POLICE OPERATIONS AND DATA ANALYSIS REPORT

PULASKI COUNTY, ARKANSAS, SHERIFF'S OFFICE

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The International City/County Management Association (ICMA) is a 109-year-old, non-profit 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 their 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.

CENTER FOR PUBLIC SAFETY MANAGEMENT (CPSM)

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.

The Center 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) spun out as a separate company and 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, etc.

The Center for Public Safety Management, LLC, maintains the same team of individuals performing the same level of service that it had for 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 identify industry best practices.

We have conducted more than 400 such studies in 46 states and provinces and more than 275 communities ranging in population size 3,300 (Lewes, DE) to 800,000 (Indianapolis, IN).

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SECTION 1. EXECUTIVE SUMMARY

The Center for Public Safety Management, LLC (CPSM) was commissioned to review the operations of the Pulaski County Sheriff's Office (PCSO). While our analysis covered all aspects of the agency'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 PCSO's 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 Pulaski County Sheriff's Office, it is our conclusion that the agency, overall, provides quality law enforcement services. The staff is professional and dedicated to the mission of the PCSO. Through this report, we will strive to allow the reader to take a look inside the agency 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, we offer general observations that we believe identify some of the more significant issues facing the PCSO. Additionally, we also list key recommendations for consideration; we believe these recommendations will enhance organizational effectiveness. Some of these recommendations involve the creation of new job classifications; others involve the reassignment/repurposing of job duties to other sections and units. Oftentimes these types of recommendations require a substantial financial commitment on the part of a jurisdiction. In the case of the Pulaski County Sheriff's Office, some may be accomplished by a realignment of workload and/or reclassification of job descriptions. It is important to note that in this report we will examine specific sections and units of the department and will offer a discussion of our observations and recommendations for each.

The list of recommendations is extensive. Should the Pulaski County Sheriff's Office 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 county and the PCSO. It is important that we emphasize that this list of recommendations, though lengthy, is common in our operational assessments of agencies around the country and should in no way be interpreted as an indictment of what we consider to be a fine department. While all of the recommendations are important, we suggest the Pulaski County Sheriff's Office in conjunction with other county departments, the Quorum Board, and members of the community to decide which recommendations should take priority for implementation.

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GENERAL OBSERVATIONS

- We found from our conversations with many employees, both sworn and professional staff, that they genuinely like working at the agency because of the feeling of being "family."

- The PCSO is struggling to retain deputies and has become a department where an individual is hired, receives recruit training, FTO training, begins work at the PCSO, and then leaves for another law enforcement agency in the central Arkansas area.

- Much of the decision making appears to be done at the top level of the PCSO. The executive staff should work to put more emphasis on pushing the decision-making power down to those whose rank and responsibility are commensurate with their position.

- Mid-level managers and above in the organization do not control the budgets for their respective units, bureaus, or divisions.

- The absence of program budgets for all specific operating functions of the department, such as the Patrol, Criminal Investigations, and Training Divisions, is a significant detriment to the department. This absence also had a negative impact on CPSM's assessment. Virtually all agencies that we assess have such budgets.

  Program budgets identify staffing allocations; spending authorization for training, overtime, materials, and supplies; and other critical factors that section commanders should manage as part of their responsibilities in running a division. As we interviewed section commanders, none had a true understanding of how many personnel were assigned under their command, or what spending authority they had. To the contrary, everything related to staffing and budgeting is handled at the highest levels of PCSO. We cannot overstate how detrimental this is to PCSO operations.

- There are numerous opportunities to civilianize functions of the department which are currently being performed by sworn deputies. Freed-up deputies could then be reassigned to positions identified throughout this report where needs exist for sworn staffing. As civilian employee costs are often substantially less than that of sworn personnel, taking advantage of these opportunities would better enable recommended sworn staffing enhancements.

- We heard from various sections across the PCSO that it is lacking in technology that supports operations at the line level. On the positive side, we know that the agency has a dedicated IT Manager. We recommend that the PCSO create an Information Technology Committee made up of the IT Manager and end users from the various functions to include, at a minimum, representatives from Patrol, CID, Judicial Services, Communications, Records, and Property and Evidence. The committee should be chaired by a major who has the spending authority to move appropriate committee recommendations forward. The meetings should be held on a quarterly basis; work plans and responsibilities should be assigned and tracked. Subsequent meetings should include reporting on project status. Committee reports should be presented to the Sheriff and Chief Deputy for information purposes.

