtime hours were expended at a cost of $91,020. For FY 20/21 (first six months) that trend grew, with 1,884 overtime hours expended at a cost of $48,768. It is important to note that the Director must also work overtime at times to meet minimum staffing, however, as a salaried position, her hours are not captured here.

When this number of hours is translated to full-time equivalent (FTE) personnel, and factoring in leave time as previously addressed, the total equals nearly two FTE positions. Of course, these numbers are spread over a 24/7 schedule, and as such simply adding two full-time positions will not fully meet minimum staffing needs. Nonetheless, this clearly reflects the need for additional staffing.

As previously noted, there are two primary duties in dispatch centers; (1) radio dispatch, and (2) answering 911 emergency and general telephone calls. Best practices for a city of this size and call volume call for a minimum of two personnel to staff a dispatch center on a 24/7 basis. One, a lead dispatcher who is responsible for all radio communication between field units including police, fire, and EMS, would generally not be burdened with telephone answering duties. The second position, at a minimum, would be responsible to serve as a call taker who can also support, as necessary, the lead dispatcher and monitor secondary radio frequencies, etc. Given these generally accepted staffing and deployment practices, CPSM asserts that the minimum staffing as established by the department is unreasonably low. After further examining staffing and workload, we will revisit minimum staffing needs and recommendations in the subsection titled *Dispatch Staffing Summary*.

Call/Workload Demand

As we previously addressed, in addition to serving as the 911 Public Safety Answering Point (PSAP) where all 911 calls are received, the 911 Dispatch Center also receives various other calls

via business lines. In CPSM studies we find that non-911 calls into dispatch centers generally account for more than two-thirds of total call volume. Danville's IT department estimated that this total may be closer to 75 or 80 percent in Danville.

In the table that follows, we examine incoming 911 call demand from for 2019 and 2020. In this table, we capture all Danville 911 Center activity for police, fire, and EMS calls throughout the county. Unfortunately, data for non-911 call volume was not available for this study. This type of data can generally be provided by the contracted telephone service provider, in this case AT&T. The data can be broken down by hour of day, enabling CPSM to make staffing recommendations based upon workload demands throughout the 24 hour day. However, we were advised that AT&T could/would not provide such data.

TABLE 6-3: Telephone Incoming Call Load and Radio Dispatches by Year, 2019–2020*

	2019	**2020**
All calls	Unknown	Unknown
911 calls	19,919	21,679
911 % of total calls	Unknown	Unknown
Police calls dispatched	26,991	25,054
Fire/EMS calls dispatched	8,917	8,166

***Source:** Danville PD

As can be seen, more calls are dispatched than received by the 911 lines. This reflects the fact that many calls requiring the dispatch of police / fire / EMS come in on non-911 lines. Unfortunately, again, we cannot determine total call volume, which would enable us to more accurately measure workload. Assuming that the IT department estimate is accurate, we would expect that total call volume would be in the range of 80,000 to 100,000 calls per year. In addition to the incoming calls, the Dispatch Center makes outgoing calls for a variety of reasons. In studies of other agencies this activity generally amounts to about one-third of the incoming volume. Assuming that is the case for Danville 911 Communications Center, total call volume either in or out would be in the range of 106,500 to 133,000 calls per year.

The following table provides a sample from another of our studies which illustrates how this information is provided, and its value for our analysis. Again, this information was not available for the Danville study.

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TABLE 6-4: Sample: Average Daily Telephone Call Volume by Hour

Hour of Day	Call Volume	Daily Average
Midnight	5,630	15.42
1:00 a.m.	4,394	12.04
2:00 a.m.	3,897	10.68
3:00 a.m.	3,436	9.41
4:00 a.m.	3,202	8.77
5:00 a.m.	3,874	10.61
6:00 a.m.	4,830	13.23
7:00 a.m.	6,900	18.90
8:00 a.m.	9,765	26.75
9:00 a.m.	10,985	30.10
10:00 a.m.	11,909	32.63
11:00 a.m.	12,237	33.53
Noon	12,013	32.91
1:00 p.m.	13,152	36.03
2:00 p.m.	13,359	36.60
3:00 p.m.	13,737	37.64
4:00 p.m.	13,023	35.68
5:00 p.m.	13,048	35.75
6:00 p.m.	11,788	32.30
7:00 p.m.	10,678	29.25
8:00 p.m.	10,287	28.18
9:00 p.m.	9,190	25.18
10:00 p.m.	8,432	23.10
11:00 p.m.	6,467	17.72

As is the case in this sample, it is common to find that the hours between 8:00 a.m. and 8:00 p.m. represent those that are busiest for most communication centers relative to telephone calls, though this varies somewhat from agency to agency based upon community demographics. We use this combined data to provide staffing and deployment recommendations. Here again, that data is not available for Danville, requiring us to make assumptions.

In the absence of 24/7 Records Unit staffing, dispatch staff are also tasked a lengthy list of database updates performed in most agencies by Records staff. The list includes RMS updates of impounds, stolen property, repossession entries, warrants, and many more as reflected in the list of duties outlined at the beginning of this section. As some of these entries are time-sensitive, and Records only works normal business hours, the duties naturally fall to the Dispatch Center, since its personnel are available 24/7. Nonetheless, these duties do have an impact on Dispatch Center staff by taking away from their primary responsibilities. If additional staffing is provided to the dispatch function, as will be addressed below, the impact of this work will be somewhat mitigated. And, except for the time-sensitive work associated with these updates, much of the work can be deferred to the early morning hours when the dispatch workload lessens.

We have previously discussed "discovery" and public records requests in our reporting on the Operations Division. This includes both criminal justice system requests for things such as body-cam video, radio dispatch and telephone recordings, and public records requests (PRAs). Oftentimes, the requests, be they "discovery" or PRA, involve the same items. The Dispatch Center is routinely tasked with providing copies of radio and telephone audio tapes. In larger agencies, we generally recommend the development of a "discovery unit" staffed by one or more full-time employees to handle this growing workload demand. At Danville's size, this is not practical; still, the workload demand is not insignificant. In the next section, we will further address this issue and offer a recommendation to more effectively address this workload demand.

Dispatch Staffing Summary

In examining staffing and workload demands, it is clear that authorized staffing levels in the Danville 911 Center are inadequate. We offer the following for consideration, with recommendations to follow.

- It is unacceptable that the Director of Communications routinely serves as a telecommunicator. Her duties must be focused on managing and directing operations of the 911 Center.

- The difference between the duties of the Assistant Director and senior telecommunicator are not significant, nor is the salary range for these positions (Assistant Telecommunications Director, $38,864.40 to $58,296.61 vs. Senior Telecommunication Officer, $35,311.15 to $59,997.40). Reclassifying these positions to Telecommunications Supervisor and upgrading one telecommunicator position to supervisor would allow for supervision on each of the three primary shifts.

- To facilitate the safe and efficient operation of the 911 Center, allow for minimum staffing to be established at two personnel. To eliminate the need for the Director of Communications to routinely serve in the role of telecommunicator, two additional telecommunicator positions are required. Additionally, this will significantly reduce overtime expenditures.

This alignment would provide for one Telecommunications Supervisor and four telecommunicators to be assigned to shifts 1 and 2, and one Telecommunications Supervisor and three tele communicators to be assigned to shift 3, all shifts covering seven days per week.

In sum this recommendation is for an increase of two FTE positions, and a realignment of supervisory positions to enable a supervisor for each team. As we noted previously, the department is currently expending approximately 3,768 hours of overtime annually simply to meet minimum staffing. As such, even if the department were to fill both existing vacancies, when factoring in leave time, it would simply be positioned to meet current minimum staffing, which is a staffing level that is inadequate. As such, these two *additional* positions are necessary and appropriate.

Response Time to Calls for Service – Call Prioritization (Community-Initiated)

In virtually all law enforcement agencies, calls are assigned a priority based upon the seriousness of the call. The most serious of calls, those involving life-safety and in-progress crimes, are typically assigned as a Priority 1 call for service. Calls not requiring an immediate or emergency response such as cold reports, non-injury collisions, a minor disturbance, etc., are assigned a lower priority. Though it may surprise many, it is common for agencies to have in the range of 150

to 300 call types, especially where the agency dispatches police, fire, and EMS calls as is the case in Danville.

Generally, agencies will establish between three and six priority levels to the various call types to which they respond. Larger agencies generally assign a higher number of priority levels, while smaller agencies generally limit the number to three priority levels.

While the computer-aided dispatch (CAD) system in use in Danville is programed to allow for the assignment of priorities, Danville has chosen not to use this feature, and as such, all calls are entered as having an equal priority. Staff indicated that they generally do not hold calls, dispatching each as it comes in, so assignment of priorities is not necessary. However, staff did acknowledge that at times, no units are available to dispatch, and as that situation occurs, a supervisor is notified. CPSM would suggest that Danville reconsider this practice, and assign call types a priority. If this is done, life-safety and in-progress crimes can be assigned the highest priority.

This becomes important as we examine response times for the Danville Police Department. As we did in the case of Danville, CPSM routinely examines response times to all calls. However, we also focus attention on calls by priority, something that we could not do for this report based on Danville's practice of not assigning call priorities.

In the following table, we examine response times by the category of the call, but without priorities assigned. Data covers the same reporting periods, winter and summer of 2019, as reflected in reporting under the *Patrol Section*. Again, no priority is attached.

Data calculations are based on what is commonly practiced at law enforcement agencies. That is, a call taker receiving a call types the information into a call screen, electronically sends it to the dispatcher, and the call is broadcast and assigned to an officer to handle. The dispatch period is measured from the time of call receipt, ending when the dispatcher assigns an officer to that call. The travel period begins at the conclusion of the dispatch period and ends when the officer arrives at the scene of the call. The response time represents the combination of the dispatch and travel periods. This is the amount of time it takes from the initial call to an officer arriving on scene.

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TABLE 6-5: Average Response Time Components, by Category

Category	Winter Time in Minutes			Summer Time in Minutes		
	Dispatch	Travel	Response	Dispatch	Travel	Response
Accident	2.3	5.8	8.1	2.0	5.6	7.6
Alarm	1.9	5.7	7.5	2.1	5.5	7.6
Animal	2.5	6.9	9.4	3.1	7.3	10.3
Assist–citizen	9.3	12.4	21.7	15.4	10.0	25.4
Assist other agency	3.3	4.8	8.1	2.3	4.5	6.8
Check	3.4	5.5	8.9	3.3	5.6	8.9
Community service	2.9	6.3	9.2	2.5	6.0	8.5
Crime–person	1.9	5.0	6.9	1.9	5.0	6.9
Crime–property	2.8	6.1	8.9	3.1	6.3	9.3
Domestic	2.6	4.2	6.8	1.8	4.0	5.7
Drug/alcohol related	1.8	4.9	6.7	2.4	5.1	7.5
Investigation	3.0	6.0	8.9	3.7	6.4	10.1
Miscellaneous	3.9	12.2	16.1	5.5	12.1	17.6
Suspicious incident	3.6	4.9	8.5	2.3	4.6	6.9
Traffic enforcement	3.1	4.2	7.3	2.4	4.1	6.5
Total Average	**2.9**	**6.0**	**9.0**	**3.0**	**5.7**	**8.7**

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

As is reflected, the average dispatch period is 2.9/3.0 minutes, and the average travel time is 6.0/5.7 minutes, for a total response time of approximately 9.0/8.7 minutes. In what would be a life-safety or in-progress crime call, normally a Priority 1 call, these averages would be excessive. For Priority 1 calls, the dispatch period should be in the range of 1.0 to 1.5 minutes, and the travel period should be in the range of 3.5 to 4.0 minutes. Ideally, the response time to a Priority 1 call should be at or near 5.0 minutes. But again, we cannot determine which of these calls fall into that category.

To illustrate the value of assigning call priorities, the table that follows represents a sample from another agency study conducted by CPSM, one that assigns calls by priority. Here, you will see that we were able to conduct a more detailed analysis of the effectiveness of a department's efforts to rapidly respond to emergencies and in-progress crimes. As can be seen, there are significant differences in response times to the different priorities of calls, especially as it relates to the dispatch period.

Again, the following table is a sample of work perform for another agency. It does not reflect data from Danville.

TABLE 6-6: Sample of Average Dispatch, Travel, and Response Times, by Priority

Priority	Dispatch Delay	Travel Time	Response Time	Calls
1	2.5	4.0	6.5	3,087
2	14.3	5.2	19.5	29,751
3	24.7	6.0	30.7	9,691
Weighted Average/Total	**15.8**	**5.3**	**21.1**	**42,529**

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

In the following figure we examine response times by both time of day and season (winter vs. summer) in Danville.

## FIGURE 6-1: Average Response Times, by Hour of Day, Winter and Summer, 2019
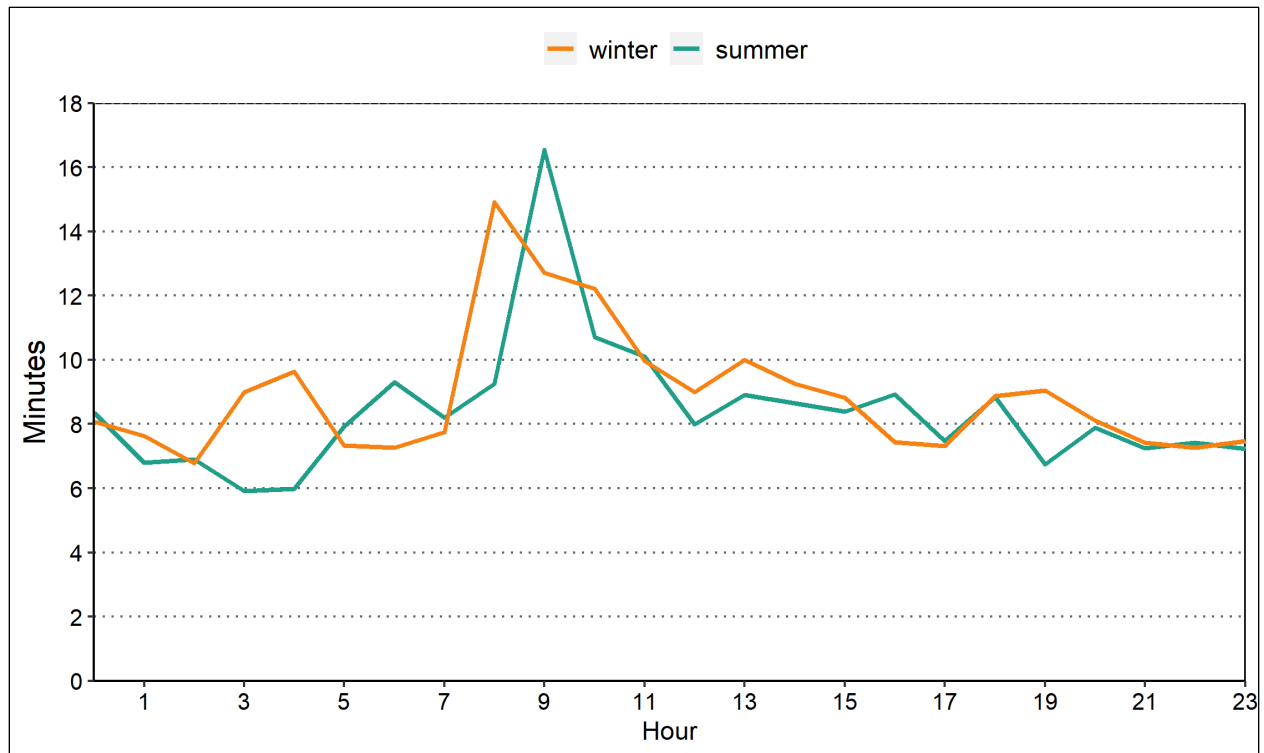
As can be noted, response times between 7:00 a.m. and 11:00 a.m. are significantly higher than throughout the remainder of the day and night.

Analysis of Call Volume by Sector

Whether referred to as beats, zones, or sectors, virtually all local law enforcement agencies delineate geographic areas within their jurisdiction as a patrol beat. In Danville, these are referred to as sectors. Sectors may be established based upon any number of factors. These often include physical barriers such as highways, waterways, or rail lines, commercial vs. residential areas, or call volume/workload, among others. Danville has three such sectors; the following figure illustrates these sectors.

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**FIGURE 6-2: Danville Police Department Patrol Sectors**
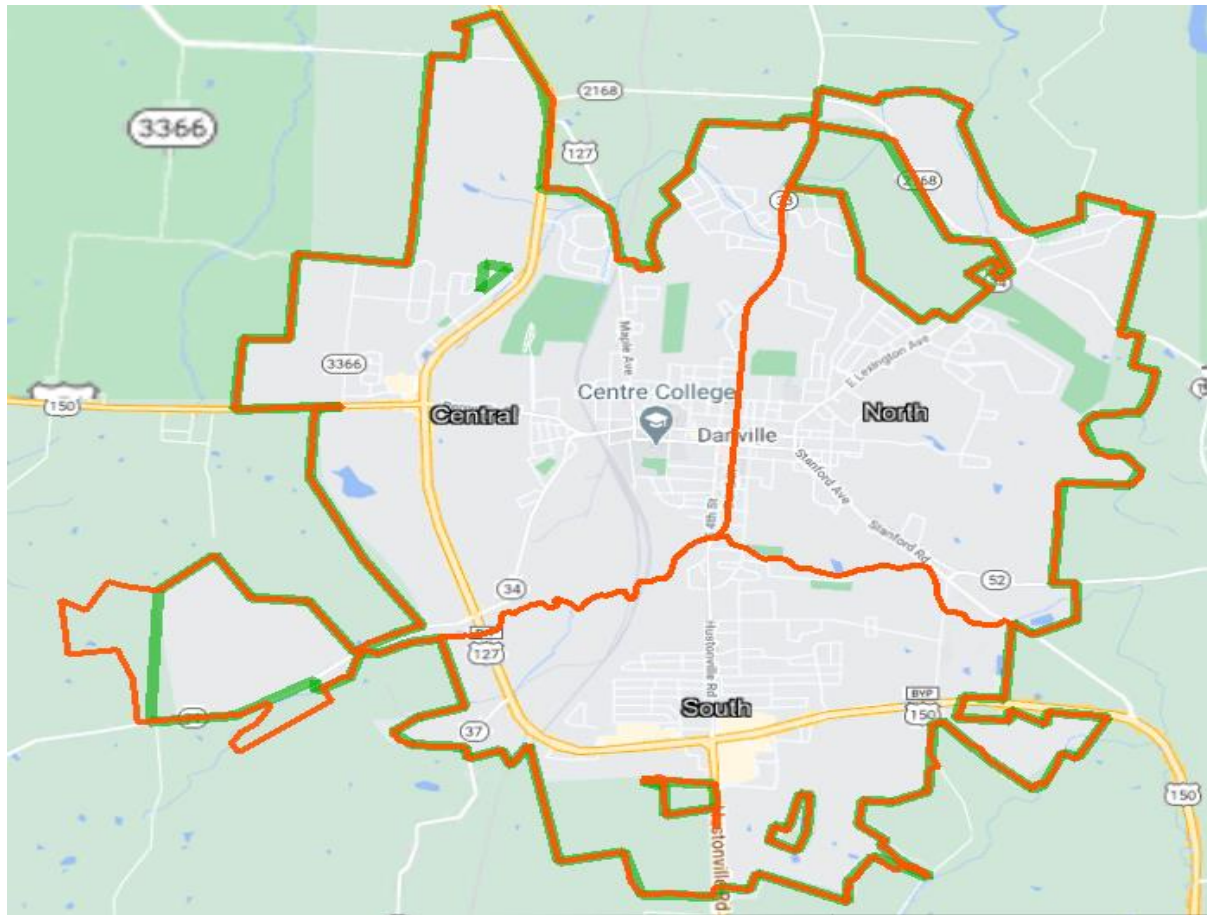
Departments generally assign officers to these sectors based upon call volume activity. As such, call volume data becomes important as a management tool when assigning staffing. All CAD systems are designed to be programed to allow for capture and analysis of this data. CPSM searched the CAD call history field and found that while cellular telephone-initiated 911 calls generally reflected sector information, noncellular calls (land lines), or other initiated calls did not provide sector information in the call history. As such, we were unable to conduct an analysis by sector.

CPSM recommends that the technical issues that are preventing capture of sector information on all calls be identified and corrected to allow for future analysis. In the following figure we provide a sample of such analysis from another recent study at a larger agency. The value of such an analysis is evident. In this example, the agency referred to the sectors as zones. Response times by zone were also available with this analysis for that agency.