- In virtually all police studies conducted by CPSM, a lack of communication is cited as a major organizational impediment. That sentiment was expressed in Pulaski County as well. The lack of communication appears to be up and down the organization, but especially noticeable within the command staff. In any event, open, constructive communication is vital to any organization.

  CPSM suggests an option that involves executive staff hosting a quarterly "State of the PCSO" briefing where staff can give a short status report on important issues, changes, new programs, etc. facing the department, and allow for questions or input from all employees. Such

meetings should be scheduled so as to allow all shifts to participate, and topics should be solicited from employees in advance of the meeting to ensure that issues of importance to employees are addressed. No, this is not a panacea, but those who are truly interested in department activities outside of their "workspace" can get a better understanding of the department's work plan and how they may contribute to the betterment of the department. For those who have selective awareness, they have only themselves to blame should they choose not to participate.

As noted previously, key specific recommendations follow and are discussed in detail throughout the report. These recommendations are offered to enhance the operation of the Pulaski County Sheriff's Office. 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 Pulaski County.

CPSM staff would like to thank Sheriff Eric Higgins, Captain Robert Garrett, and the entire staff of the Pulaski County Sheriff's Office for their gracious cooperation and assistance in completing this project.

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KEY RECOMMENDATIONS

Administrative
(See pp. 19-20.)

1. PCSO recommends the rank of Major be eliminated through attrition and then have the four Captains report directly to the Chief Deputy.

2. PCSO leadership must be diligent in managing succession planning to ensure the department has competent leaders going into the future.

3. CPSM recommends that PCSO consider becoming an accredited law enforcement agency.

Patrol Division
(See pp. 21-49.)

4. CPSM recommends PCSO consider adopting procedures to accurately capture all of a deputy's work in the CAD system.

5. After 6 to 12 months of operating under new procedures to accurately capture workload, a more comprehensive data analysis should be conducted to determine a more precise workload for the deputies on patrol.

6. CPSM recommends PCSO form an internal committee to review deputy response to non-crime calls and make recommendations to the Sheriff as to where responses can be eliminated so as to improve responsiveness to crime-related matters while enhancing deputy safety.

7. CPSM recommends that patrol deputies making traffic stops leverage traffic crash data to focus enforcement efforts on the locations deemed most prone to accidents and towards drivers at the highest risk of causing them.

8. CPSM recommends collecting, analyzing, and discussing traffic data department-wide in order to enhance focus and prioritization of resources.

9. CPSM recommends that the process for collecting data on drivers who are stopped be automated, and the data be aggregated as soon as possible. An automated system using CAD or available mobile applications would allow for aggregating and analyzing data.

10. We recommend any changes to the RMS system prioritize integration with an accident investigation module with E-Crash. Deputies would then have to complete one accident report per accident, rather than the two separate reports currently being completed.

11. CPSM recommends that the approach of responding to and investigating frequent traffic accidents (property damage only, no criminality) by sworn deputies be minimized or discontinued altogether.

12. CPSM recommends PCSO re-evaluate its response to traffic accidents and traffic complaints and, when possible, find a more efficient response to those types of calls for service.

13. CPSM recommends PCSO partner with a third-party company to develop an online reporting system.

14. CPSM recommends PCSO start gathering and tracking data on false alarm calls as soon as practical.

15. The implementation of a comprehensive false alarm reduction program is recommended.

16. CPSM recommends PCSO explore third-party vendor options to assist in administering a revamped false alarm response program.

17. CPSM recommends PCSO form an internal committee with an executive sponsor to systematically examine processes throughout the Sheriff's Office for necessity, automation, and efficiency.

18. CPSM recommends the department consider purchasing smart phones for all patrol deputies as soon as possible as a way to improve critical communications.

19. Based on the totality of factors, CPSM recommends Pulaski County consider engaging the available partners and invest in the addition of five deputies to the SRO program.

20. CSPM recommends PCSO consider for purchase an electronic method of gathering fleet data to enhance the efficiency and reporting of fleet-related data.

21. CPSM recommends the Sheriff's Office increase its annual spending on vehicles each year in order to catch up on the replacement of vehicles in order to lower the number of vehicles that have more than 150,000 miles.

Criminal Investigations Section (Detectives)
(See pp. 51-59.)

22. Consideration should be given to revising Policy 11-001, Investigations, to more comprehensively define the duties and responsibilities of the section.