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FIGURE 6-3: Sample: Percentage Calls and Work Hours, by Zone
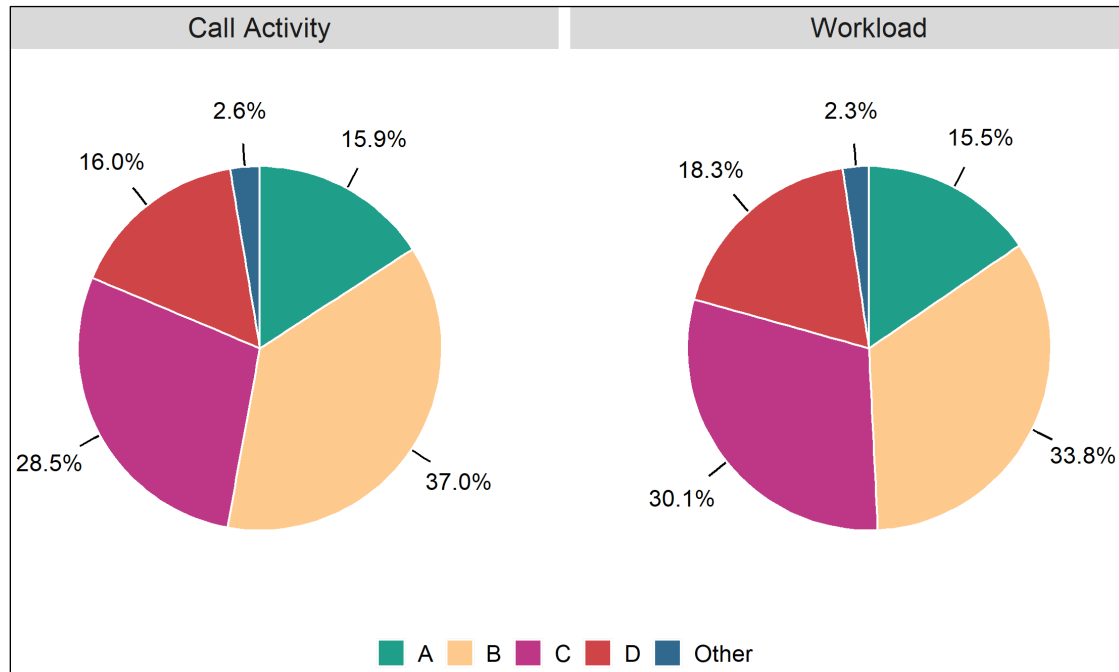
In the following table, the information for each zone shown above further identified by beat within the zone. Again, this is a sample of the data analysis capability if the sector information is collected.

TABLE 6-7: Sample: Calls and Work Hours by Zone, per Day

Zone	Per Day		Area (Sq. Miles)	Population (2019 Est.)
	Calls	Work Hours		
A1	20.6	13.6	12.2	20,147
A2	14.0	9.1	2.3	8,500
B1	27.1	18.4	3.2	16,665
B2	53.7	31.0	1.7	5,922
C1	22.5	16.0	9.6	30,192
C2	18.5	13.1	3.8	12,989
C3	21.1	15.0	5.3	9,117
D1	18.0	13.8	2.0	5,996
D2	17.0	13.1	4.6	7,777
HQ	0.3	0.1	NA	NA
Miscellaneous	3.0	1.8	NA	NA
Unknown	2.5	1.5	NA	NA
Total	**218.3**	**146.3**	**44.6**	**117,305**

Assigned Unit Identifiers for Police Calls

As touched on in reporting on *Patrol*, for the vast majority of police departments, officers are assigned call designations based upon their assignment. For instance, a detective may be assigned a D1, or a bike patrol officer may be assigned as BP1.

Patrol officers' call designations are generally assigned by sector or beat. For instance, an officer assigned to patrol the South sector may be designated as 2S1 or 2S2. In this case, the initial 2 would represent the shift (day shift), S would represent the patrol area (South Sector), and 1 or 2 would represent the car number within that area. Therefore, the first (if multiple officers were assigned to a sector) dayshift officer assigned to patrol South sector would be designated 2S1. If there were the second car in that beat, it would be designated 2S2.

In Danville, however, rather than assign unit identifiers according to this model, units are assigned by their ID numbers. As such, while one can easily identify the officer(s) involved in a call, it cannot be easily and reliably determined which operating unit of the department was involved in the call response. This is especially true where so much overtime is mandated.

For instance, we were provided with a list of ID numbers for patrol-related officers to include in the data analysis. We used those ID numbers to identify calls as handled by patrol. However, a detective, whose ID number we did not have, may work a patrol overtime shift. And under these circumstances, we may not have included calls to which he responded, absent a patrol officer also responding on that call. As such, it is impractical — with the available data — to accurately measure some workload by assignment (i.e., patrol). As the staffing outside of patrol is limited, we do not believe that this would significantly alter our assessment in any way. However, going forward, it would be in the best interest of the department to accurately capture workload data by department function. This can be readily changed in the CAD system.

Quality Control Audits

Periodic review of random tape-recorded calls handled by each 911 dispatcher or call taker is important to ensure quality control and helps to identify training and or performance issues. This is an important aspect of managing a 911/dispatch operation. However, this is not a function performed in the Danville 911 Center. Staff indicated that workload demands, especially impacting supervisors who would be charged with such audits, prevent this from occurring except as it relates to a specific inquiry. Should staffing levels be adjusted as is necessary, this is a duty that should be incorporated into the supervisory routine.

Back-up 911 Center

At this time, there is no back-up 911 dispatch facility available in the event that the Danville 911 Center becomes unusable for any reason. As the PSAP for the entire county, and the communications lifeline for all county-wide emergency services, it could become a major crisis if the facility became unusable for any reason, including a natural disaster, fire, or criminal act. CPSM urges the city and county to explore setting up an alternate site that can be used in case of an emergency.

Recommendations:

■ To provide adequate supervision and staffing to safely meet 24/7 workload demands, authorized staffing of the Dispatch Center should be established at one Director, three supervisors, and 11 telecommunicators, which is an increase of two new positions. This involves the reclassification of the Assistant Director of Communications and Senior Telecommunicator,

as well as the upgrade of one telecommunicator, to Telecommunications Supervisor. The two new positions should be telecommunicator positions. (Recommendation No. 50.)

- To ensure safe and efficient operations in the 911 Center, minimum staffing should be set at two personnel on a 24/7 basis. (Recommendation No. 51.)

- As the capability to do so is available in the computer-aided dispatch system, it is highly recommended that the Danville 911 Center, in cooperation with agencies served by the center, identify priorities for calls for service. CPSM would suggest Priority 1 calls for service be limited to life-safety and in-progress crime calls. Given the volume of calls for service handled, it is further recommended that not more than three call priorities by established. (Recommendation No. 52.)

- The technical issues within the computer-aided dispatch system which prevent the capture of patrol sector information in call histories should be remedied so as to enable analysis of such data in the future. (Recommendation No. 53.)

- To better track workload demands, eliminate the use of employee ID numbers for radio call signs and transition to radio call signs that reflect shift, sector, unit within the area, or special assignment, etc. (Recommendation No. 54)

- A suitable location for a back-up 911 dispatch center should be identified and the logistical requirements needed to make that facility operational should be addressed. (Recommendation No. 55.)

SECTION 7. MISCELLANEOUS

In this section, we will discuss components of police operations which are outside the confines of a specific operating division, but which are important to operations, nonetheless. These components include Community Services, Special Events, Citizen Police Academy, Volunteers in Policing, Information Technology, Public Records Act (PRA), Policies, and Succession Planning.

COMMUNITY SERVICES

Special Events

All police departments engage in what are referred to as community service activities. These often include parades, concerts, BBQs, community 5k and 10k runs and other sporting events, downtown festivals, community park events, citizen police academies, speaker requests, and any number of similar activities. Danville is no exception, with many of these types of events occurring frequently within the city.

As is consistent with virtually all communities, special events in Danville require a permit. In Danville, the permit fee is $25. What is not consistent among various communities is whether costs to the city associated with the event are passed along to the event organizer, or absorbed by the city. Those costs often include liability insurance, road barricade placement, trash container placement/pick-up and trash clean-up, and most importantly, personnel costs, both planning and on the day of the event. Day-of-event personnel costs generally involve overtime for off-duty personnel.

Policies vary widely as to whether a jurisdiction has a policy regarding the charging of special event-related costs to an event's organizers. In terms of policing costs, some cities waive all costs including planning, equipment, and overtime. Others absorb planning and some equipment costs, but charge for overtime costs related to day-of-event staffing. And still others charge for all event-related costs, including planning, equipment, and day-of-event overtime staffing. While this is a policy decision for the city, we note that many police departments have found that they are ill-funded to absorb all of these costs as the number of such events increases. We obtained from Danville the policing overtime costs related to events for calendar years 2018 and 2019. Over that two-year period, overtime costs amounted to $51,695, which is not an insignificant sum. CPSM suggests that the policy of absorbing all policing costs related to special event planning and staffing be studied to determine if that policy is prudent given today's event demands.

In larger agencies, specific operating units with full-time staff are dedicated to coordinate all such activities. In smaller agencies, one individual is often tasked with the coordination of all community service events as a collateral duty to other activities that they are responsible for. And for agencies that lack adequate staffing to assign these duties to a specific individual, the duties are parceled out to whomever is available at the time.

At present, Danville spreads the coordination of these duties among the Chief of Police, Assistant Chief of Police, a police captain, the executive secretary, or anyone else in the organization who may be available to handle planning for a specific event. Clearly, this lack of continuity is the least desirable method of coordinating these events.

As was discussed in the section on staffing in the Operations Division, we noted that the Administrative sergeant position is vacant. As recommended in that reporting, that position should be filled without delay. If accomplished, special event planning and coordination would appropriately be assigned to that individual. Absent that, a retiree could be hired on a part-time basis to serve in this role.

Recommendations:

- Consider whether it is appropriate, from a policy standpoint, to recover personnel costs involved in providing overtime staffing at special events. (Recommendation No. 56.)

- If the Administrative sergeant position is filled as previously recommended, assign the responsibility for coordinating special events to that position. Absent that position being filled, or as an alternative, a retiree could be hired on a part-time basis to fill this role. (Recommendation No. 57.)

Citizen Police Academy (CPA)

Citizen Police Academies serve as an excellent link between police departments and the communities they serve. They garner understanding and trust, both for the department and community. In many cases, citizens who have attended a citizen police academy go on to both advocate for the department and to serve as volunteers. In today's policing environment, this is a critical need.

After years of dormancy, the department re-established its Citizen Police Academy with programs in both 2019 and 2020. The 10-week academy saw 10 graduates in 2019 and an additional 18 graduates in 2020. The department plans to continue offering academies in 2021 and future years; CPSM supports this.

Additionally, CPSM would recommend that the department seek out graduates of the Citizen Police Academy who may be interested in serving as mentors and facilitators for future classes. This is an excellent way to involve citizens in the department, and it lessens the workload of department staff as it relates to facilitating this important program.

Recommendation:

- Incorporate past graduates of the Citizen Police Academies into the planning and facilitation efforts of future CPA classes. (Recommendation No. 58.)

Volunteers in Policing (VIP)

Danville PD, like many agencies, incorporates volunteers into its workforce. Commonly, as is the case in Danville, this is done under the title of Volunteers in Policing. Many, but not all of these programs are staffed by senior citizens who have discretionary time available to conduct volunteer activities. However, volunteers do serve as an excellent source to supplement staffing of police departments, albeit in a limited role. This was touched upon above, as we recommended that CPA graduates be recruited to assist in planning and facilitation of future CPA classes.

At present, Danville utilizes just two such volunteers. They work under the direction of the Assistant Chief of Police. They wear a casual uniform consisting of a hat, polo shirt, and jacket. These are emblazoned with the VIP logo. Their duties are limited, but include:

- Traffic control at special events.

- Assisting with extra service requests such as vacation checks.

- Providing an extra police presence (non-enforcement) at complaint locations such as chronic traffic violators, etc.

With the exception of special events, they establish their own schedule as their time permits. In the past 12 months, they dedicated 712 hours of volunteer service. That number is expected to grow in future years (post-COVID) as special events begin to reappear.

Untapped opportunities to use volunteers may exist throughout the department. Expanding both the number of VIPs and their roles in the organization should be considered. As mentioned in reporting on the Citizen Police Academy, they may be available to provide support to staff for future academies, and in terms of special events, they may be able to assist the Administrative sergeant with the planning process for events. As well, they may be able to provide support in Records with telephone or clerical duties, assist with clerical duties in detectives, etc. CPSM recommends that the department identify tasks that volunteers could handle and then assign VIPs as appropriate.

Should the department expand the VIP staff, consideration should be given to creating a hierarchy within the program to allow for volunteer staff to self-manage the program where appropriate. As an example, a VIP supervisor could be tasked with arranging staffing and assignments for VIP volunteers needed for a special event. Again, if the program is expanded, this would relieve the Assistant Chief of some of the administrative duties of managing the program.

Recommendations:

- Identify additional functions throughout the department where VIPs could assist department personnel in various non-enforcement tasks. (Recommendation No. 59.)

- Expand the number of VIP volunteers by recruiting from CPA graduates. (Recommendation No. 60.)

- If the VIP program is expanded, consider the creation of a hierarchy within the VIP program to facilitate self-management of the program and relieve full-time staff from program management workload. (Recommendation No. 61.)

INFORMATION TECHNOLOGY

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

- Body-worn cameras.

- In-car video system.

- Mobile data terminals in police vehicles.

- Desktop computers.

- Handheld video recorders (when needed).

- Digital recorders.

- Cameras.

- Recorded interview rooms/holding areas.

- Varying types of software programs, evidence logging software, server storage for body-worn cameras and in-car cameras, other computer-related programs for reports, information sharing, etc.

- Dispatch, CAD, mapping, radio communications, towers, repeaters.

Anecdotal evidence from our interviews with staff at all levels of the organization suggest that the department is well supported by its technologies and technology support, though some indicated that many officers underutilize the technology available to them. This is not uncommon in law enforcement, or other fields for that matter, as employees have differing levels of comfort or knowledge in utilizing technology. As well, technology may not be user friendly. To address this range of issues, we would offer a recommendation that the department create an Information Technology Committee.

The committee should be chaired by someone such as the Assistant Chief of Police or a captain who has the authority to move recommendations forward. It should be made up of end users from throughout the department as well as the city's IT manager or designee. It is important that the participants are diverse in their skill levels regarding technology. Committees of this type have a tendency to attract only those who have high levels of skill and comfort with technology, thus, the technologies that they recommend/acquire are sometimes not user friendly for those with more general knowledge or less comfort. That results in the acquisition of technology that end users shy away from, and the technology is then underutilized and ineffective. In discussions with Danville IT staff, it was estimated that upwards of 50 percent of police department personnel underutilize available technology. Again, this is consistent with other agency studies conducted by CPSM.

If formed, the committee should meet not more than two to three times per year. The objective in not to meet for the sake of meeting. For the committee to be productive, the meetings, at a minimum, must serve to identify underutilized technologies and the reason for the underutilization (e.g., training) as well as examine available technology enhancements that will both improve efficiencies and enhance service delivery. Finally, action items identified must establish responsibilities for completion, mechanisms, timelines, and a reporting guidelines that ensure that action items are moved forward. In focus groups, we discussed technology needs, and the potential for the development of such a committee. Several personnel responded favorably to such a consideration.

While department staff indicated that they are well-served by the technology in use by the department and the support provided by the city's IT staff, throughout this report we have identified technology needs, many of which are related to the collection of CAD data, investigative case management, management of personnel issues, and a host of related

subjects. Each of these technology needs should be considered by the department. And while no law enforcement agency can afford to acquire all of the "latest and greatest" technologies, in the areas described here, a significant need exists within the department and we encourage the department to consider the technology enhancements recommended by CPSM.

In addition, CPSM would encourage the department to consider the use of Automated License Plate Readers (ALPRs). ALPRs capture a video image of the license plates of passing vehicles and then search databases to determine if the vehicle is stolen or otherwise wanted in connection with a criminal offense.

These devices can scan hundreds of plates per minute and can provide quick notification of a wanted vehicle. Such devices can be placed at a fixed location, or in a mobile patrol unit. Clearly, these are invaluable tools for law enforcement and serve as a force multiplier for any agency. The Danville bypass serves as a major traffic corridor through the city. It would potentially serve as an excellent location for fixed placement of such devices. Cameras placed on the bypass at the city limits would help to identify persons coming into the city that may be involved in criminal activity and pose a threat to the city. CPSM does not endorse vendors, but is aware that costs of such devices, including installation, are approximately $10,000 per camera per lane.

Recommendations:

- CPSM recommends that the department create an Information Technology Committee to address the department's technology needs related to personnel performance management and the collection of computer-aided dispatch (CAD) data as well as to recommend ways to maximize the use of existing technology. (Recommendation No. 62.)

- Consideration should be given to the utilization of Automated License Plate Readers (ALPRs) at Danville Bypass entry points to the city. (Recommendation No. 63.)

KENTUCKY OPEN RECORDS ACT (KORA)

Here we address a more complex demand for police records rather than the general requests for copies of crime and accident reports that are facilitated by the Records Unit. Never has the demand for police records been greater than today. These demands, often complex, result in a significant burden on staff time to review, redact, and process demands for information and recordings, be they for judicial discovery and/or KORA requests.

Such demands, absent adequate staffing and planning, have overwhelmed some police department units charged with meeting these demands. DPD is already feeling these effects in Operations, Investigations, and the 911 Center. At present the Assistant Chief is responsible for the agency's compliance with KORA and other public records requests. The Assistant Chief estimated that approximately ten percent of his time is committed to actively producing such records. Additionally, when he is unable to meet the required timelines for compliance, he must delegate some of this responsibility to the Detective section supervisor. And finally, the Director of Communications is actively involved in this process as it relates to police radio transmissions, CAD records, and telephone recordings. Given the agency size and present demands, we do not believe that complying with these requests requires a full-time staff person; nonetheless, we suggest that the responsibility be centralized.

In reporting on the Danville 911 Center, we indicated that the 911/Dispatch function is, at present, inadequately staffed to provide safe and efficient services on a 24/7 basis. As a result,

the Director of the Center and other supervisory staff are called upon to perform the duties of subordinates on a daily basis. We offered recommendations for additional staffing, and a modification of the supervisory structure. If those recommendations are adopted by the city and department, CPSM would suggest that the Director of the Danville 911 Center could serve, with support of the Center's supervisors, as the point of contact to manage discovery and PRA requests. At present, this position is already charged with producing such records when they involve telephone and/or radio dispatch communications, and with the additional training and staffing as called for, would be well-positioned to take on this responsibility.

The assumption of these duties would necessitate access to applicable systems (e.g., radio and telephone recordings, body-worn camera recordings, etc.). By centralizing this function, the department can respond to PRAs and court orders to in a more timely and accurate manner; as well, other divisions will be relieved of this workload.

On occasion, some PRAs fall outside of the legal mandate for response. As necessary, legal counsel should be readily accessible to review PRA requests in order to ensure that responses are appropriate and necessary.

Recommendation:

- If recommendations for increasing staffing in the Danville 911 Center are adopted, assign the responsibility to comply with all PRA and discovery requests to the Director of Communications. (Recommendation No. 64.)

POLICY MANUAL

Policies that serve as operational guidelines are critical to the effective and efficient management of any law enforcement organization. Given the mission of law enforcement, and ever-changing laws that regulate the performance of agencies, it is vital to have a comprehensive policy manual that reflects best policing practices and complies with legal mandates. A department must maintain a comprehensive policy manual, and all policies, new or revised, should be reviewed by the department's legal counsel. This ongoing effort involves substantial cost and time. And in the case of Danville, the Board of Commissioners must approve all policies and any policy modifications.

Few law enforcement agencies, including Danville, have the resources available to maintain an up-to-date policy manual that meets all requirements. To do so generally requires a nearly full-time effort on the part of a management-level employee. Danville PD, nonetheless, does manage its own policy manual, to a degree.

Unique to the State of Kentucky, the League of Kentucky Cities provides sample policies that agencies are free to draw upon in constructing and maintaining their policy manuals. This is done under the umbrella of the Kentucky League of Cities Insurance Services as part of the effort to control liability costs for insured member agencies, including Danville. However, the onus to ensure an agency's policy manual reflects best practices, and complies with legal mandates, remains with the police department. As previously noted, this is not something that most agencies, including Danville PD, have the capacity to do consistently and effectively.

To illustrate this, we return to information that we discussed in Section 5 pertaining to Internal Affairs Investigations/Personnel Complaints, and Use of Force, both potentially high-liability issues faced by all law enforcement agencies. Specifically, we discussed Early Warning Systems (EWS) for potentially problematic behaviors. The department does not utilize such a mechanism, and

nowhere in its policy manual did CPSM find a reference to this important subject. However, we did find that the League of Kentucky Cities does offer a sample EWS policy which could have been drawn upon by Danville PD. And as it relates to the department's Use of Force policy, there is no reference to any duty of a witnessing officer to intervene in an inappropriate use of force, or to report that inappropriate force. As it relates to discussion on the EWS and the duty to intervene in and report an inappropriate use of force, both are critically important and vital to be included in the department's policies, though neither is.

Let us be clear here, this is not surprising, nor is it an indictment of Danville PD's efforts. It is a reflection of how difficult it is for a department of this size to maintain a comprehensive policy manual while juggling all of the other duties that the department faces.

There are private firms that specialize in aiding police agencies in maintaining a policy manual that meets current standards for best practices and legal mandates. An increasing number of agencies are relying on such firms to assist with this vital function. One such firm, Lexipol, is highly regarded and widely utilized across the country. Lexipol's legal team and subject matter experts continuously track changes and conditions that warrant policy revisions. At least annually, but often two to three times per year, Lexipol provides agencies with revised policies for consideration.

While Lexipol provides sample policies consistent with best practices and legal mandates, each agency maintains the ability to modify the policies to meet their specific operational needs and objectives. If the agency accepts the revision, Lexipol immediately updates the manual.

For example, in the discussion on Use of Force in Section 5, the policy language referenced regarding the duty to intervene and duty to report is from Lexipol. This is but one example of the value of utilizing these experts in building and maintaining a comprehensive policy manual.

In our experience, we have heard from police departments, city attorneys, and Joint Powers Insurance Agencies (JPIA) that the services provided by Lexipol are essential in policy management. In one case, a JPIA refused to provide insurance to agencies that did not utilize Lexipol services.

While Lexipol provides continuing support in ensuring that policies match current statutes and court decisions, we recommend that critical policies receive annual review by the department's staff to ensure that department practices and policies align. This review should take place regardless of what direction the department takes in managing its policies.

Recommendations:

- Strong consideration should be given to contracting with Lexipol for development and maintenance of an improved policy manual. (Recommendation No. 65.)

- Conduct an administrative review of critical policies on an annual basis to ensure that department practices align with department policy, and that policies reflect best practices. (Recommendation No. 66.)

SUCCESSION PLANNING

At this point in time, it would appear that the department's leadership team will be in place for the next several years. Danville is fortunate to be in this position to have stability at this level, especially since this team is so well regarded and performing at such a high level. Nonetheless, CPSM would encourage the department to consider a structured succession plan, including

mentoring of the next generation of department leaders. While the plan must focus on command-level positions, the development of future mid-management and first-line supervisors must be considered as well. Exposure of all potential future leaders to a variety of administrative assignments and tasks is essential to prepare them for these future responsibilities.

The Chief should work with the department's Assistant Chief to discuss performance observations of captains in an effort to identify strengths and deficiencies. Captains should then be included in discussions to assess sergeants in the same manner. Interviews should be conducted with each captain and sergeant to ascertain what he/she believes are needed areas for their professional development in preparation for increased future responsibilities. Command staff should be assigned, in a one-on-one capacity, to serve as mentors and ensure that identified development needs for their assignee, including training needs and assignment of advanced administrative tasks, are successfully completed. Once a development plan is determined for current sergeants, captains should serve as mentors to the sergeants, and be charged with ensuring that the plan is successfully implemented.

Sergeants could be called upon to identify and mentor officers to prepare them for future leadership positions as well.

To maximize effectiveness, this needs to be a formal, structured plan with benchmarks and regular progress reviews. Relying on an informal strategy to develop personal is not appropriate or adequate.

Recommendation:

- CPSM recommends that efforts be made to develop the future leaders of the department. The focus cannot be limited to ranking officers, but must transcend the hierarchy of the organization to prepare the next generation of command staff down through the future first-line supervisors, both sworn and civilian. In addition to formal educational opportunities (FBI National Academy, Senior Management Institute for Police, etc.), assignment of administrative tasks and to specialized units should be part of this plan. The recommendations offered in this assessment offer the opportunity to place administrative responsibilities on the shoulders of these first-line supervisors and mid-level management staff. (Recommendation No. 67.)

SECTION 8. PROPOSED REORGANIZATION

Throughout the report, CPSM has offered minor modifications to the organization structure of the department. These included the conversion of the Major position in Detectives to that of a Captain, and transferring the SRO position from Patrol to Detectives.

We would also recommend that the department consider the creation of a Professional Standards Unit as a direct report to the Chief of Police, with the assigned responsibilities of Internal Affairs (including Use of Force), Training, Personnel and Policy Management, and other related duties as assigned. These are all interrelated functions. For instance, internal investigations and/or review of use of force incidents may lead to the need for modifications of department training or changes in policy.

While these are all tasks that the department manages today, they are not centralized. The current Administrative sergeant position (vacant at present), could be assigned to manage these important tasks. Such units are common in most police agencies.

This proposed organization structure reflected in the following figure captures recommendations offered throughout this report.

FIGURE 8-1: Proposed Organization Structure

Danville Police Department
Organization Chart
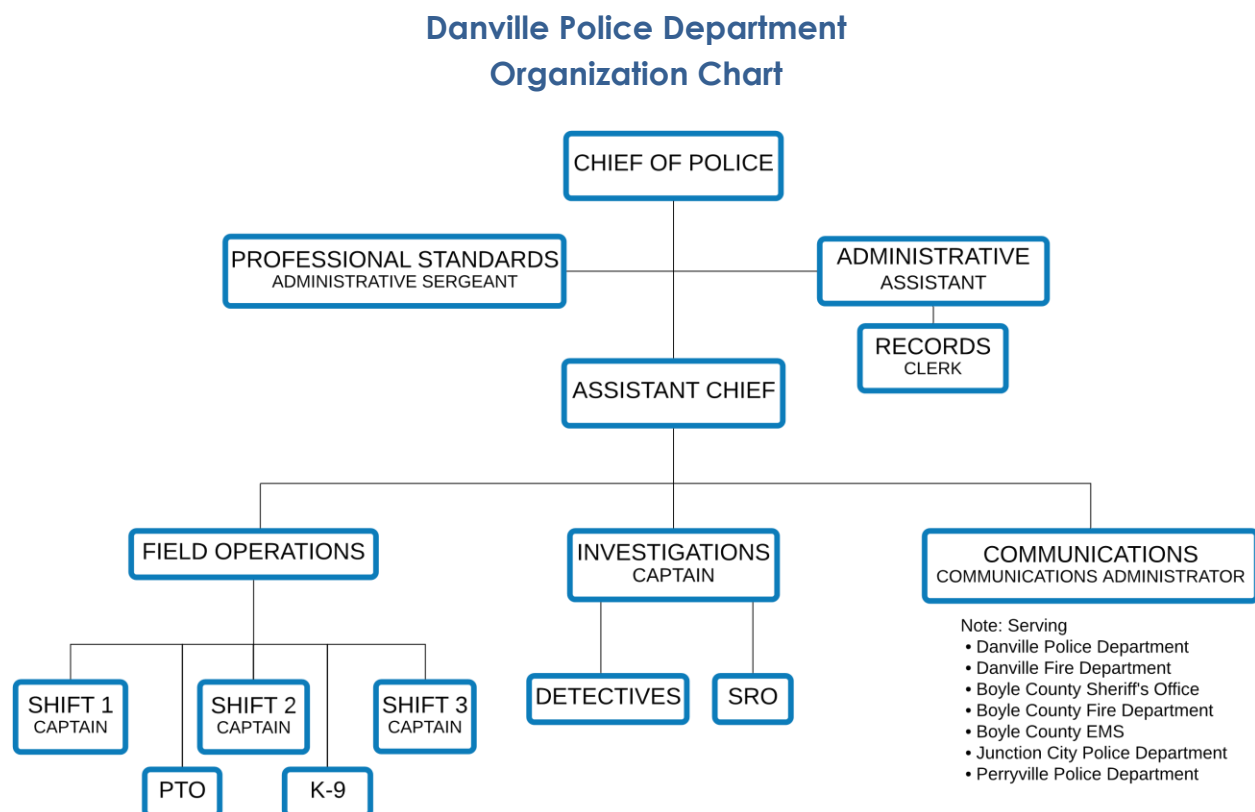
SECTION 9. DATA ANALYSIS

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

All information in this analysis was developed using data from the police department's computer-aided dispatch (CAD) system.

CPSM collected data for one year from January 1, 2019, through December 31, 2019. The majority of the first section of the report, concluding with Table 9-8, uses call data for the entire year. For the detailed workload analysis, we use two eight-week sample periods. The first period is from January 4 through February 28, 2019, or winter, and the second period is from July 7 through August 31, 2019, or summer.

WORKLOAD ANALYSIS

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

- We first process the data to improve accuracy. For example, we remove duplicate patrol units recorded on a single event as well as records that do not indicate an actual activity. We also remove incomplete data, as found in situations where there is not enough time information to evaluate the record.

- At this point, we have a series of records that we call "events." We identify these events in three ways:

  - We distinguish between patrol and nonpatrol units.

  - We assign a category to each event based upon its description.

  - We indicate whether the call is "zero time on scene" (i.e., patrol units spent less than 30 seconds on scene), "police-initiated," or "community-initiated."

- We then remove all records that do not involve a patrol unit to get a total number of patrol-related events.

- At important points during our analysis, we focus on a smaller group of events designed to represent actual calls for service. This excludes events with no officer time spent on scene and directed patrol activities.

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

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

- 1,163 events (about 7 percent) involved patrol units spending zero time on scene.

- 1,656 events (about 10 percent) were initially identified as officer-initiated but never provided a more detailed description. For this reason, we included a category labeled "officer initiated." Since other calls with more detailed descriptions were also officer-initiated, all officer-initiated calls were described as "police-initiated."

- Two calls lacked accurate busy times. We excluded these calls when evaluating busy times and work hours.

- The computer-aided dispatch (CAD) system used approximately 45 different event descriptions, which we condensed into 18 categories for our tables and 12 categories for our figures (shown in Chart 9-1). Table 9-15 in the appendix shows how each call description was categorized.

Between January 1, 2019, and December 31, 2019, the communications center recorded approximately 17,315 events that were assigned call numbers, and which included an adequate record of a responding patrol unit as either the primary or secondary unit. When measured daily, the department reported an average of 47.4 patrol-related events per day, approximately 7 percent of which (3.2 per day) had fewer than 30 seconds spent on the call.

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

CHART 9-1: Event Descriptions for Tables and Figures

Table Category	Figure Category
Alarm	Alarm
Assist–citizen	Assist
Assist other agency	
Check	Check
Crime–person	Crime
Crime–property	
Directed patrol	Directed patrol
Domestic	Domestic
Drug/alcohol related	Drug/alcohol related
Animal	General noncriminal
Community service	
Miscellaneous	
Investigation	Investigation
Officer initiated	Officer initiated
Suspicious incident	Suspicious incident
Accident	Traffic
Traffic enforcement	
Traffic stop	

FIGURE 9-1: Percentage Events per Day, by Initiator
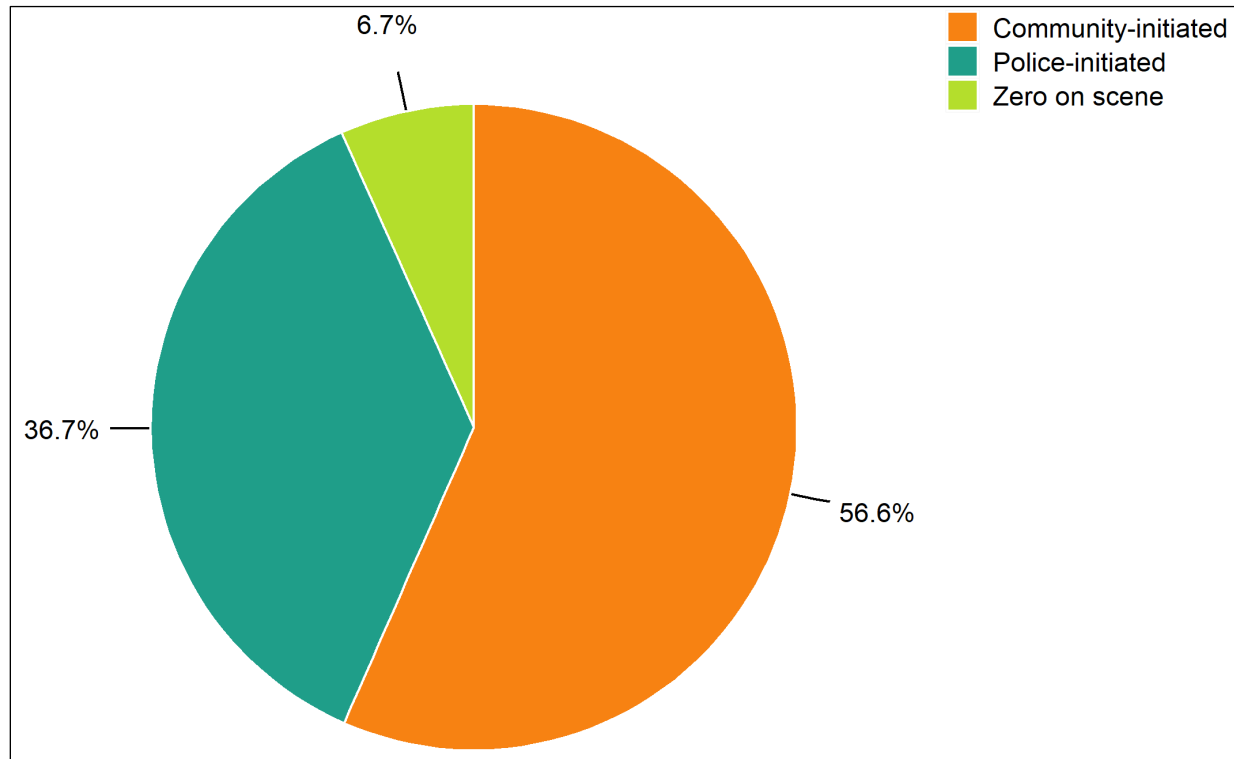

Note: Percentages are based on a total of 17,315 events.

TABLE 9-1: Events per Day, by Initiator

Initiator	No. of Events	Events per Day
Community-initiated	9,798	26.8
Police-initiated	6,354	17.4
Zero on scene	1,163	3.2
Total	**17,315**	**47.4**

Observations:

- On average, there were 47 events per day or 2.0 per hour.

- 57 percent of all events were community-initiated.

- 37 percent of all events were police-initiated.

- 7 percent of the events had zero time on scene.

FIGURE 9-2: Percentage Events per Day, by Category
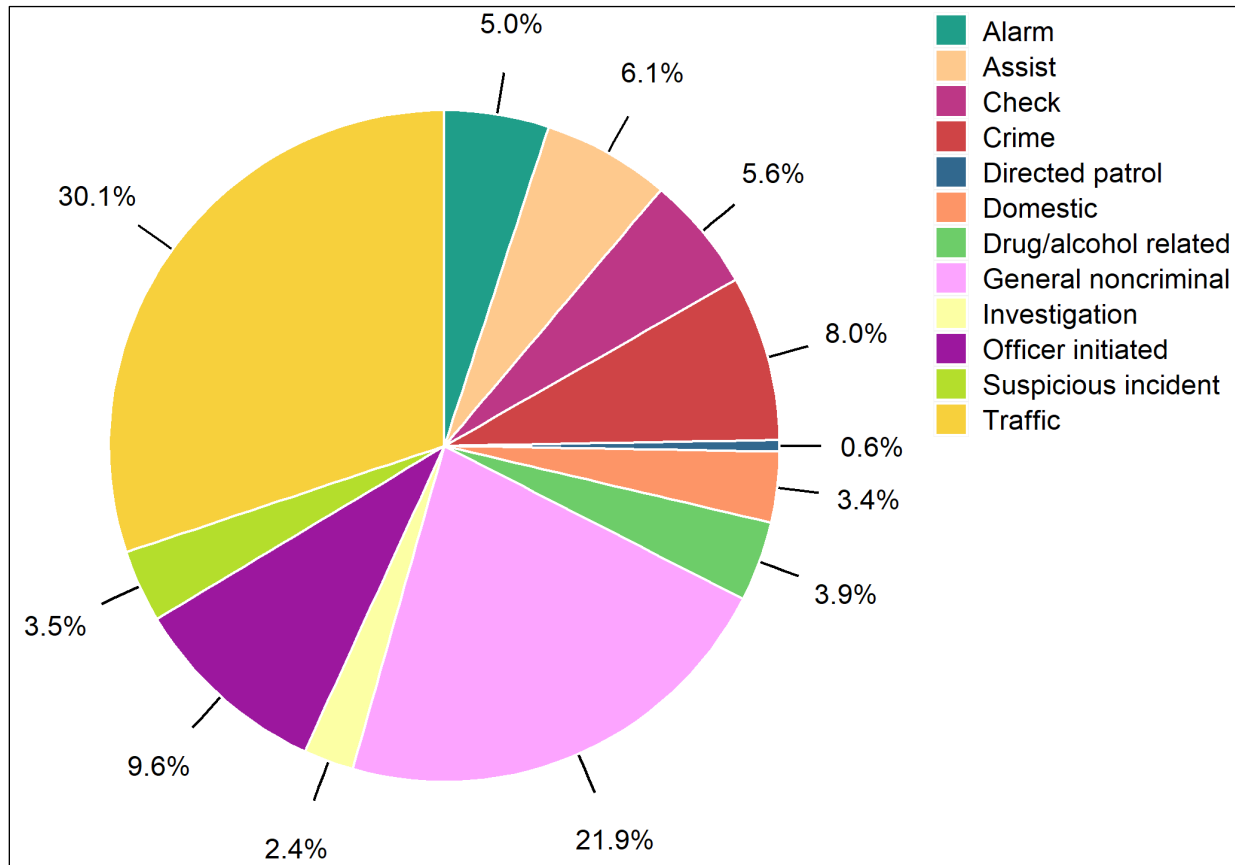
Note: The figure combines categories in the following table according to the description in Chart 9-1.

TABLE 9-2: Events per Day, by Category

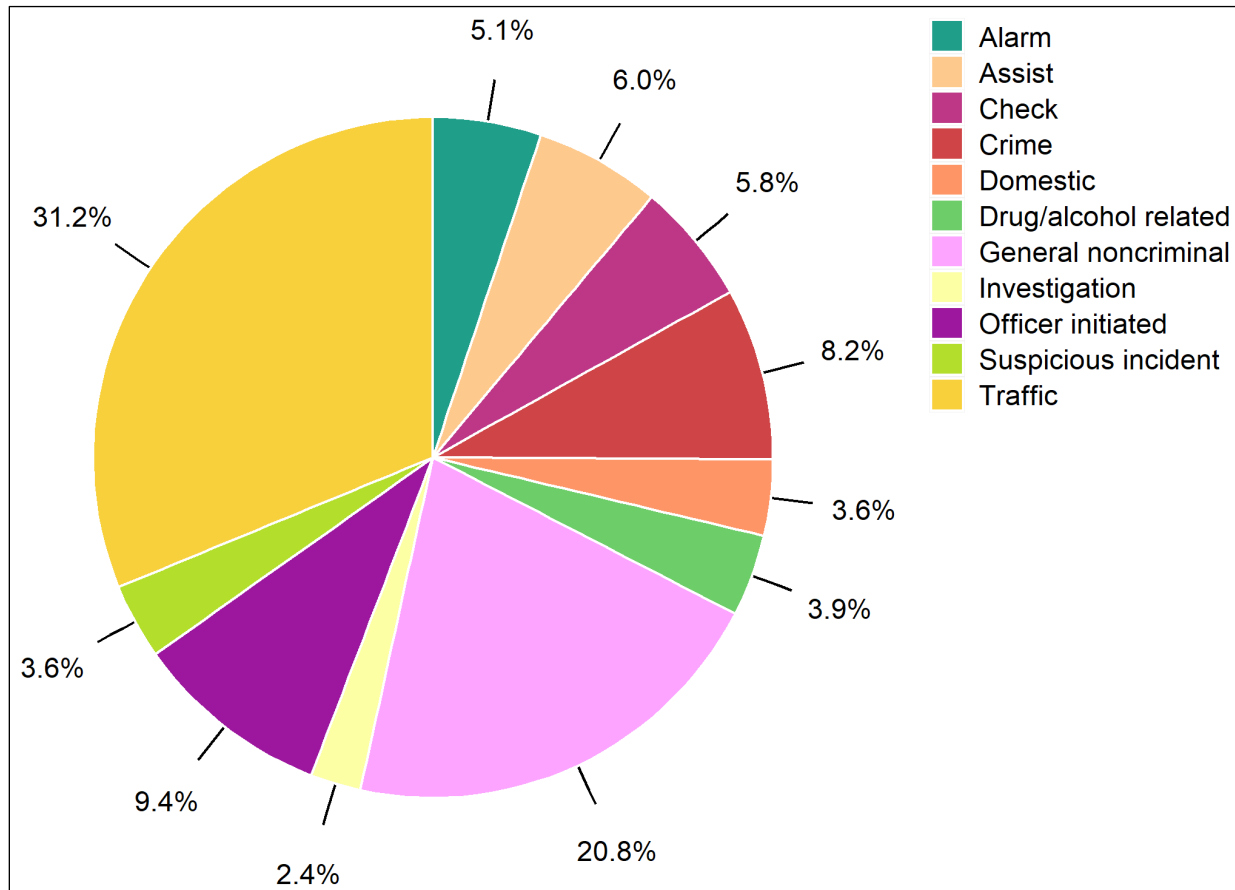| Category	No. of Events	Events per Day
Accident	1,172	3.2
Alarm	872	2.4
Animal	268	0.7
Assist–citizen	736	2.0
Assist other agency	328	0.9
Check	965	2.6
Community service	2,590	7.1
Crime–person	339	0.9
Crime–property	1,040	2.8
Directed patrol	96	0.3
Domestic	587	1.6
Drug/alcohol related	669	1.8
Investigation	418	1.1
Miscellaneous	932	2.6
Officer initiated	1,656	4.5
Suspicious incident	604	1.7
Traffic enforcement	955	2.6
Traffic stop	3,088	8.5
Total	**17,315**	**47.4**

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

Observations:

- The top three categories accounted for 62 percent of events:
  - 30 percent of events were traffic-related.
  - 22 percent of events were general noncriminal events.
  - 10 percent of events were labeled as "officer initiated."
- 8 percent of events were crimes.

FIGURE 9-3: Percentage Calls per Day, by Category

Note: The figure combines categories in the following table according to the description in Chart 9-1.