23. To reduce the workload burden on detectives, utilize solvability factors to determine the viability of assigning cases and discontinue the practice of assigning cases when there are insufficient investigative leads.

24. The utilization of part-time retired police personnel with investigative experience should be considered to supplement staffing during periods of vacancies. Such personnel may conduct a variety of tasks in CID and throughout the department.

25. Consistent with a previous recommendation, consideration should be given to utilizing part-time retired personnel with investigative experience to examine cold homicide and sexual assault cases to determine if investigative leads may be available based upon new technologies or other factors. Where appropriate, those cases may then be assigned to a detective for follow-up.

26. Consideration should be given to developing a rotation schedule for CID assignments. Should the department choose to retain its present policy relative to permanent assignments, consideration should be given to, at the very least, converting one position in each of the Persons and Property Crimes Units to a rotational position.

27. CPSM recommends that staffing levels should be set as follows: Crimes Against Persons Unit, one sergeant and five detectives; Crimes Against Property Unit, one sergeant and five detectives; Sex Offender Registrant Unit, one detective.

28. CPSM recommends the creation of a Crime Scene Investigations Unit staffed by civilians. Should a dedicated CSI Unit not materialize, two additional detectives should be added to the above staffing level recommendation to serve as CID Crime Scene Investigators in support of other detectives. The current practice of having patrol officers handle crime scene investigations at lower level crime scenes would continue.

Crime Scene Investigations / Forensics

29. A policy delineating the roles and responsibilities of crime scene investigators should be developed.

30. Crime scene-specific software should be utilized to enable tracking and assessment of the department's efforts in the collection of forensic evidence.

31. Consideration should be given to instituting a dedicated Crime Scene Investigation Unit, staffed by five full-time civilian crime scene investigation specialists (one supervisor and four Crime Scene Techs). If established, the unit would be responsible for collection of evidence at both major and minor crime scenes, thus relieving both detectives and patrol officers of these duties.

32. If the above recommendation is adopted, consideration should be given to making CSI services available to smaller agencies within Pulaski County on a cost-of-service basis.

33. As discussed in reporting on the Criminal Investigations Section (Detectives), absent the development of a formal Crime Scene Investigations Unit, two additional detectives should added to the detective complement as crime scene investigations specialists and the collection of forensic and physical evidence at less serious crime scenes will remain the responsibility of the Patrol Division.

Narcotics / Vice Section

34. CPSM recommends that the staffing level for the Narcotics / Vice Unit be established at one Sergeant and four detectives.

35. Consideration should be given to developing a rotation schedule for the Narcotics / Vice Unit.

Regional Task Forces

36. As staffing permits, the department should rejoin the DEA Task Force.

37. As staffing permits, detectives should be assigned to additional task forces to include the Internet Crimes Against Children Task Force.

Crime Analysis Unit

38. Consider writing a Crime Analysis Unit policy to ensure that the information developed by the crime analyst is necessary, received by the appropriate persons, acted upon by such persons, and, on an annual basis, evaluated for its continued usefulness.

39. Evaluate the value and capacity to include a predictive policing element in the work product of the CAU. If determined to be of value, reduce present workload demands by eliminating non-essential work products. Absent the ability to eliminate non-essential work products, additional staffing will be required to perform this function.

Victim Assistance Program

40. Historically, grant funding on a limited basis has been available in support of victim services to include salaries for positions such as the Crime Advocate Coordinator. Periodic efforts should be made to acquire grant funding and allow for existing funding to be re-purposed to areas of PCSO where grant funding is less available.

Judicial Division

(See pp. 75-78.)

41. CPSM recommends a focus group or ad-hoc committee be established to further investigate funding streams, the feasibility of creating additional staff positions, and reviewing actual position coverage and the operational necessities to serve civil processes.

42. CPSM also recommends this ad-hoc committee explore the possibilities of diverting a certain amount of workload, where feasible baring Constitutional responsibilities, to third-party vendors or community-based process servers.

Warrants Division

(See pp. 78-79.)

43. CPSM recommends a focus group or ad-hoc committee be established to further investigate creating additional staff positions, and to review actual position coverage and the operational necessities to serve proactive warrant service. We suggest a standalone team comprised of six deputies and a Sergeant / Field Supervisor. This would provide for a team of three deputies and a Sergeant team to make contact and cover at residential or commercial locations where a suspected fugitive may be seeking refuge. The additional three deputies would take containment positions when operations are underway, eliminating the possibility of further flight by the would-be fugitive. This approach will also be deemed as due diligence.