TABLE 9-3: Calls per Day, by Category

Category	No. of Events	Events per Day
Accident	1,152	3.2
Alarm	828	2.3
Animal	249	0.7
Assist-citizen	644	1.8
Assist other agency	319	0.9
Check	932	2.6
Community service	2,243	6.1
Crime-person	335	0.9
Crime-property	980	2.7
Domestic	579	1.6
Drug/alcohol related	627	1.7
Investigation	386	1.1
Miscellaneous	862	2.4
Officer initiated	1,508	4.1
Suspicious incident	577	1.6
Traffic enforcement	886	2.4
Traffic stop	2,985	8.2
Total	**16,092**	**44.1**

Note: The focus here is on recorded calls rather than recorded events. We removed about 1,163 zero time on scene events and an additional 60 directed patrol activities.

Observations:

- On average, there were 44.1 calls per day, or 1.8 per hour.

- The top three categories accounted for 61 percent of calls:

  - 31 percent of calls were traffic-related.

  - 21 percent of calls were general noncriminal.

  - 9 percent of calls were labeled as "officer initiated."

- 8 percent of calls were crimes.

**FIGURE 9-4: Calls per Day, by Initiator and Month**
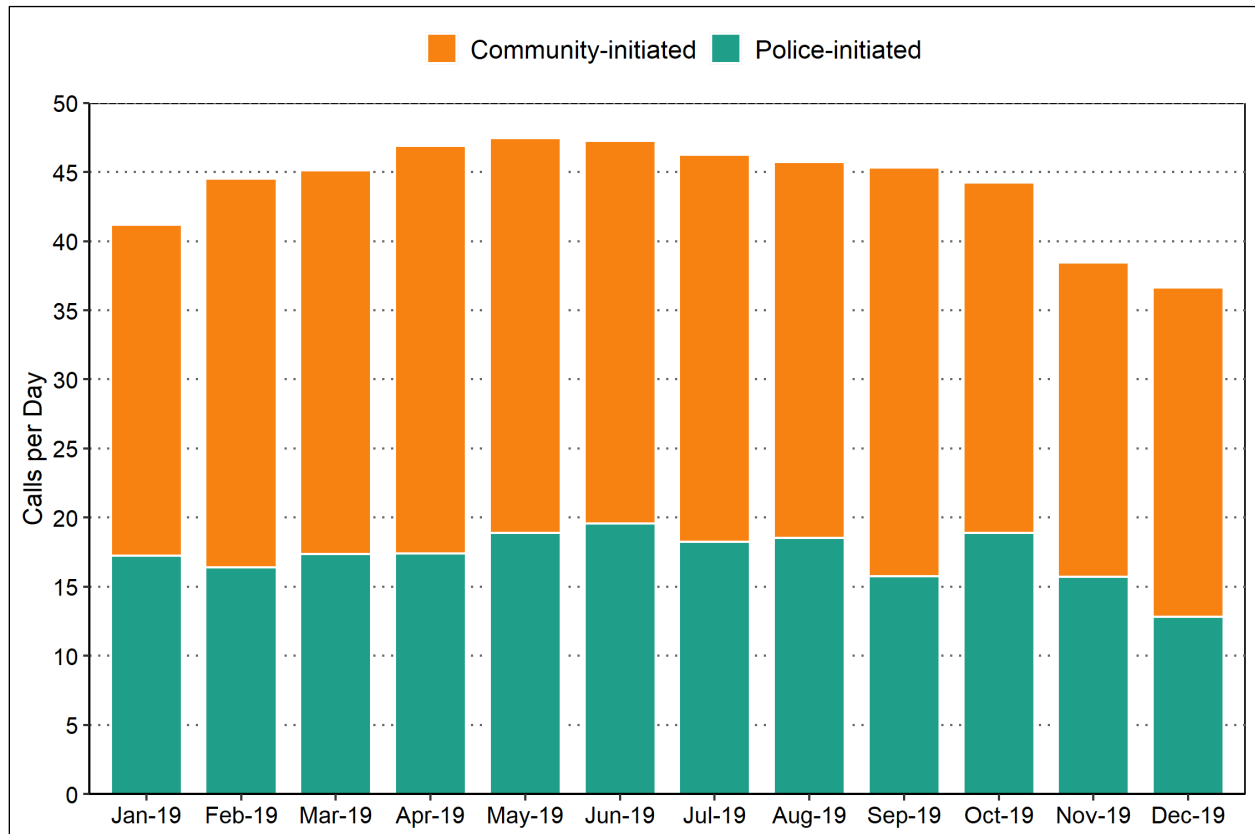
TABLE 9-4: Calls per Day, by Initiator and Month

Initiator	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Community	23.9	28.1	27.8	29.5	28.5	27.7	28.0	27.2	29.6	25.4	22.8	23.8
Police	17.3	16.4	17.4	17.4	18.9	19.6	18.3	18.5	15.8	18.9	15.7	12.8
Total	**41.2**	**44.5**	**45.1**	**46.9**	**47.5**	**47.3**	**46.3**	**45.7**	**45.3**	**44.3**	**38.5**	**36.6**

Observations:

- The number of calls per day was lowest in December.

- The number of calls per day was highest in May and June.

- The months with the most calls had 29 percent more calls than the months with the fewest calls.

- June had the most police-initiated calls, with 52 percent more than December, which had the fewest.

- April and September had the most community-initiated calls, with 30 percent more than November, which had the fewest.

FIGURE 9-5: Calls per Day, by Category and Month
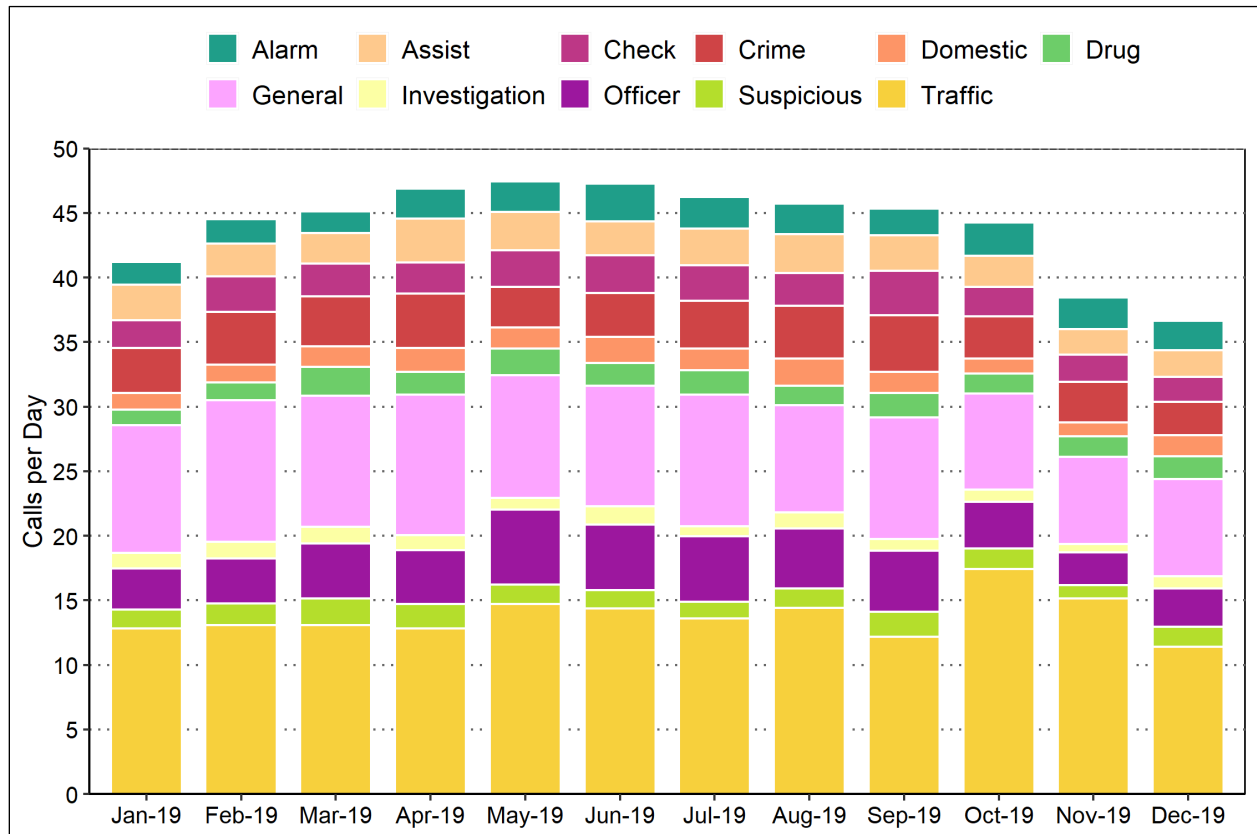
Note: The figure combines categories in the following table according to the description in Chart 9-1.

TABLE 9-5: Calls per Day, by Category and Month

Category	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Accident	2.7	3.4	2.7	2.8	3.9	3.2	2.8	3.3	2.8	4.0	3.3	3.0
Alarm	1.7	1.9	1.7	2.3	2.4	2.9	2.5	2.4	2.1	2.6	2.5	2.3
Animal	0.8	0.7	0.6	0.6	0.8	0.4	0.9	0.7	0.7	0.6	0.5	0.8
Assist–citizen	2.1	1.8	1.5	2.2	1.9	1.9	1.9	1.8	2.0	1.5	1.2	1.4
Assist other agency	0.7	0.7	0.9	1.2	1.0	0.7	0.9	1.2	0.7	0.9	0.8	0.7
Check	2.2	2.8	2.5	2.4	2.9	2.9	2.7	2.5	3.4	2.3	2.1	1.9
Community service	6.1	7.5	6.9	7.8	5.4	6.4	6.5	5.4	6.9	5.5	4.3	5.2
Crime–person	1.1	0.9	0.7	1.3	1.2	0.7	1.0	0.9	1.1	1.0	0.9	0.5
Crime–property	2.4	3.1	3.1	3.0	2.0	2.7	2.7	3.2	3.3	2.3	2.3	2.1
Domestic	1.3	1.4	1.6	1.8	1.6	2.0	1.7	2.1	1.6	1.2	1.1	1.6
Drug/alcohol	1.2	1.4	2.3	1.8	2.1	1.7	1.9	1.5	1.9	1.5	1.6	1.8
Investigation	1.2	1.3	1.3	1.1	0.9	1.4	0.8	1.2	0.9	0.9	0.7	1.0
Miscellaneous	3.0	2.8	2.6	2.5	3.3	2.6	2.8	2.3	1.8	1.3	1.9	1.5
Officer initiated	3.2	3.5	4.3	4.2	5.8	5.1	5.1	4.6	4.7	3.6	2.5	3.0
Suspicious incident	1.5	1.7	2.1	1.9	1.5	1.4	1.3	1.5	2.0	1.6	1.0	1.5
Traffic enforcement	1.4	2.4	3.6	2.9	1.9	2.0	1.7	1.9	1.9	3.7	3.5	2.2
Traffic stop	8.7	7.3	6.7	7.2	8.8	9.2	9.1	9.3	7.4	9.7	8.3	6.2
Total	**41.2**	**44.5**	**45.1**	**46.9**	**47.5**	**47.3**	**46.3**	**45.7**	**45.3**	**44.3**	**38.5**	**36.6**

Note: Calculations were limited to calls rather than events.

Observations:

- The top three categories averaged between 58 and 64 percent of calls throughout the year:
  - Traffic calls averaged between 11.4 and 17.4 calls per day throughout the year.
  - General noncriminal calls averaged between 6.8 and 11.0 calls per day throughout the year.
  - "Officer-initiated" calls averaged between 2.5 and 5.8 calls per day throughout the year.
- Crimes averaged between 2.5 and 4.4 calls per day throughout the year and accounted for 7 to 10 percent of total calls.

FIGURE 9-6: Primary Unit's Average Occupied Times, by Category and Initiator
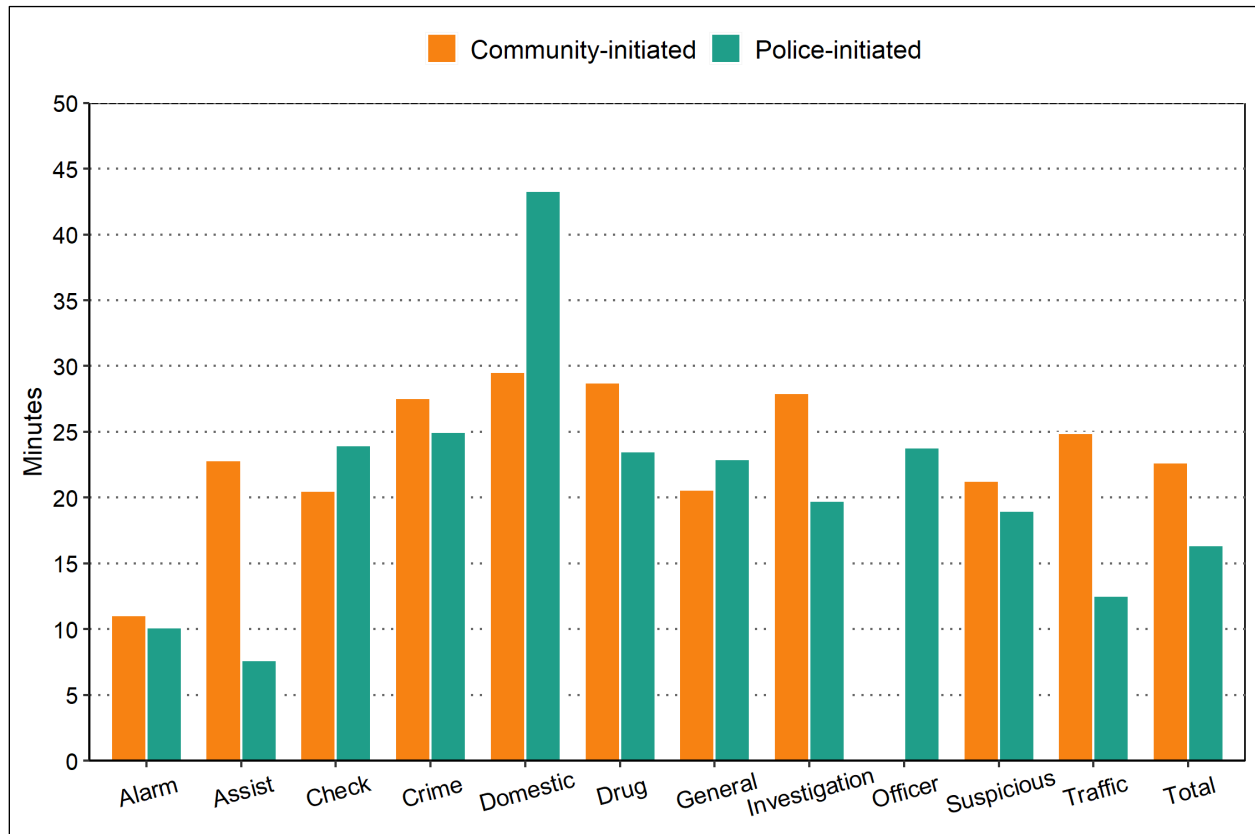
Note: The figure combines categories using weighted averages from the following table according to the description in Chart 9-1. For this graph and the following Table 9-6, we removed two calls with inaccurate busy times.

TABLE 9-6: Primary Unit's Average Occupied Times, by Category and Initiator

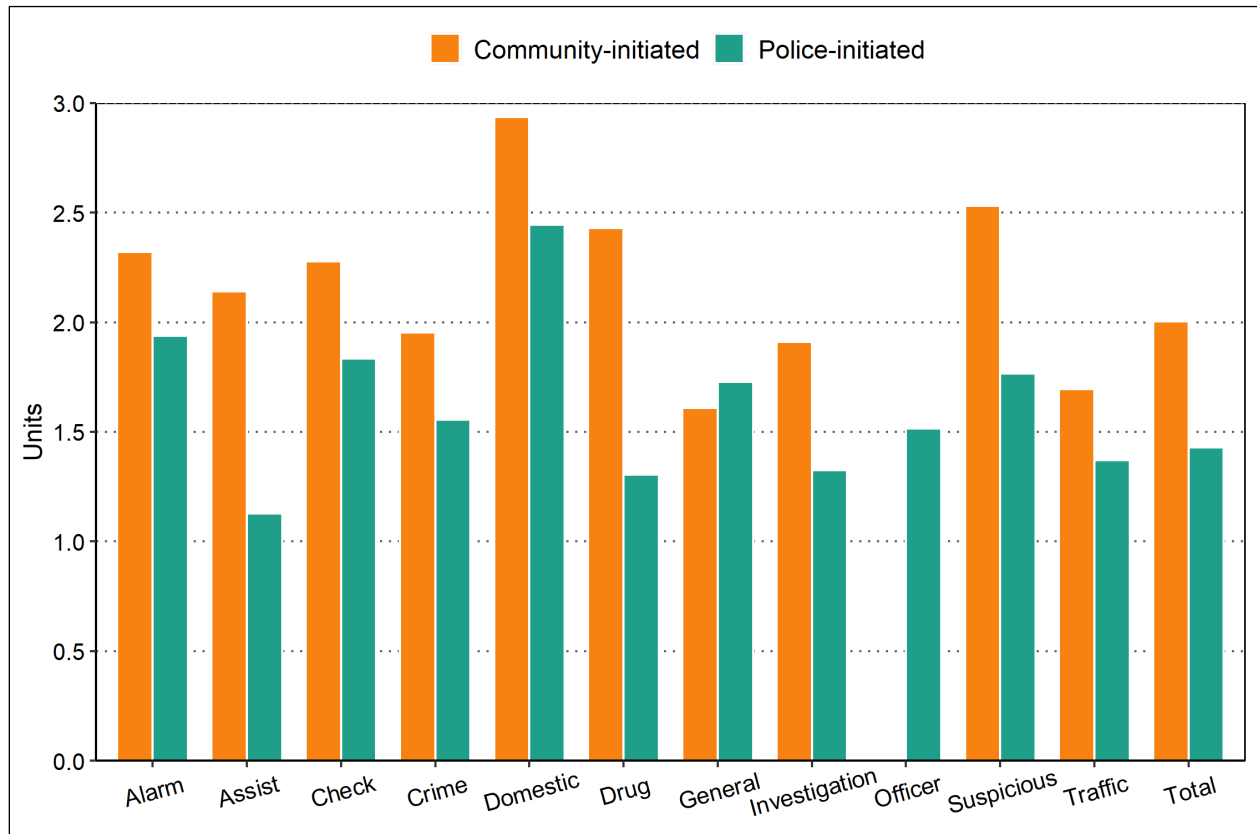| Category	Community-Initiated		Police-Initiated	
	Minutes	Calls	Minutes	Calls
Accident	29.5	1,097	24.1	55
Alarm	11.1	812	10.1	16
Animal	20.7	241	14.8	8
Assist–citizen	19.5	290	7.4	354
Assist other agency	26.0	307	14.1	12
Check	20.5	902	24.0	30
Community service	18.8	2,194	23.0	49
Crime–person	30.7	329	37.6	6
Crime–property	26.5	959	21.4	21
Domestic	29.6	570	43.3	9
Drug/alcohol related	28.7	604	23.5	23
Investigation	28.0	112	19.8	274
Miscellaneous	31.3	363	23.0	497
Officer initiated	NA	0	23.8	1,508
Suspicious incident	21.3	547	19.0	30
Traffic enforcement	14.2	471	8.8	415
Traffic stop	NA	0	12.8	2,985
Weighted Average/Total Call	**22.7**	**9,798**	**16.4**	**6,292**

Note: The information in Figure 9-6 and Table 9-6 is limited to calls and excludes all events that show zero time on scene. A unit's occupied time is measured as the time from when the unit was dispatched until the unit becomes available again. The times shown are the average occupied minutes per call for the primary unit, rather than the total occupied minutes for all units assigned to a call. Observations below refer to times shown within the figure rather than the table.

Observations:

- A unit's average time spent on a call ranged from 8 to 43 minutes overall.

- The longest average times were for police-initiated domestic calls.

- The average time spent on crime calls was 28 minutes for community-initiated calls and 25 minutes for police-initiated calls.

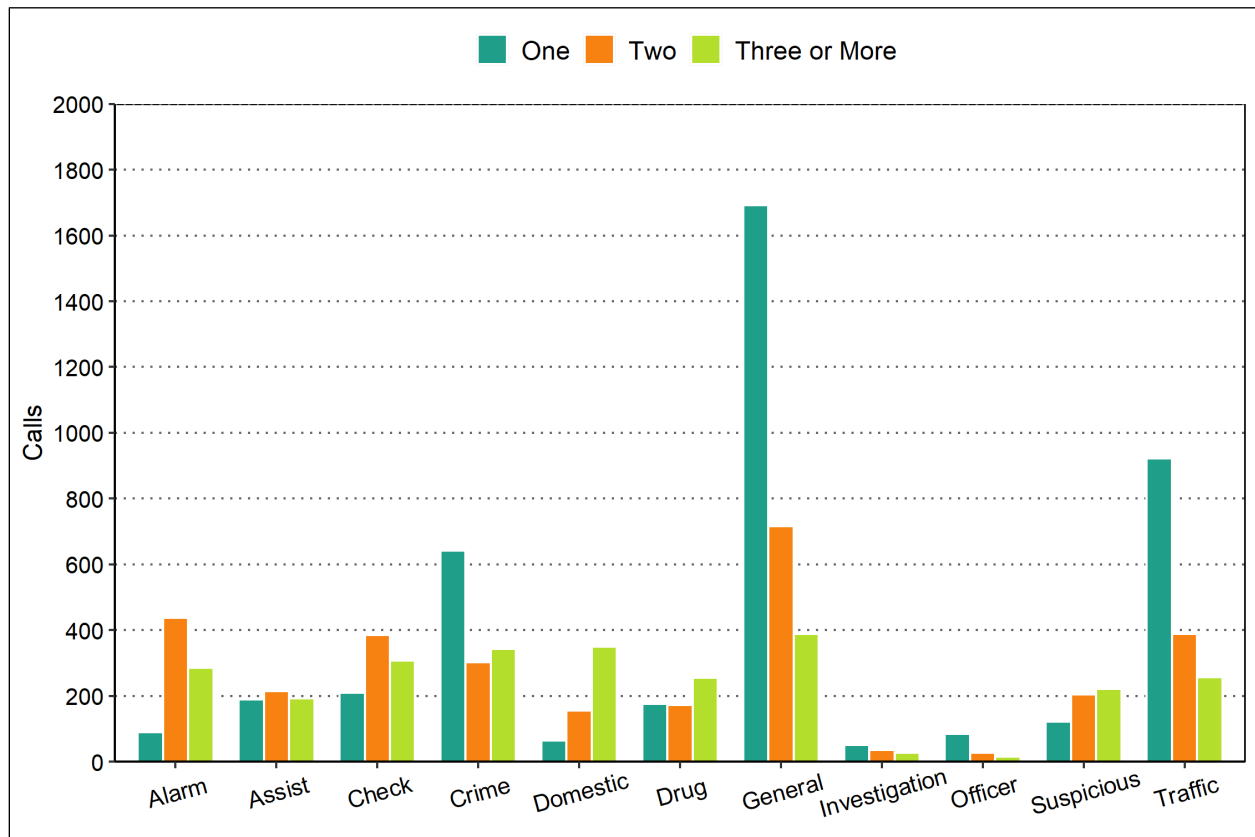## FIGURE 9-7: Number of Responding Units, by Initiator and Category

Note: The figure combines categories using weighted averages from the following table according to the description in Chart 9-1.

TABLE 9-7: Average Number of Responding Units, by Initiator and Category

Category	Community-Initiated		Police-Initiated	
	No. of Units	Calls	No. of Units	Calls
Accident	1.8	1,097	1.6	55
Alarm	2.3	812	1.9	16
Animal	1.6	241	1.0	8
Assist–citizen	2.0	290	1.1	354
Assist other agency	2.3	307	1.6	12
Check	2.3	902	1.8	30
Community service	1.6	2,194	1.4	49
Crime–person	2.6	329	1.8	6
Crime–property	1.7	959	1.5	21
Domestic	2.9	570	2.4	9
Drug/alcohol related	2.4	604	1.3	23
Investigation	1.9	112	1.3	274
Miscellaneous	1.9	363	1.8	499
Officer initiated	NA	0	1.5	1,508
Suspicious incident	2.5	547	1.8	30
Traffic enforcement	1.4	471	1.1	415
Traffic stop	NA	0	1.4	2,985
Weighted Average/Total Call	**2.0**	**9,798**	**1.4**	**6,294**

Note: The information in Figure 9-7 and Table 9-7 is limited to calls and excludes all events that show zero time on scene. Observations refer to the number of responding units shown within the figure rather than the table.

FIGURE 9-8: Number of Responding Units, by Category, Community-initiated Calls

Note: The figure combines categories using weighted averages from the following table according to the description in Chart 9-1.

TABLE 9-8: Number of Responding Units, by Category, Community-initiated Calls

Category	Responding Units		
	One	Two	Three or More
Accident	598	279	220
Alarm	89	437	286
Animal	142	71	28
Assist–citizen	101	116	73
Assist other agency	89	99	119
Check	209	386	307
Community service	1,376	533	285
Crime–person	88	85	156
Crime–property	554	218	187
Domestic	65	156	349
Drug/alcohol related	176	172	256
Investigation	50	35	27
Miscellaneous	175	113	75
Suspicious incident	121	205	221
Traffic enforcement	324	110	37
Total	**4,157**	**3,015**	**2,626**

Observations:

- The overall mean number of responding units was 1.4 for police-initiated calls and 2.0 for community-initiated calls.

- The mean number of responding units was as high as 2.9 for domestic disturbance calls that were community-initiated.

- 42 percent of community-initiated calls involved one responding unit.

- 31 percent of community-initiated calls involved two responding units.

- 27 percent of community-initiated calls involved three or more responding units.

- The largest group of calls with three or more responding units was general noncriminal calls.

**FIGURE 9-9: Percentage Calls and Work Hours, by Sector**
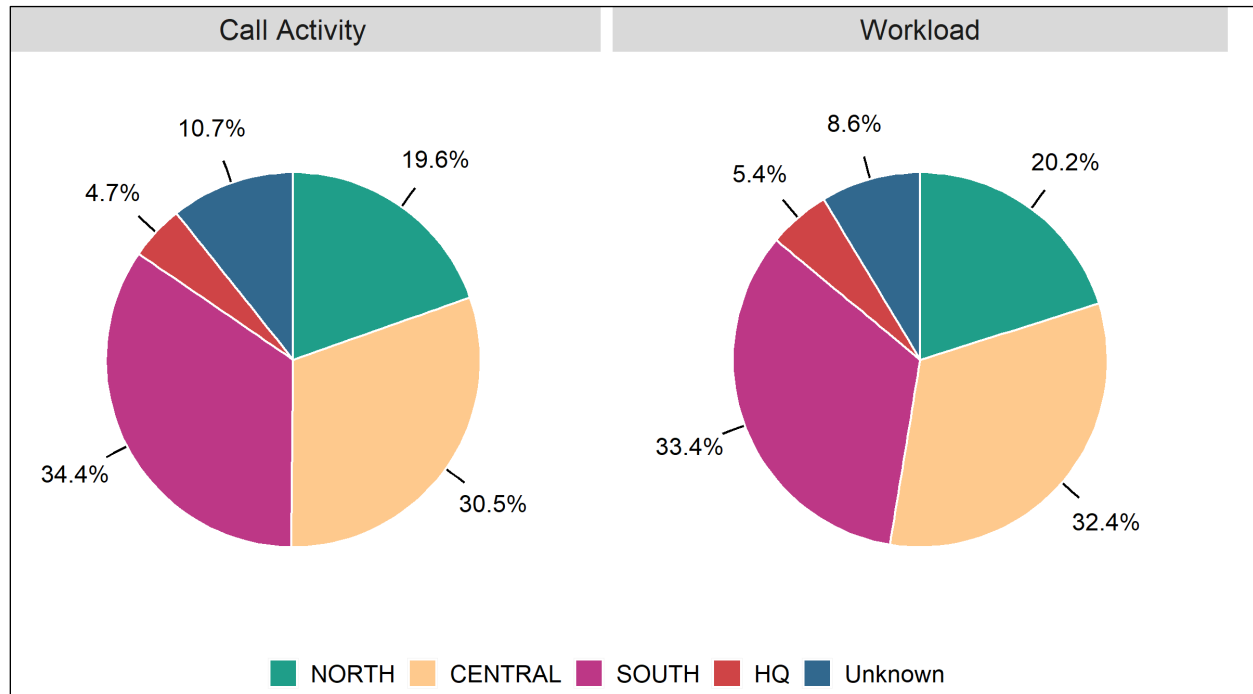
TABLE 9-9: Calls and Work Hours by Sector, per Day

Sector	Per Day		Area (Sq. Miles)	Population (2020 Est.)
	Calls	Work Hours		
North	8.6	5.1	5.5	5,344
Central	13.5	8.2	7.9	8,001
South	15.2	8.5	4.8	4,094
HQ	2.1	1.4	NA	NA
Unknown	4.7	2.2	NA	NA
Total	**44.1**	**25.4**	**17.3**	**16,717**

Observations:

■ The south sector had the most calls and workload, and it accounted for 34 percent of total calls and 33 percent of total workload.

■ Excluding calls located at the department headquarters or lacking an assigned sector, an even distribution would allot 12.4 calls and 7.3 work hours per sector.

FIGURE 9-10: Percentage Calls and Work Hours, by Category, Winter 2019
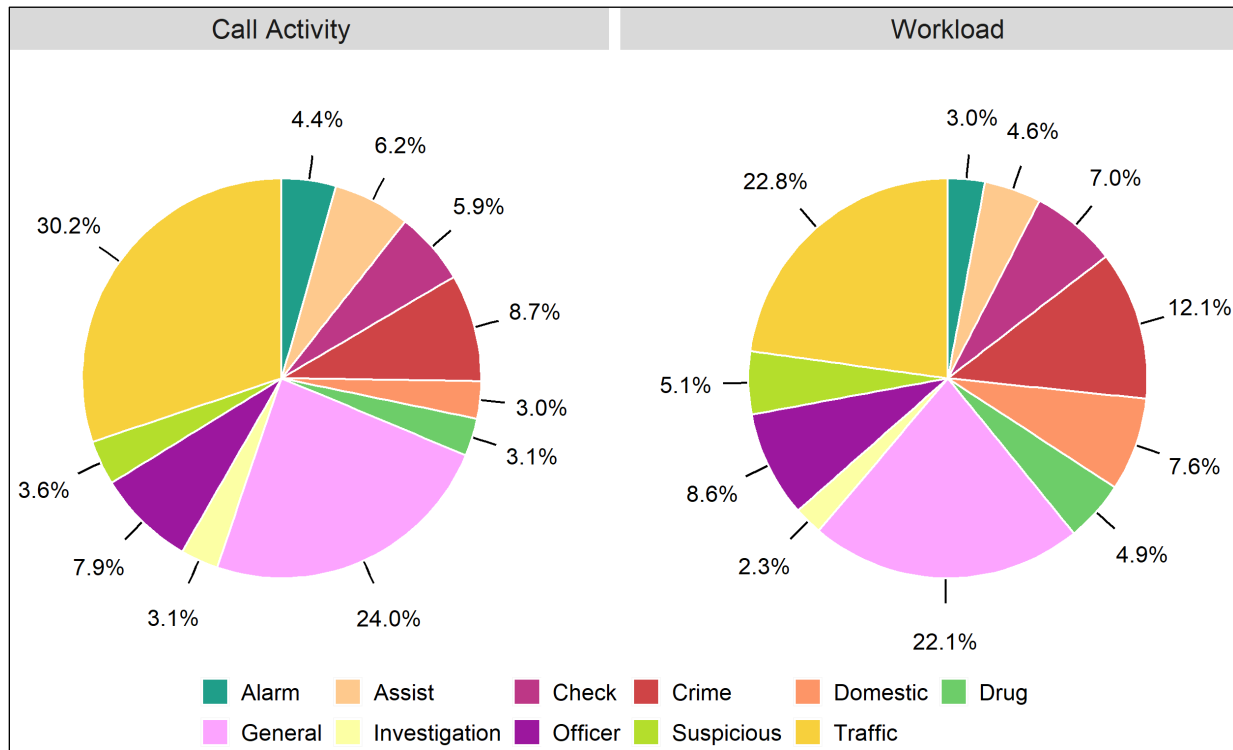
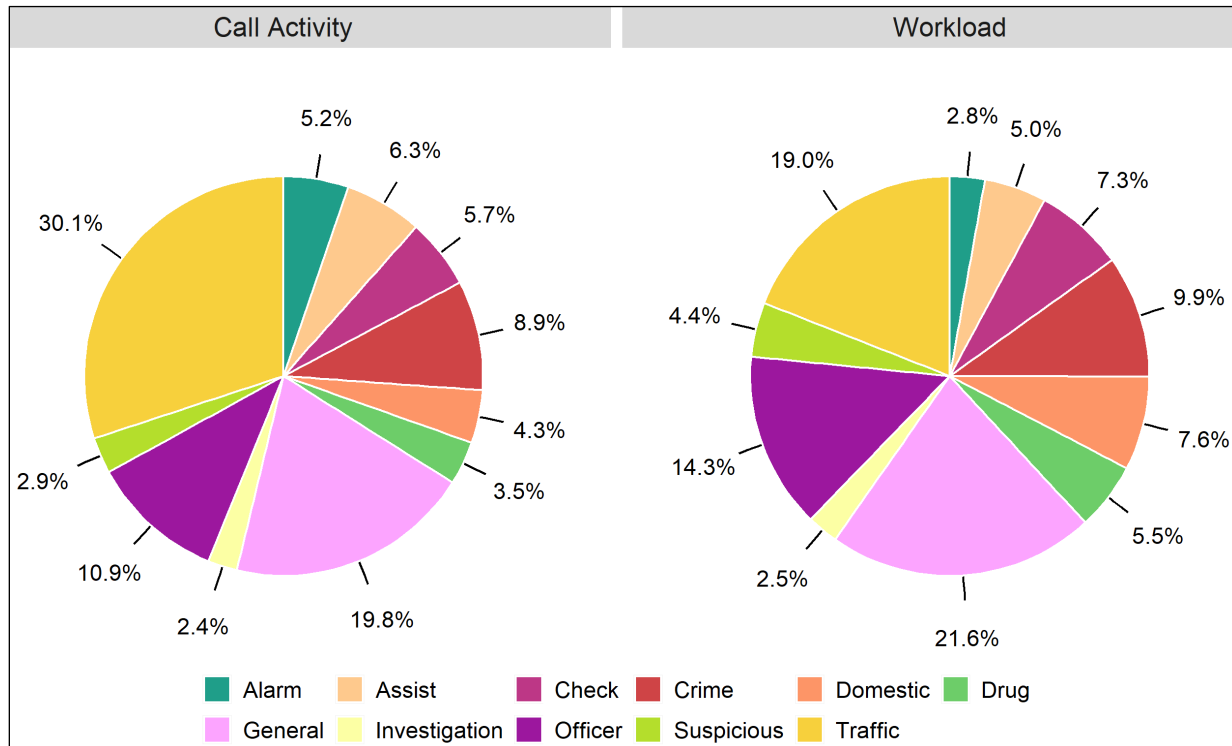## TABLE 9-10: Calls and Work Hours per Day, by Category, Winter 2019

Category	Per Day	
	Calls	Work Hours
Accident	2.9	2.3
Alarm	1.9	0.7
Animal	0.7	0.3
Assist-citizen	1.9	0.5
Assist other agency	0.7	0.5
Check	2.5	1.5
Community service	6.6	3.0
Crime-person	0.9	0.9
Crime-property	2.8	1.7
Domestic	1.3	1.7
Drug/alcohol related	1.3	1.1
Investigation	1.3	0.5
Miscellaneous	2.7	1.6
Officer initiated	3.3	1.9
Suspicious incident	1.5	1.1
Traffic enforcement	1.9	0.3
Traffic stop	7.8	2.5
Total	**42.1**	**22.2**

Note: Workload calculations focused on calls rather than events.

Observations, Winter:

- Total calls averaged 42 per day or 1.8 per hour.

- Total workload averaged 22 hours per day, meaning that on average 0.9 officers per hour were busy responding to calls.

- Traffic calls constituted 30 percent of calls and 23 percent of workload.

- General noncriminal calls constituted 24 percent of calls and 22 percent of workload.

- "Officer-initiated" calls constituted 8 percent of calls and 9 percent of workload.

- These top three categories constituted 62 percent of calls and 53 percent of workload.

- Crime calls constituted 9 percent of calls and 12 percent of workload.

FIGURE 9-11: Percentage Calls and Work Hours, by Category, Summer 2019

TABLE 9-11: Calls and Work Hours per Day, by Category, Summer 2019

Category	Per Day	
	Calls	Work Hours
Accident	3.1	2.3
Alarm	2.4	0.8
Animal	0.8	0.5
Assist–citizen	1.9	0.6
Assist other agency	1.0	0.8
Check	2.6	2.0
Community service	5.6	3.5
Crime–person	0.9	0.8
Crime–property	3.1	1.9
Domestic	1.9	2.1
Drug/alcohol related	1.6	1.5
Investigation	1.1	0.7
Miscellaneous	2.6	1.9
Officer initiated	4.9	3.9
Suspicious incident	1.3	1.2
Traffic enforcement	1.8	0.6
Traffic stop	8.7	2.3
Total	**45.0**	**27.2**

Note: Workload calculations focused on calls rather than events.

Observations, Summer:

- The average number of calls per day and the average daily workload were higher in summer than in winter.

- Total calls averaged 45 per day or 1.9 per hour.

- Total workload averaged 27 hours per day, meaning that on average 1.1 officers per hour were busy responding to calls.

- Traffic calls constituted 30 percent of calls and 19 percent of workload.

- General noncriminal calls constituted 20 percent of calls and 22 percent of workload.

- "Officer-initiated" calls constituted 11 percent of calls and 14 percent of workload.

- These top three categories constituted 61 percent of calls and 55 percent of workload.

- Crime calls constituted 9 percent of calls and 10 percent of workload.

DEPLOYMENT

For this study, we examined deployment information for eight weeks in winter (January 4 through February 28, 2019) and eight weeks in winter (July 7 through August 31, 2019). The department's patrol force consists of patrol officers, patrol sergeants, and captains, operating on 10-hour shifts starting at 7:00 a.m., 2:00 p.m., and 9:00 p.m. The police department's patrol force deployed an average of 5.8 officers per hour during the 24-hour day in winter 2019 and 6.0 officers in summer 2019.

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

- First, we focus on patrol deployment alone.

- Next, we compare "all" workload, which includes community-initiated calls, police-initiated calls, and directed patrol activities.

- Finally, we compare the workload against deployment by percentage.