SWAT / CNT

(See pp. 80-87.)

44. CPSM recommends PCSO develop Memoranda of Understanding, working relationships, and/or training evolutions with neighboring jurisdiction SWAT team as an added resource and best practice.

45. CPSM recommends a robust policy review to strengthen organizational guidelines, the SWAT Team selection process, and specialized unit integration.

46. CPSM recommends the development of an online Training Matrix and SWAT Manual. A training matrix would establish a list of core competencies for specialized equipment and standards for unit operators assigned to SWAT / CNT operations and track training evolutions. The Matrix would identify qualified individuals, ensure performance standards are being followed, and allow for succession planning. A SWAT / CNTS Manual is intended to establish the unit mandates, structure, and general operating procedures for Special Weapons and Tactics and Crisis Negotiations beyond the scope of policy.

47. PCSO SWAT leadership should also consider sending potential members to the National Tactical, Operational, or Strategic Leadership certification classes sponsored by the National Tactical Officers Association Academy in partnership with the International Academy of Public Safety.

48. CPSM recommends command staff leadership conduct an in-house "Needs Assessment" of the SWAT team regarding the personnel complement, equipment, training, and budget demands.

49. CPSM recommends a more detailed selection, retention, and removal process be clearly established in the existing SWAT Policy.

50. CPSM recommends the installation of gun vaults in police vehicles for the safe storage of firearms, and as containment magazines for diversionary devices or other necessary SWAT equipment.

Water Patrol

(See pp. 87-91.)

51. CPSM recommends training at the dispatch level so the PCSO can capture a true picture of water-borne incidents and deployments, separate from any normal patrol function or coding.

52. CPSM also recommends developing a Training Matrix to capture qualifications of the team's subject matter experts as well as capturing disciplines taught during training evolutions, which could provide a medium for true succession planning.

53. CPSM recommends the PCSO Water Patrol deputies seek membership or collaboration with the National Association of State Boating Law Administrators (NASBLA) to enhance training opportunities, get updates on waterway management, and develop public policy, advocacy, and tactics aligned with U.S. Coast Guard Operations.

Accident Reconstruction

(See pp. 92-94.)

54. CPSM recommends the development of a written traffic safety plan all employees can understand and be accountable to enforce.

55. CPSM recommends Accident Reconstruction team members further their expertise by joining professional organizations such as the Association of Professional Accident Reconstruction Specialists, which can further their training, and provide access to resources and networking among peers.

56. CPSM recommends data from the top 10 high-collision intersections from the traffic complaint log be used to generate a monthly report for supervisors to review and share with field enforcement teams, and other municipal entities, to ensure traffic stops are occurring where needed to address safety issues.

57. CPSM recommends identifying the primary collision factors of the most prevalent collisions in order to create a "Moving Citation of the Month" advisement to increase awareness and enforcement as needed to mitigate most common causes of traffic accidents.

Internal Affairs

(See pp. 95-102.)

58. CPSM recommends the Professional Standards Complaint Form be posted clearly on the Pulaski County Sheriff's Office website with capabilities to auto-fill data and submit directly to the Professional Standards Unit.

59. CPSM recommends PCSO consider the development of a "Professional Standards" checklist.

60. CPSM recommends General Policy 03-003 be further examined to clearly define the process of Criminal vs. Administrative Investigative responsibilities.

61. CPSM recommends PCSO also consider the development of an investigation manual to guide investigators in advancing their learning with "how-to" documents and other resources to expand their professional development.

62. CPSM recommends General Policy 03-005 be reviewed and updated if needed as it was last revised in 2009.

63. It is recommended PCSO further its use of the early intervention system to include a broader discussion with all employees to encourage a two-way equitable discussion regarding training, equipment, supervision, policy, and field practices.

64. CPSM recommends PCSO broaden the definitions of Policy 05-001 to include terms and definitions for the "Duty to Intercede."

65. CPSM recommends Policy 05-001 should be expanded to include the efforts of pursuing de-escalation as a guiding principle for officers. De-escalation language in policies is highly recommended by Lexipol, PERF, and IACP as a guiding light for frontline police officers and deputies.