Comments follow each set of four figures, with separate discussions for winter and summer.
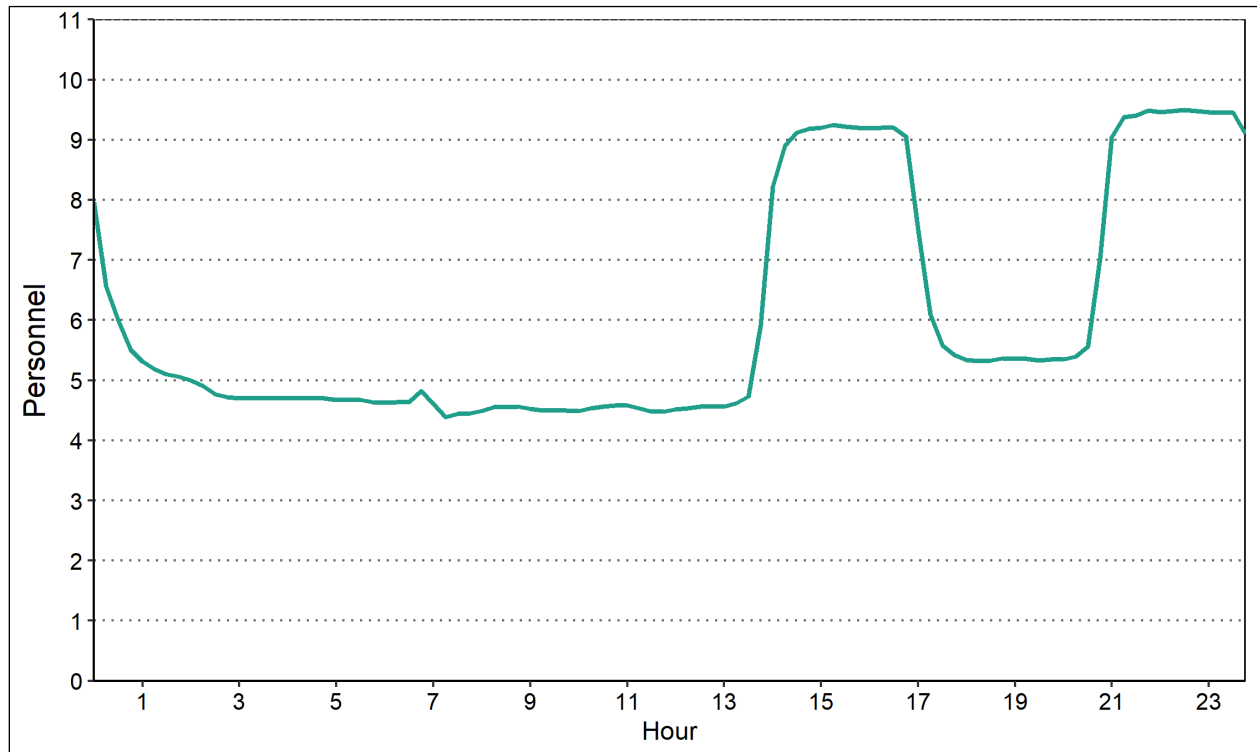
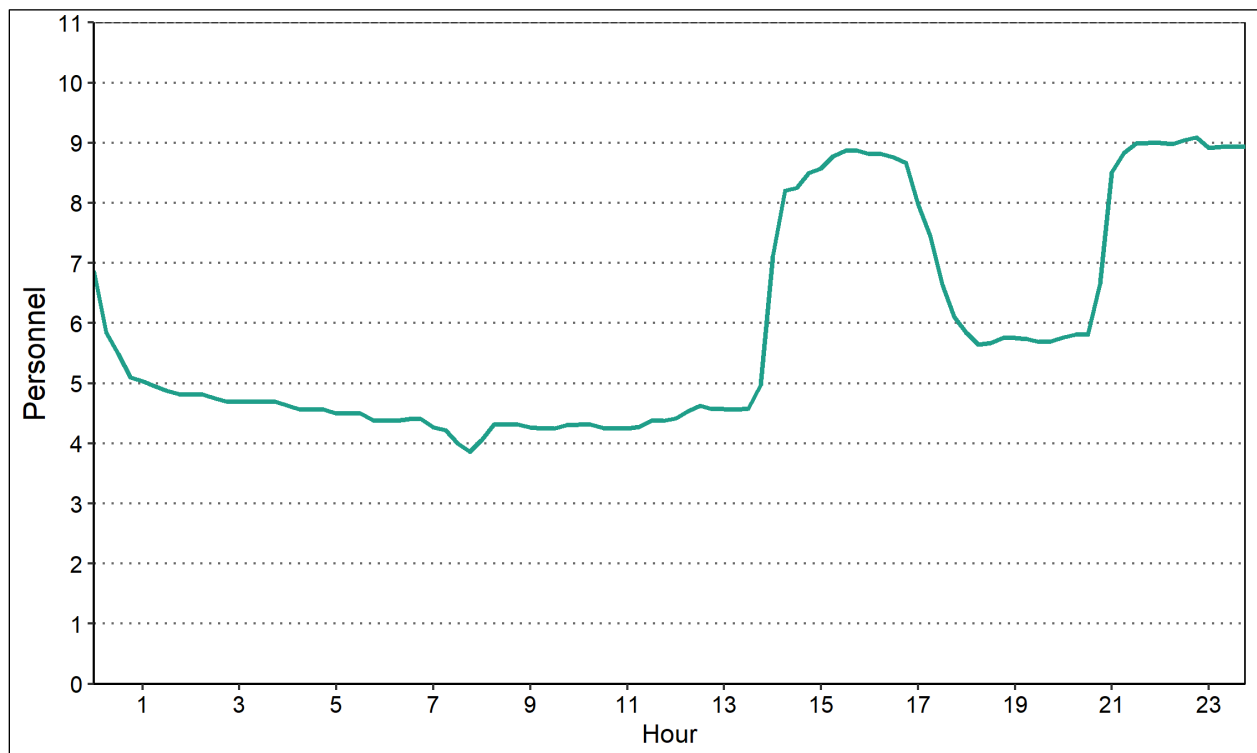**FIGURE 9-12: Deployed Officers, Weekdays, Winter 2019**
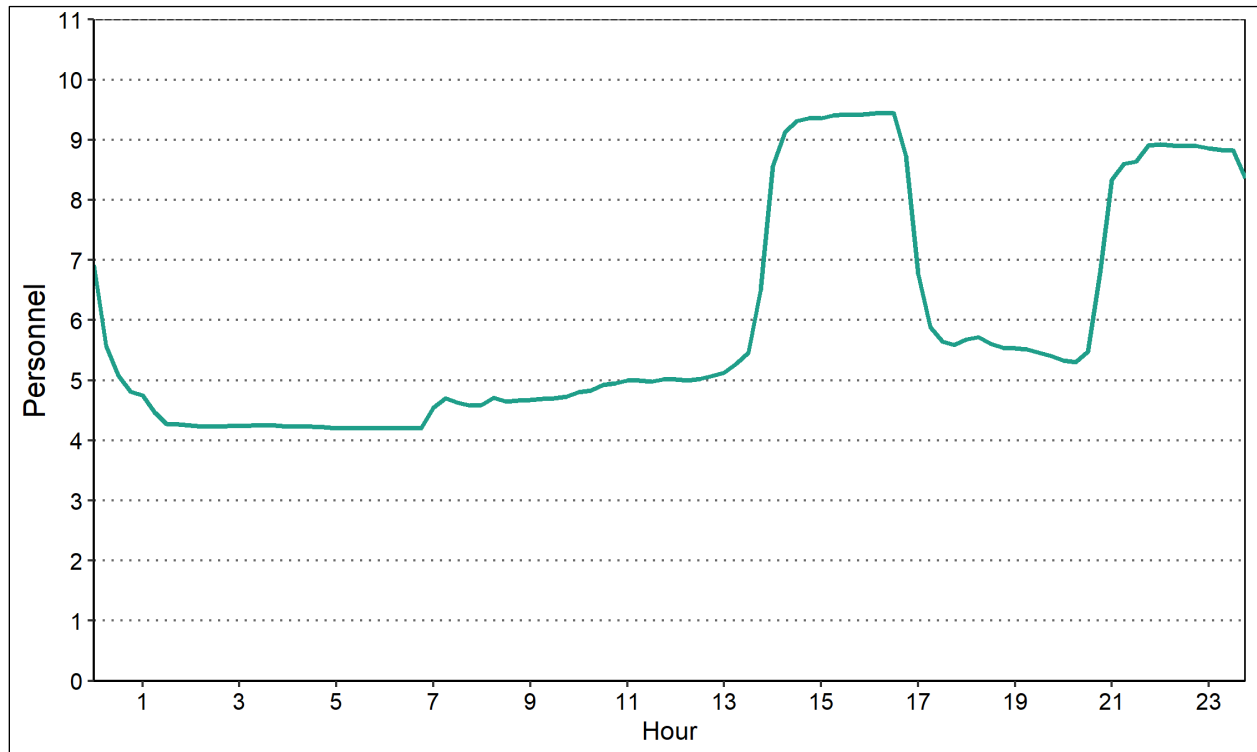
FIGURE 9-13: Deployed Officers, Weekends, Winter 2019
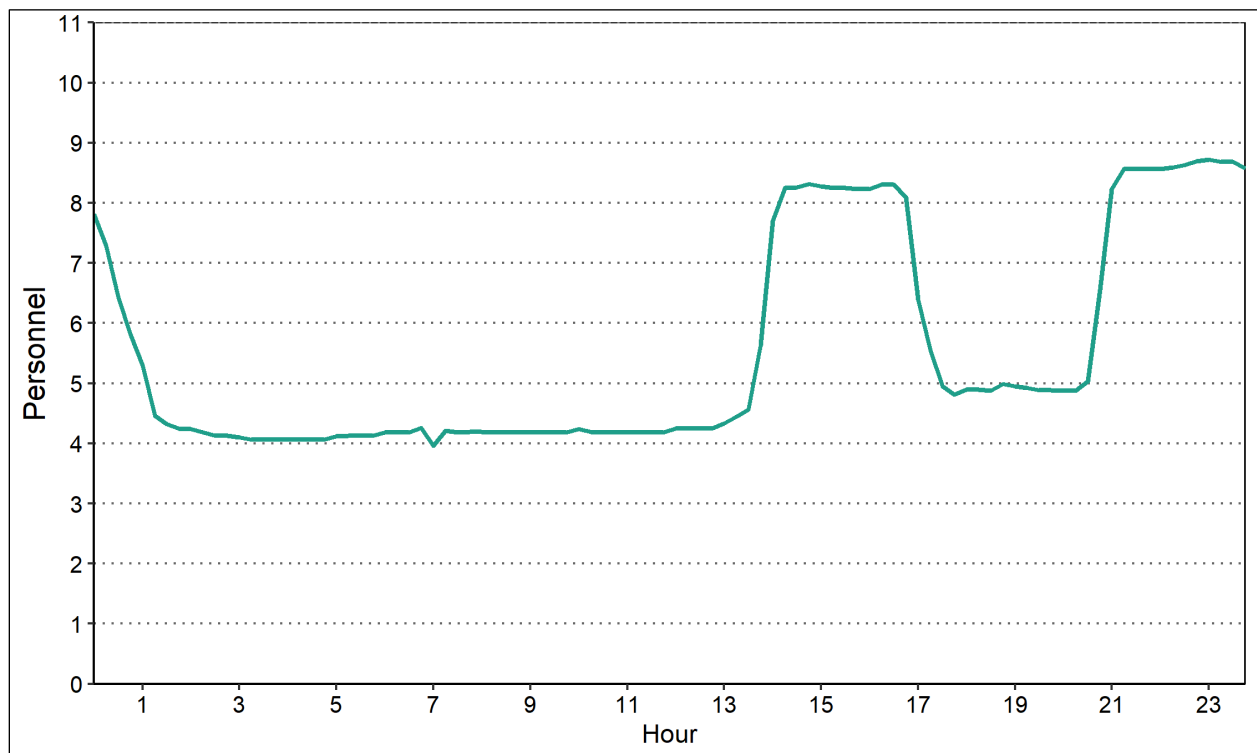
**FIGURE 9-14: Deployed Officers, Weekdays, Summer 2019**

**FIGURE 9-15: Deployed Officers, Weekends, Summer 2019**

Observations:

- For winter (January 4 through February 28, 2019):

  - The average deployment was 5.9 officers per hour during the week and 5.5 officers per hour on the weekend.

  - Average deployment varied from 4.2 to 9.5 officers per hour on weekdays and 4.0 to 8.7 officers per hour on weekends.

- For summer (July 7 through August 31, 2019):

  - The average deployment was 6.1 officers per hour during the week and 5.9 officers per hour on the weekend.

  - Average deployment varied from 4.4 to 9.5 officers per hour on weekdays and 3.9 to 9.1 officers per hour on weekends.
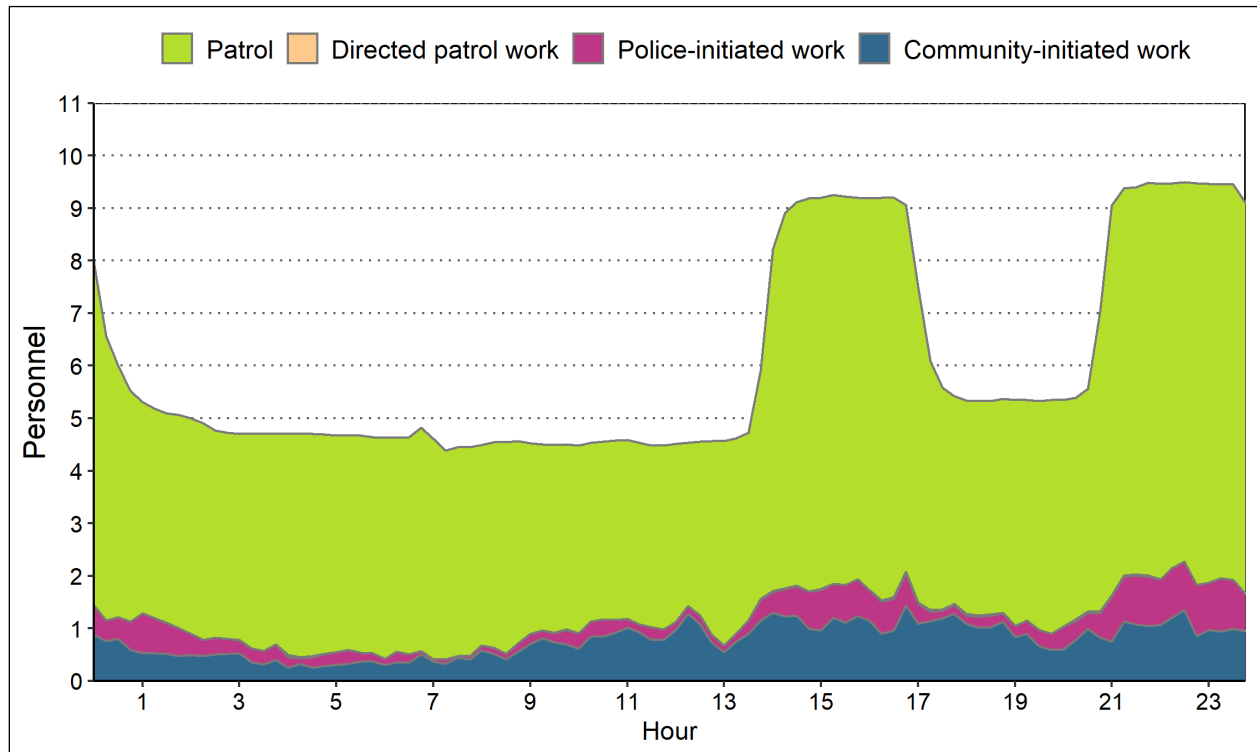
FIGURE 9-16: Deployment and All Workload, Weekdays, Winter 2019
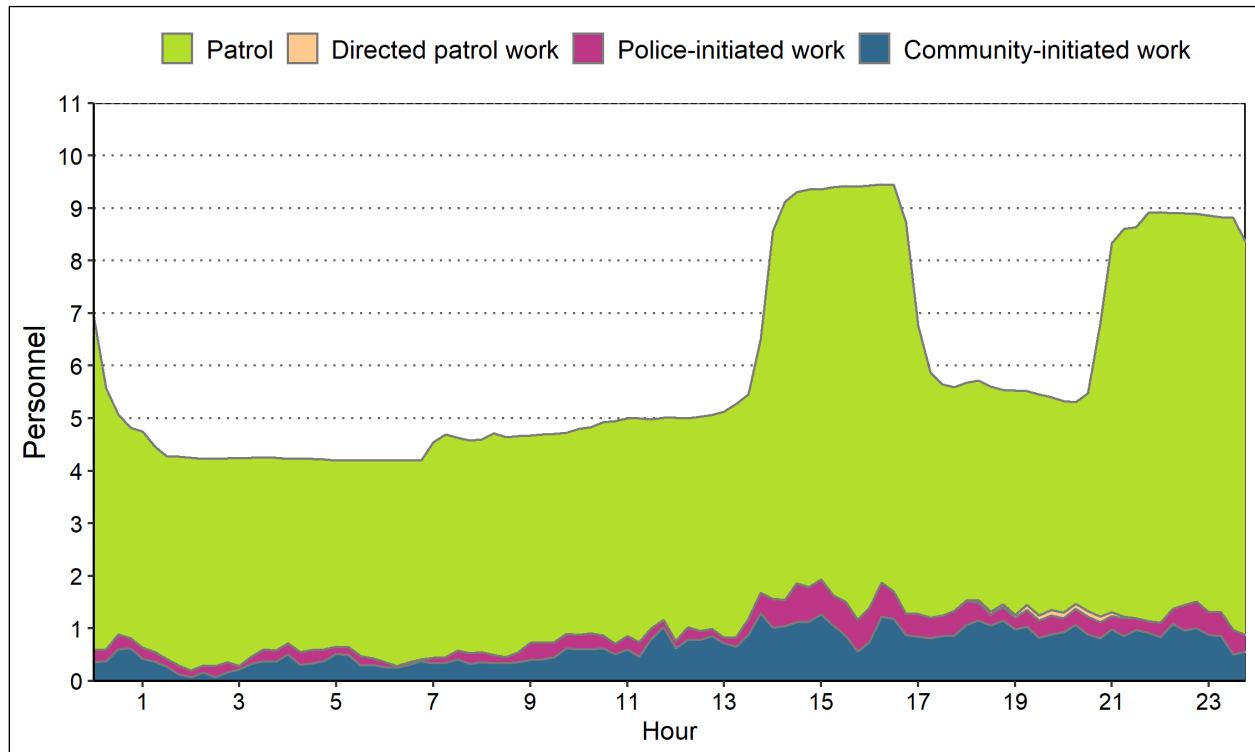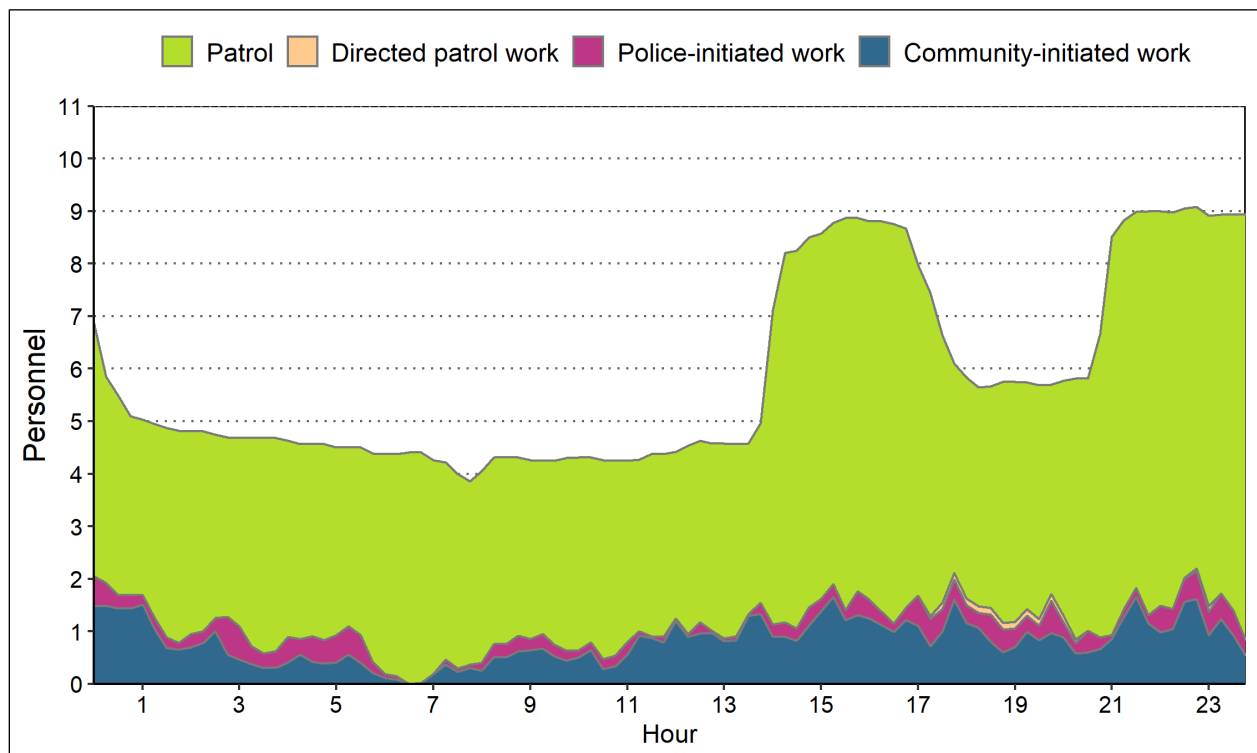

FIGURE 9-17: Deployment and All Workload, Weekends, Winter 2019
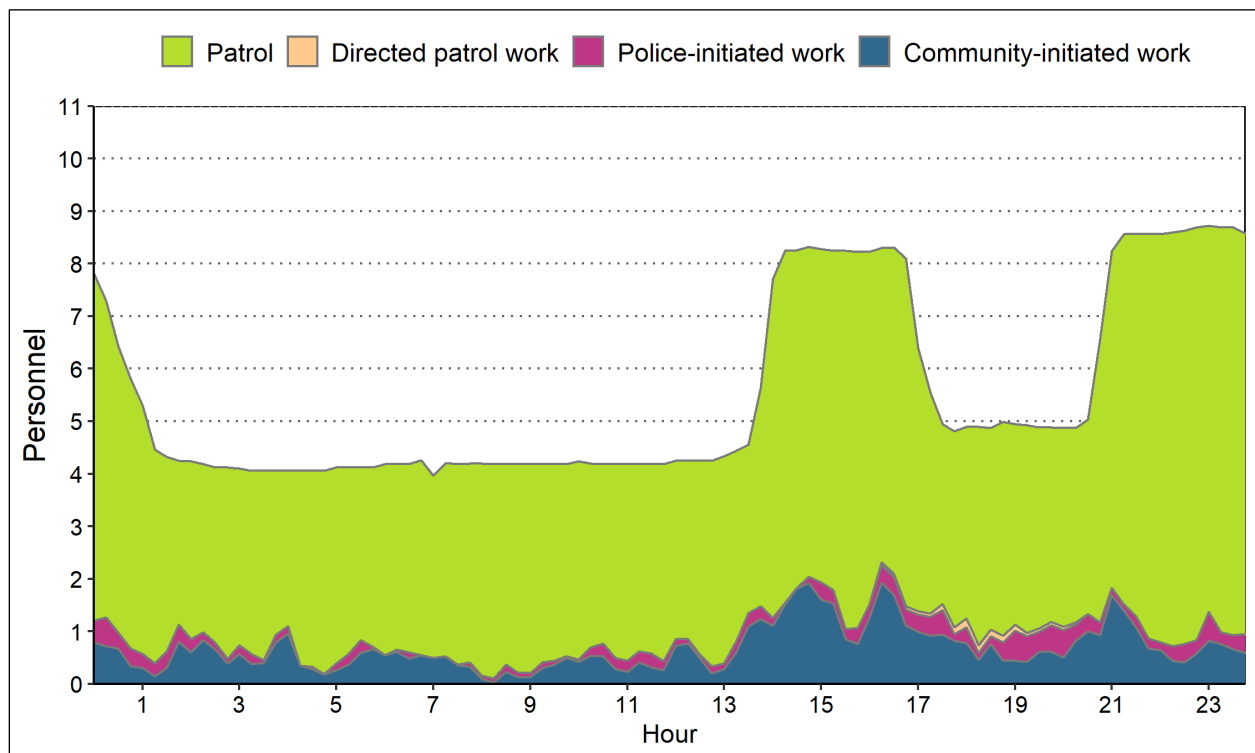
FIGURE 9-18: Deployment and All Workload, Weekdays, Summer 2019

FIGURE 9-19: Deployment and All Workload, Weekends, Summer 2019

Note: Figures 9-16 to 9-19 show deployment along with all workload from community-initiated calls and police-initiated calls and directed patrol work.
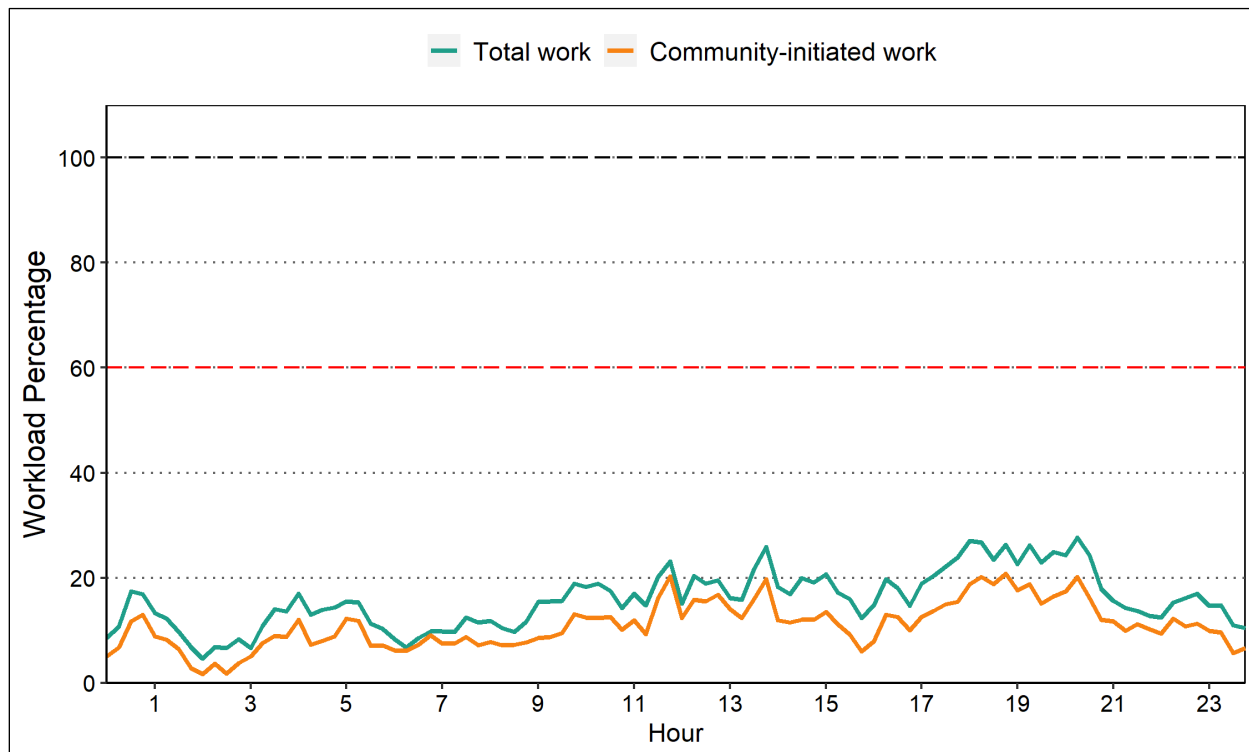
Observations:

Winter:

- Community-initiated work:

  - Average community-initiated workload was 0.7 officers per hour during the week and 0.7 officers per hour on weekends.

  - This was approximately 11 percent of hourly deployment during the week and 12 percent of hourly deployment on weekends.

- All work:

  - Average workload was 1.0 officers per hour during the week and 0.9 officers per hour on weekends.

  - This was approximately 16 percent of hourly deployment during the week and on weekends.

Summer:

- Community-initiated work:

  - Average community-initiated workload was 0.8 officers per hour during the week and 0.8 officers per hour on weekends.

  - This was approximately 13 percent of hourly deployment during the week and 14 percent of hourly deployment on weekends.

- All work:

  - Average workload was 1.2 officers per hour during the week and 1.1 officers per hour on weekends.

  - This was approximately 19 percent of hourly deployment during the week and on weekends.

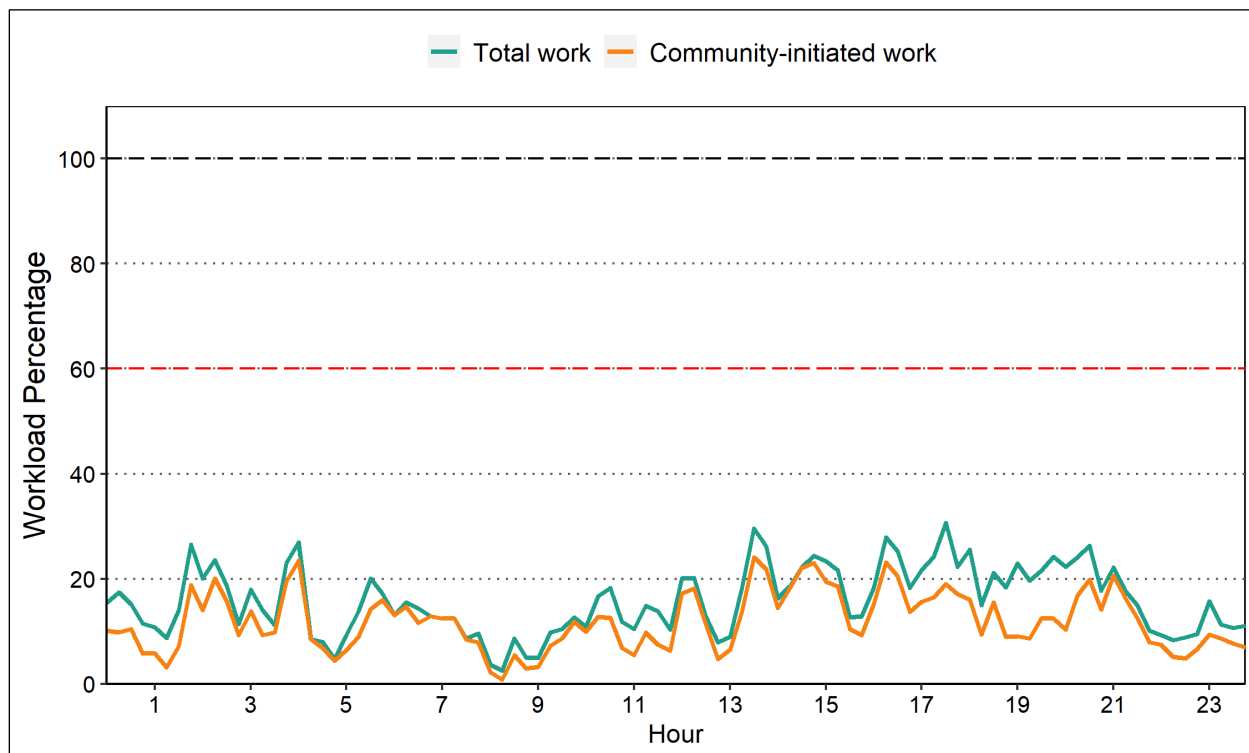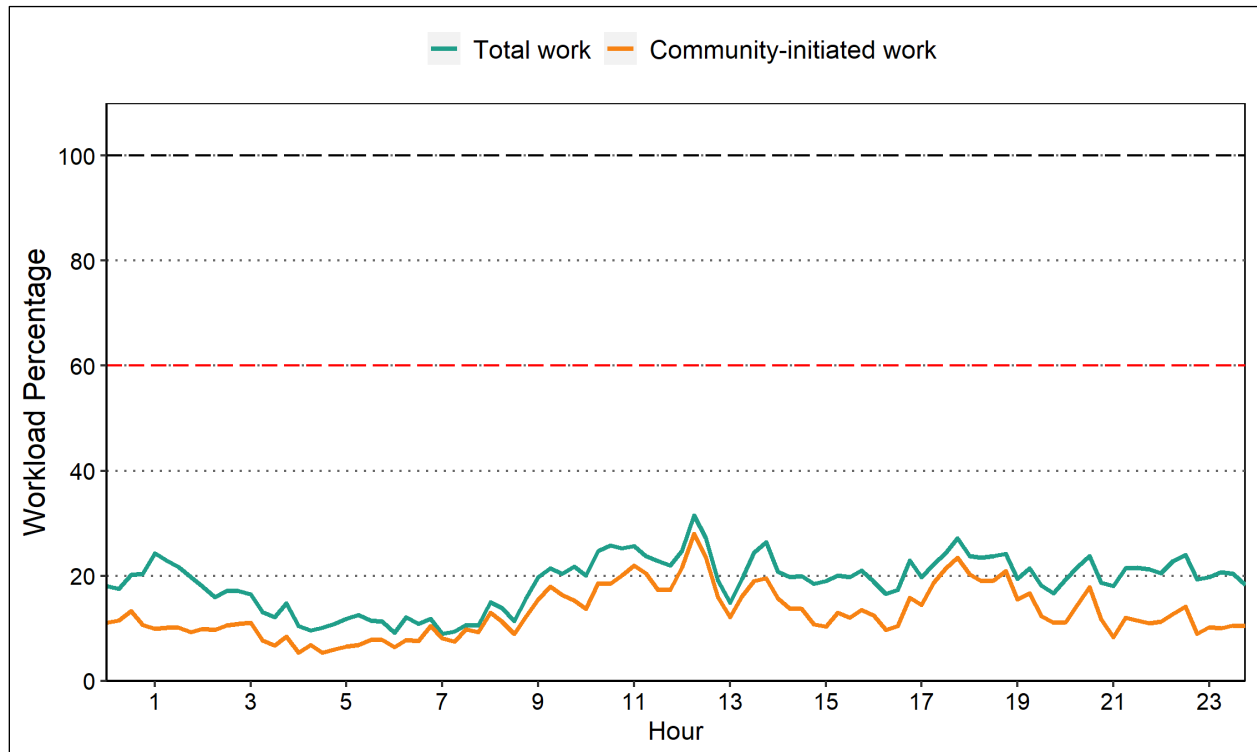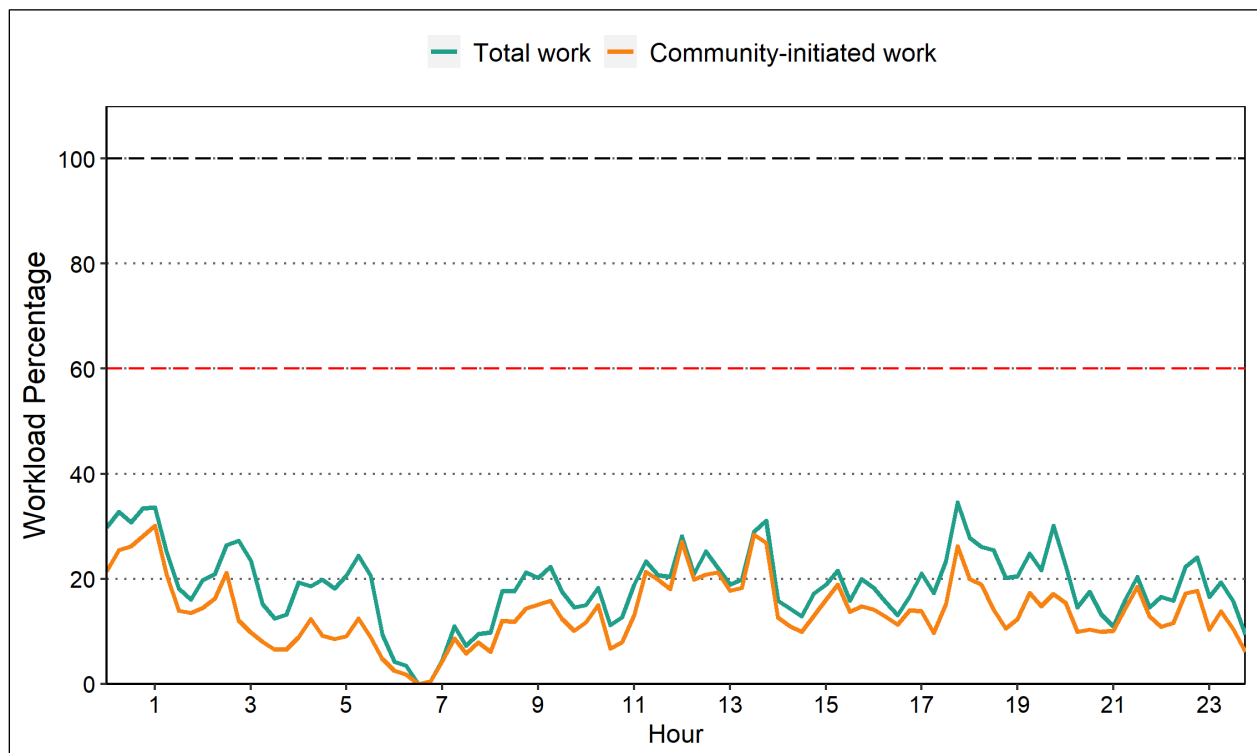**FIGURE 9-20: Percentage of Workload, Weekdays, Winter 2019**

FIGURE 9-21: Percentage of Workload, Weekends, Winter 2019

FIGURE 9-22: Percentage of Workload, Weekdays, Summer 2019

FIGURE 9-23: Percentage of Workload, Weekends, Summer 2019

Observations:

Winter:

- Community-initiated work:

  - During the week, workload reached a maximum of 21 percent of deployment between 6:45 p.m. and 7:00 p.m.

  - On weekends, workload reached a maximum of 24 percent of deployment between 1:30 p.m. and 1:45 p.m.

- All work:

  - During the week, workload reached a maximum of 28 percent of deployment between 8:15 p.m. and 8:30 p.m.

  - On weekends, workload reached a maximum of 31 percent of deployment between 5:30 p.m. and 5:45 p.m.

Summer:

- Community-initiated work:

  - During the week, workload reached a maximum of 28 percent of deployment between 12:15 p.m. and 12:30 p.m.

  - On weekends, workload reached a maximum of 30 percent of deployment between 1:00 a.m. and 1:15 a.m.

- All work:

  - During the week, workload reached a maximum of 31 percent of deployment between 12:15 p.m. and 12:30 p.m.

  - On weekends, workload reached a maximum of 35 percent of deployment between 5:45 p.m. and 6:00 p.m.

RESPONSE TIMES

We analyzed the response times to various types of calls, separating the duration into dispatch delay and travel time, to determine whether response times varied by call type. Response time is measured as the difference between when a call is received and when the first unit arrives on scene. This is further divided into dispatch delay and travel time. Dispatch delay is the time between when a call is received and when the first unit is dispatched. Travel time is the remaining time until the first unit arrives on scene.

We begin the discussion with statistics that include all calls combined. We started with 2,358 calls for winter and 2,522 calls for summer. We limited our analysis to community-initiated calls, which amounted to 1,430 calls for winter and 1,519 calls for summer. After excluding calls without valid arrival times or located at the police department's headquarters, we were left with 1,009 calls in winter and 1,153 calls in summer for our analysis. For the entire year, we began with 16,092 calls, limited our analysis to 9,798 community-initiated calls, and further focused our analysis on 7,276 calls after using the same process as above.

Our analysis examines the difference in response to all calls by time of day and compares winter and summer periods.

All Calls

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

FIGURE 9-24: Average Response Times, by Hour of Day, Winter and Summer 2019
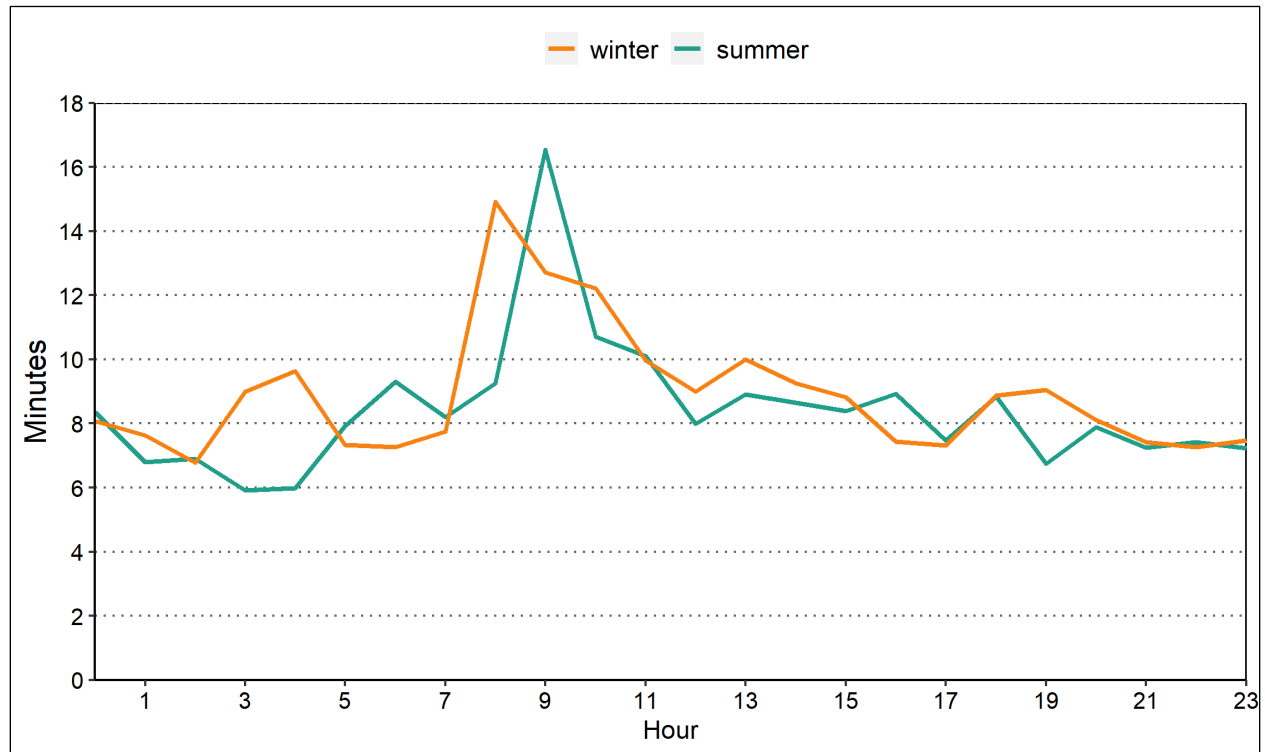
Observations:

- Average response times varied significantly by the hour of the day and peaking during shift change hours.

- In winter, the longest response times were between 8:00 a.m. and 9:00 a.m., with an average of 14.9 minutes.

- In winter the shortest response times were between 2:00 a.m. and 3:00 a.m., with an average of 6.8 minutes.

- In summer, the longest response times were between 9:00 a.m. and 10:00 a.m., with an average of 16.5 minutes.

- In summer, the shortest response times were between 3:00 a.m. and 4:00 a.m., with an average of 5.9 minutes.

FIGURE 9-25: Average Response Time by Category, Winter 2019
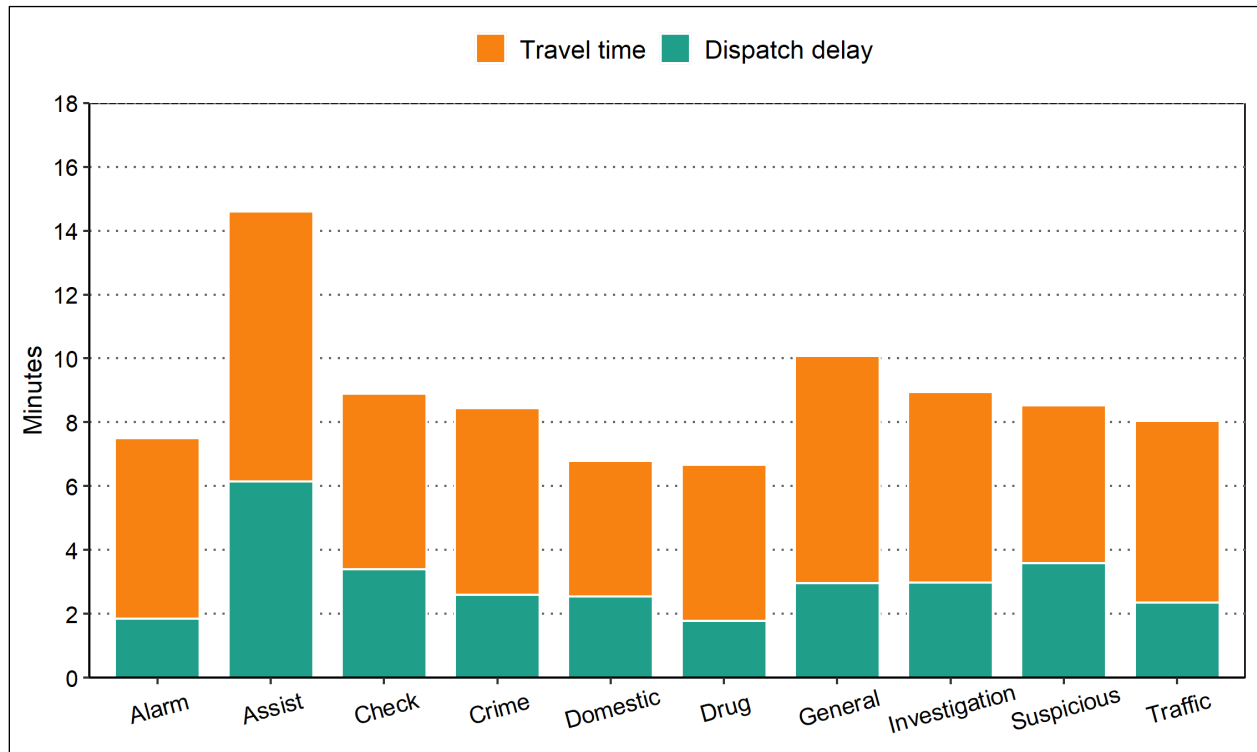
FIGURE 9-26: Average Response Time by Category, Summer 2019
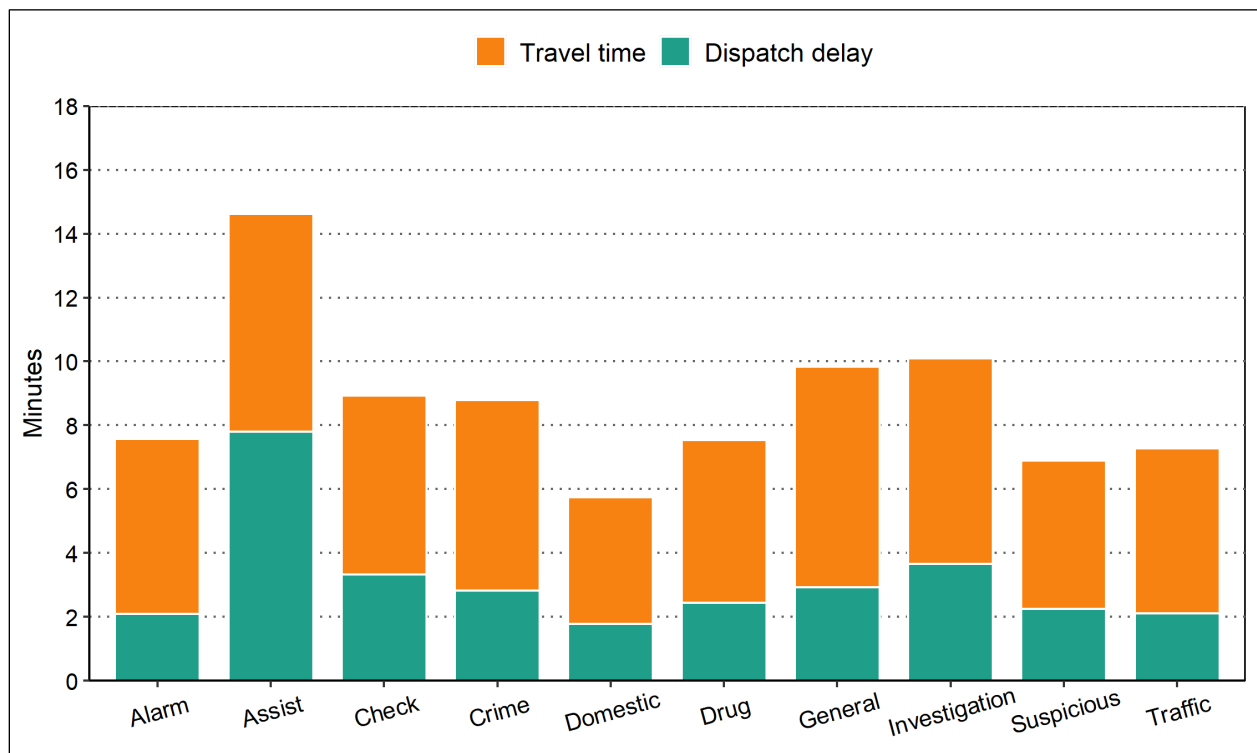
TABLE 9-12: Average Response Time Components, by Category