66. CPSM also recommends that PCSO consider expanding the language in policy 05-001 and the process for reporting incidents into the Blue Team tracking system while separating incidents where there was a show of force on a person.

67. CPSM recommends a collaborative approach to create a formal Review Board to ensure all categorical force incidents are reviewed in the same method among all command staff members and subject matter experts collaboratively.

68. CPSM recommends use of force data be published to show a greater level of transparency to stakeholders and the community.

69. CPSM recommends the PCSO evaluate a system-based, automated review and analysis platform such as Truleo for body-worn camera video. This technology is at the forefront of accountability and transparency in modern policing; it processes body-worn camera data through behavior and officer safety analytics. The approach, by way of automated review, trains officers, can promote the PCSO, elevates professionalism, and serves as a great platform for risk management.

Observation: A search of the PCSO website shows a wide variety of information available to the community regarding PCSO recruitment, a department overview, detention information, social media, and a list of community / victim resources to name a few. One key component missing from the website is a list of Sheriff's Office policies that should be easily accessible directly on the front page. Providing policies to the public online reduces administrative time from processing Freedom of Information Act Requests. It also shows greater transparency and helps educate the community that there is nothing to hide. Several reputable organizations such as the Commission on Accreditation for Law Enforcement Agencies, Power DMS, and Lexipol LLC Knowledge Management Systems agree with this proactive practice in line with the President's Task Force on 21st Century Policing regarding building trust and legitimacy.

Property and Evidence
(See pp. 103-108.)

70. CPSM recommends the department create a civilian P&E Technician position to replace the sworn deputy, who could then be assigned elsewhere in the organization.

71. Change the P&E deputy's work hours from a 5/8 work schedule to a 4/10 work schedule.

72. Consideration should be given to requiring citizens to schedule an appointment when they want to retrieve property. This would allow the deputy to be more productive and not be constantly pulled away to assist citizens whenever they may arrive.

73. It is recommended the PCSO install a key card access to the inner door of the P&E Unity and a camera pointed at the door to capture ingress and egress.

74. CPSM recommends the PCSO retain all video footage from the P&E cameras for at least 60 days.

75. CPSM recommends one additional technician position be added to the P&E unit to focus on the purging of adjudicated evidence.

76. Ensure the P&E Unit's policies are reviewed each year so they remain current with any statutory changes and best practices.

77. The evidence technician should become certified through IAPE.

78. The evidence technician should attend the annual IAPE conference for ongoing professional training.

79. CPSM recommends purchasing refrigeration monitoring units for the refrigerator.

Communications Center
(See pp. 109-119.)

80. CPSM recommends that when a supervisor takes vacation, is sick, or takes a day off, they be replaced with another supervisor, or at least a senior dispatcher who has had some supervisory training.

81. PCSO should annually review the priority levels assigned to calls to ensure they are still appropriate.

82. CPSM recommends that PCSO consider a rotation schedule for dispatchers.

83. PCSO would be prudent to look at ways that can reduce dispatch time.

84. It is recommended that all dispatchers receive an annual psychological debriefing with a psychological professional.

85. CPSM recommends that dispatchers attend the APCO conference each year to receive additional training.

86. CPSM recommends the PCSO send at least two dispatchers to Tactical Dispatcher Training.

87. Supervisors should attend supervisory training.

88. CPSM recommends the agency bring in a specialist in design who may be able to redesign the dispatch area into a more comfortable and roomier environment.

89. CPSM recommends the department bring in an ergonomic expert to provide an assessment of the current dispatch stations, and attempt to make it more ergonomic friendly for the dispatch personnel.

90. CPSM recommends that when the PCSO is able to hire the four new recommended dispatchers that it begin a quality assurance program in dispatch.

Records
(See pp. 119-123.)

91. CPSM recommends the department consider allowing the Records Supervisor and Clerks to work a modified shift schedule.

92. CPSM recommends that the department provide additional training to deputies so they clearly understand how to accurately code a crime when they file a report.

93. CPSM recommends the department send the Records Supervisor to NIBRS training so she has a complete understanding when working with NIBRS.

94. CPSM recommends the department again begin charging a fee for reports.

95. CPSM recommends the department considering partnering with a vendor that can provide an on-line platform where citizens can obtain police reports.

Training

96. CPSM recommends documenting all training into one database instead of in multiple locations.

97. CPSM recommends the agency fill the vacant positions as soon as possible.

98. It is imperative the agency find an alternative to the current model of the recruits in training having to walk to the administration building to use the restroom.