Category	Time in Minutes, Winter			Time in Minutes, Summer		
	Dispatch	Travel	Response	Dispatch	Travel	Response
Accident	2.3	5.8	8.1	2.0	5.6	7.6
Alarm	1.9	5.7	7.5	2.1	5.5	7.6
Animal	2.5	6.9	9.4	3.1	7.3	10.3
Assist–citizen	9.3	12.4	21.7	15.4	10.0	25.4
Assist other agency	3.3	4.8	8.1	2.3	4.5	6.8
Check	3.4	5.5	8.9	3.3	5.6	8.9
Community service	2.9	6.3	9.2	2.5	6.0	8.5
Crime–person	1.9	5.0	6.9	1.9	5.0	6.9
Crime–property	2.8	6.1	8.9	3.1	6.3	9.3
Domestic	2.6	4.2	6.8	1.8	4.0	5.7
Drug/alcohol related	1.8	4.9	6.7	2.4	5.1	7.5
Investigation	3.0	6.0	8.9	3.7	6.4	10.1
Miscellaneous	3.9	12.2	16.1	5.5	12.1	17.6
Suspicious incident	3.6	4.9	8.5	2.3	4.6	6.9
Traffic enforcement	3.1	4.2	7.3	2.4	4.1	6.5
Total Average	**2.9**	**6.0**	**9.0**	**3.0**	**5.7**	**8.7**

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

Observations:

- In winter, the average response time for most categories was between 7 minutes and 11 minutes.

- In winter, the average response time was as short as 7 minutes (for drug/alcohol-related calls) and as long as 15 minutes (for assist calls).

- In summer, the average response time for most categories was between 6 minutes and 11 minutes.

- In summer, the average response time was as short as 6 minutes (for domestic disturbance calls) and as long as 15 minutes (for assist calls).

- The average response time for crimes was 8 minutes in winter and 9 minutes in summer.

TABLE 9-13: 90th Percentiles for Response Time Components, by Category

Category	Time in Minutes, Winter			Time in Minutes, Summer		
	Dispatch	Travel	Response	Dispatch	Travel	Response
Accident	3.7	9.6	12.8	2.9	11.2	12.7
Alarm	2.7	8.1	12.4	3.5	8.5	11.6
Animal	3.6	13.7	17.7	4.7	15.7	19.8
Assist–citizen	96.2	187.7	230.4	233.4	52.8	260.2
Assist other agency	2.5	8.7	10.9	3.8	6.8	10.5
Check	6.0	8.5	12.5	6.1	10.1	13.8
Community service	5.6	10.8	14.6	4.0	10.5	14.3
Crime–person	3.9	8.8	12.3	3.5	8.5	11.1
Crime–property	5.0	11.3	15.5	5.1	10.4	14.9
Domestic	3.5	6.4	9.3	3.3	6.3	8.7
Drug/alcohol related	4.1	7.5	10.7	4.5	11.3	13.1
Investigation	4.5	9.5	13.3	5.9	10.3	14.4
Miscellaneous	8.5	51.8	58.0	13.1	34.5	40.8
Suspicious incident	5.4	8.7	14.0	4.2	8.8	10.9
Traffic enforcement	3.5	7.3	8.9	3.9	7.9	11.5
Total Average	**5.0**	**10.2**	**14.8**	**4.7**	**10.3**	**14.4**

Note: A 90th percentile value of 14.8 minutes means that 90 percent of all calls are responded to in fewer than 14.8 minutes. For this reason, the columns for dispatch delay and travel time may not be equal to the total response time.

Observations:

- In winter, the 90th percentile value for response time was as short as 9 minutes (for domestic) and as long as 193 minutes (for assist).

- In summer, the 90th percentile value for response time was as short as 9 minutes (for domestic) and as long as 191 minutes (for assist).

FIGURE 9-27: Average Response Time Components, by Sector
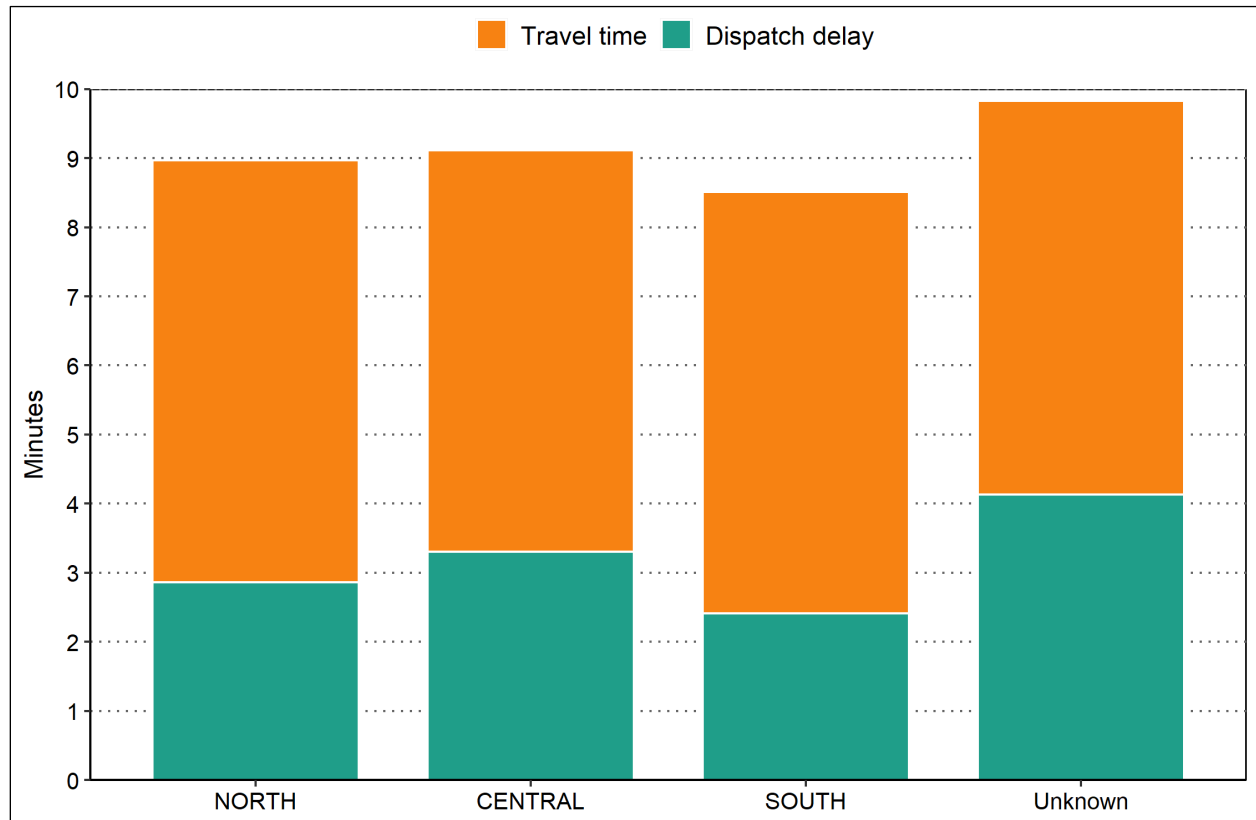
TABLE 9-14: Average Response Time Components, by Sector

Sector	Time in Minutes			Calls	Area (Sq. Miles)	Population (2020 Est.)
	Dispatch	Travel	Response			
North	2.9	6.1	9.0	1,657	5.5	5,344
Central	3.3	5.8	9.1	2,478	7.9	8,001
South	2.4	6.1	8.5	2,574	4.8	4,094
Other	4.1	5.7	9.8	567	NA	NA
Total	**3.0**	**6.0**	**8.9**	**7,276**	**17.3**	**16,717**

Observations:

▪ Excluding the "unknown" category, the three sectors shared similar dispatch delays and response times.

▪ The south sector had a slightly shorter average dispatch delay and slightly shorter response time.

APPENDIX A: CALL TYPE CLASSIFICATION

Call descriptions for the department's calls for service from January 1, 2019, to December 31, 2019, were classified into the following categories.

TABLE 9-15: Call Type, by Category

Call Type	Table Category	Figure Category
ALARMS	Alarm	Alarm
FUNERAL	Assist–citizen	Assist
MOTORIST ASSIST		
VEHICLE LOCKOUT		
EMERGENCY MEDICAL SERVICE	Assist other agency	
FIRE DEPARTMENT CALL	Assist other agency	
CHECK WELFARE	Check	Check
VACATION CHECK		
PERSON CRIME	Crime–person	Crime
ROBBERY		
SEXUAL ASSAULT		
BURGLARY	Crime–property	
CRIMINAL MISCHIEF		
FRAUD		
PROPERTY CRIME		
PROWLER		
SHOPLIFTER		
EXTRA PATROL	Directed patrol	Directed patrol
SPECIAL DETAIL		
DOMESTICS	Domestic	Domestic
ALCOHOL BEVERAGE CONTROL	Drug/alcohol related	Drug/alcohol related
DRUG / ALCOHOL RELATED		
OVERDOSE		
ANIMAL RELATED	Animal	General noncriminal
COMMUNITY SERVICE - BUSINESS	Community service	
COMMUNITY SERVICE - CITIZENS		
COMMUNITY SERVICE - OTHER AGENCIES		
LOG	Miscellaneous	
PAPER SERVICE		
REPO		
REPOSSESSION		
TRANSPORT		
WEATHER RELATED		
NA		
INVESTIGATION	Investigation	Investigation
MISSING/LOST PERSON		

| Call Type	Table Category	Figure Category
OFFICER INITIATED	Officer initiated	Officer initiated
SUSPICIOUS PERSON/VEHICLE	Suspicious incident	Suspicious incident
WEAPONS RELATED		
VEHICLE ACCIDENT	Accident	Traffic
HIGHWAY SAFETY	Traffic enforcement	
VEHICLE ENFORCEMENT		
VEHICLE TOW		
TS	Traffic stop	

APPENDIX B: UNIFORM CRIME REPORT INFORMATION

This section presents information obtained from the FBI's Uniform Crime Reporting (UCR) Program and the Department of Kentucky State Police. The tables and figures include the most recent information that is publicly available at the national level. This includes crime reports for 2010 through 2019, along with clearance rates for 2019. Crime rates are expressed as offenses per 100,000 population.

TABLE 9-16: Reported Crime Rates in 2019, by City

Municipality	State	Population	Crime Rates		
			Violent	Property	Total
Ashland	Kentucky	20,222	292	3,659	3,951
Berea	Kentucky	16,074	118	1,294	1,412
Campbellsville	Kentucky	11,488	252	3,630	3,882
Elsmere	Kentucky	8,673	104	957	1,061
Frankfort	Kentucky	27,723	292	3,427	3,719
Glasgow	Kentucky	14,475	180	2,991	3,171
Harrodsburg	Kentucky	8,509	106	1,352	1,458
Hillview	Kentucky	9,235	87	1,213	1,300
La Grange	Kentucky	9,080	110	1,729	1,839
Lawrenceburg	Kentucky	11,538	35	1,066	1,101
London	Kentucky	8,050	62	4,658	4,720
Paris	Kentucky	9,879	162	2,065	2,227
Shelbyville	Kentucky	16,531	127	1,778	1,905
Shepherdsville	Kentucky	12,515	176	2,533	2,709
Shively	Kentucky	15,845	341	3,351	3,692
Somerset	Kentucky	11,519	304	2,240	2,544
Versailles	Kentucky	26,625	86	1,232	1,318
Danville	**Kentucky**	**16,873**	**154**	**1,642**	**1,796**
Kentucky		**4,467,673**	**217**	**1,897**	**2,115**
National		**328,239,523**	**379**	**2,010**	**2,489**

FIGURE 9-28: Reported Danville Violent and Property Crime Rates, by Year
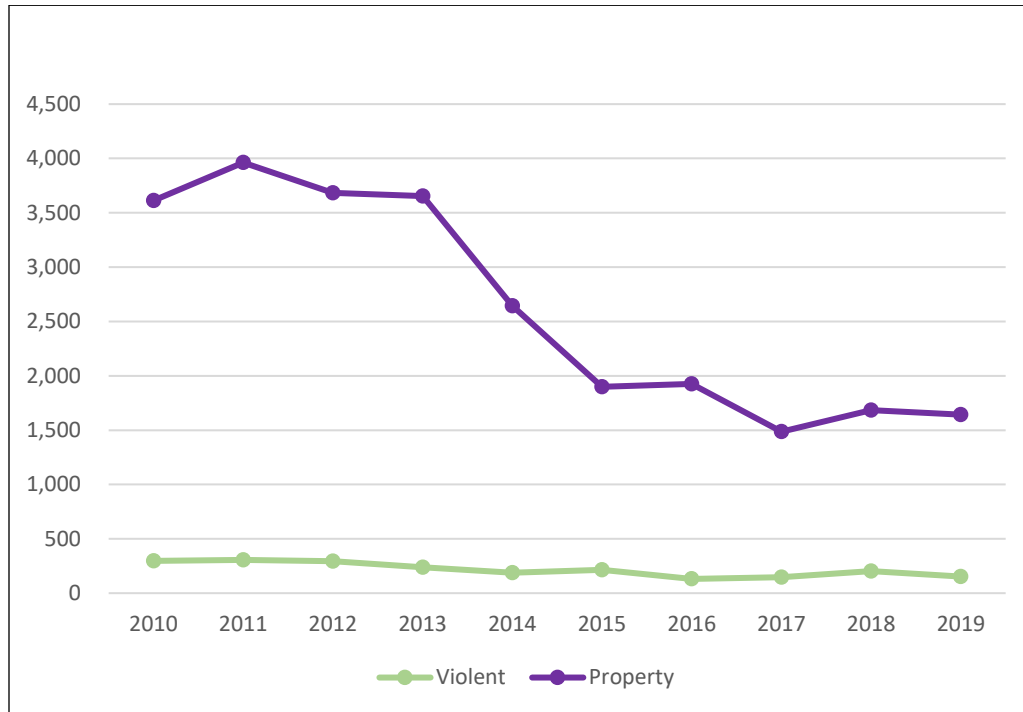
FIGURE 9-29: Reported Danville and State Crime Rates, by Year
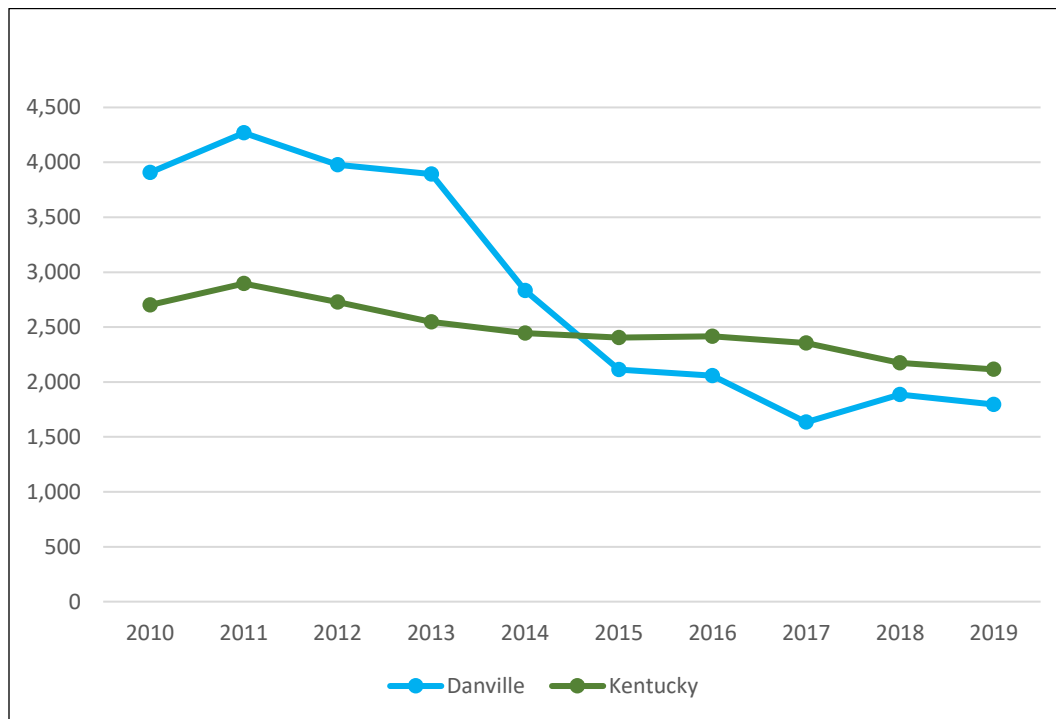
TABLE 9-17: Reported Danville, Kentucky, and National Crime Rates, by Year

Year	Danville				Kentucky				National			
	Population	Violent	Property	Total	Population	Violent	Property	Total	Population	Violent	Property	Total
2010	16,218	296	3,613	3,909	4,376,436	236	2,465	2,702	314,170,775	393	2,833	3,225
2011	16,330	306	3,962	4,268	4,407,173	235	2,661	2,896	317,186,963	376	2,800	3,176
2012	16,314	294	3,684	3,978	4,413,259	219	2,509	2,729	319,697,368	377	2,758	3,135
2013	16,388	238	3,655	3,893	4,430,595	208	2,339	2,548	321,947,240	362	2,627	2,989
2014	16,455	188	2,644	2,832	4,450,843	213	2,232	2,446	324,699,246	357	2,464	2,821
2015	16,703	216	1,898	2,113	4,463,784	222	2,183	2,405	327,455,769	368	2,376	2,744
2016	16,773	131	1,926	2,057	4,478,739	234	2,182	2,416	329,308,297	383	2,353	2,736
2017	16,891	148	1,486	1,634	4,454,189	226	2,129	2,355	325,719,178	383	2,362	2,745
2018	16,801	202	1,684	1,886	4,468,402	212	1,963	2,175	327,167,434	369	2,200	2,568
2019	16,873	154	1,642	1,796	4,467,673	217	1,897	2,115	328,239,523	379	2,010	2,489

TABLE 9-18: Reported Danville, Kentucky, and National Crime Clearance Rates

Crime	Danville			Kentucky			National		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances*	Rate
Murder / manslaughter	0	0	NA	239	144	60%	14,325	8,796	61%
Rape	8	3	38%	1,572	752	48%	124,817	41,065	33%
Robbery	6	2	33%	2,159	761	35%	239,643	73,091	31%
Aggravated assault	12	6	50%	5,745	3,050	53%	726,778	380,105	52%
Burglary	62	23	37%	15,411	3,127	20%	981,264	138,358	14%
Larceny	182	23	13%	59,004	12,998	22%	4,533,178	834,105	18%
Vehicle theft	33	6	18%	10,182	2,191	22%	655,778	90,497	14%

Note: *National clearance counts were calculated from crimes and rates, as these numbers are not directly available from the FBI.

END