99. It was learned that the "annex" could be equipped with new technology in order to provide a better quality of training to the recruits.

100. CPSM recommends that the PCSO have a training calendar that is for a full year.

101. CPSM recommends the department do a cost analysis and determine if operating its own academy is fiscally prudent to do so.

102. CPSM recommends the department consider providing a pre-academy class to enhance the success of the recruits in the basic academy.

103. CPSM recommends the agency emphasize recruitment of citizens who want to be reserve deputies.

104. CPSM recommends the agency create a new civilian quartermaster position, thus relieving the sworn deputy of the responsibility.

105. PCSO should consider tracking training expenditures to determine how much it actually spends, and then create a line item in each year's budget for training. The Lieutenant should also have some responsibility for controlling the unit's budget.

Personnel, Recruitment, and Retention

106. CPSM recommends the PCSO establish an employee referral system (ERS), a recruiting tool that is advocated by the International Association of Chiefs of Police. An employee referral system has been shown to be one of the most effective recruitment techniques available.

107. CPSM recommends PCSO expand recruitment techniques beyond social media and create deeper contacts through religious organizations and expand programs for individuals interested in the field through internships. The OK Program of Pulaski County and Young Ladies of the Future Mentoring programs at the 2nd Annual Youth Empowerment workshop are excellent examples of PCSO's established partnerships to connect into the community.

108. CPSM recommends PCSO outsource sworn background investigations to qualified retired annuitants or a third-party service provider, which would enable the PCSO to repurpose sworn deputies back into field work, add sworn staff to the needs of oversaturated enforcement teams, or fill other sworn vacancies.

109. CPSM recommends PCSO continue to monitor and revise its recruitment plan biannually and work with the Human Resources Division to ensure a diverse workforce that aligns with community demographics, particularly to recruit female deputies. The Police Executive Research Forum provides 10 action items for advancing women and strengthening policing in its series called Women in Police Leadership in 2023.

110. PCSO should contact employees who have resigned to determine if there are root causes that have resulted in them leaving the organization.

111. PCSO should evaluate whether their hiring bonus is achieving what it is designed to achieve and determine if it should continue to be offered to attract candidates.

Public Affairs
(See pp. 132-136.)

112. Create a part-time civilian position to assist with the fulfillment of FOIA requests.

113. PCSO should re-energize the Coffee with a Cop and Shop with a Cop programs and begin having them more frequently.

114. CPSM recommends that the department assess all public programs and events the agency is involved with and decide which might be better handled by the Public Affairs Unit.

115. PCSO should be sending its Media Specialist to the annual Social Media and Law Enforcement (SMILE) conference each year to stay current with social media trends.

116. PCSO should implement a Business Watch Program with the businesses within the county.

117. PCSO should consider implementing an Explorer Program.

118. PCSO should give serious consideration to implementing a Retired Senior Volunteer Program.

Drone Program
(See pp. 136-139.)

119. CPSM recommends PCSO structure a needs assessment to address funding requirements for Drone Unit expansion, logistics, and deployment schedules that would create an operations plan to enhance capabilities.

120. CPSM recommends policy includes the identification of sensitive air space where flights are prohibited in Pulaski County by the FAA and the procedures that must be followed.

Honor Guard
(See pp.139-140.)

121. CPSM recommends a contemporary review of the PCSO Honor Guard manual to create templates, worksheets, diagrams, and best practice deployments for all employees to recognize.

122. CPSM recommends Honor Guard protocols be produced on a pocket-sized manual or developed on a cell phone application for Honor Guard participants to access easily, as these perishable skills should be reviewed beyond normal training evolutions.

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SECTION 2. METHODOLOGY

Data Analysis

CPSM used numerous sources of data to support our conclusions and recommendations for this study of the Pulaski County Sheriff's Office. 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).

Interviews

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

Focus Groups

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

Document Review

CPSM consultants were furnished with numerous reports and summary documents by the Pulaski County Sheriff's Office. 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.

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 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.

SECTION 3. COMMUNITY AND DEPARTMENT OVERVIEW

COMMUNITY

Pulaski County, Arkansas, has a population of about 397,800 making it the most populous county in the state according to the U.S. Census. According to the 2020 Census, the county demographically is 48.6 percent White, 35.6 percent Black, 0.29 percent Native American, 2.49 percent Asian, 8.31 percent Hispanic, and 4.64 percent Other/Mixed. The largest city in the county is Little Rock, which is also the county seat. The county encompasses 760 square miles of land and 48 square miles of water.

Pulaski County's elected governing body include the Pulaski County Judge, who serves as Pulaski County Government's Chief Executive Officer, and the Pulaski County Quorum Court, whose fifteen members make up Pulaski County Government's legislative body. Each Quorum Court member represents a specific district of Pulaski County.

LAW ENFORCEMENT SERVICES

The Pulaski County Sheriff's Office provides a full range of law enforcement services to the community.

Uniform Crime Report/Crime Trends

While communities differ from one another in population, demographics, geographical landscape, and social-economic makeup, comparisons to other jurisdictions can be helpful in illustrating how crime rates in Pulaski County measure against those of other Arkansas jurisdictions as well as the law enforcement agencies of similar size in other states.

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. For 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 among jurisdictions.

Data acquired by CPSM from the FBI for use in this reporting is the most currently available (2020/2021). As indicated in the following table, in 2021, the Pulaski County Sheriff's Office reported a UCR Part I violent crime rate of 1,531 (indexed) and a property crime rate of 3,343 (indexed). In comparing Pulaski County data with other Arkansas counties and cities, one can see that Pulaski County reports the highest rate for violent crimes and property crimes except for the City of Little Rock, The City of Jacksonville (property crime), and the City of North Little Rock (property crime).

TABLE 3-1: Reported Crime Rates, by Jurisdiction

Jurisdiction	State	2020				2021			
		Population	Crime Rates			Population	Crime Rates		
			Violent	Property	Total		Violent	Property	Total
Baxter County	AR	25,027	264	1,970	2,234	25,006	172	1,608	1,780
Benton County	AR	49,022	304	1,008	1,312	47,883	365	835	1,201
Boone County	AR	23,330	836	879	1,715	23,247	465	576	1,041
Crawford County	AR	29,100	158	735	893	28,735	195	1,072	1,267
Faulkner County	AR	44,933	345	1,760	2,105	44,386	342	1,771	2,113
Garland County	AR	60,870	485	2,134	2,619	60,542	595	2,081	2,676
Independence County	AR	27,002	726	1,559	2,285	26,751	714	1,675	2,389
Lonoke County	AR	28,325	381	1,663	2,044	27,864	438	1,314	1,751
Pope County	AR	27,154	309	954	1,263	26,799	325	675	1,000
Saline County	AR	53,142	348	1,221	1,569	52,870	312	1,347	1,659
Sebastian County	AR	21,702	235	650	885	19,336	191	579	771
Union County	AR	20,851	293	1,141	1,434	20,414	299	1,024	1,323
Washington County	AR	50,679	375	1,127	1,502	48,691	257	1,134	1,390
White County	AR	37,808	548	1,777	2,325	37,393	722	1,679	2,402
Jacksonville	AR	28,217	1,159	4,476	5,635	28,356	1,259	4,754	6,013
Little Rock	AR	197,688	1,850	4,857	6,707	198,260	2,063	5,364	7,428
Maumelle	AR	18,307	142	1,579	1,721	18,343	142	1,565	1,706
North Little Rock	AR	66,303	1,003	3,670	4,672	66,677	1,143	3,697	4,840
Sherwood	AR	31,636	639	2,677	3,316	31,857	694	2,649	3,343
Pulaski County	**AR**	**49,739**	**1,289**	**3,207**	**4,495**	**47,149**	**1,531**	**3,379**	**4,910**
Arkansas		**2,890,154**	**672**	**2,613**	**3,285**	**2,916,168**	**558**	**2,656**	**3,214**
National*		**331,449,281**	**399**	**1,958**	**2,357**	**332,031,554**	**396**	**1,933**	**2,329**

Note: *We used national crime rates estimated in the FBI's report *The Transition to the National Incident-Based Reporting System (NIBRS): A Comparison of 2020 and 2021 NIBRS Estimates*.

The following figure shows the trend in Part 1 crimes in Pulaski County for the ten-year period of 2012 to 2021. The figure shows that the violent crime rate remained somewhat constant from 2010 to 2018 and since then has elevated. However, since 2012, the city's property crime rate has declined overall. The highest property crime rate occurred in 2013, with the low seen in 2020.

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FIGURE 3-1: Reported Pulaski County Violent and Property Crime Rates, by Year
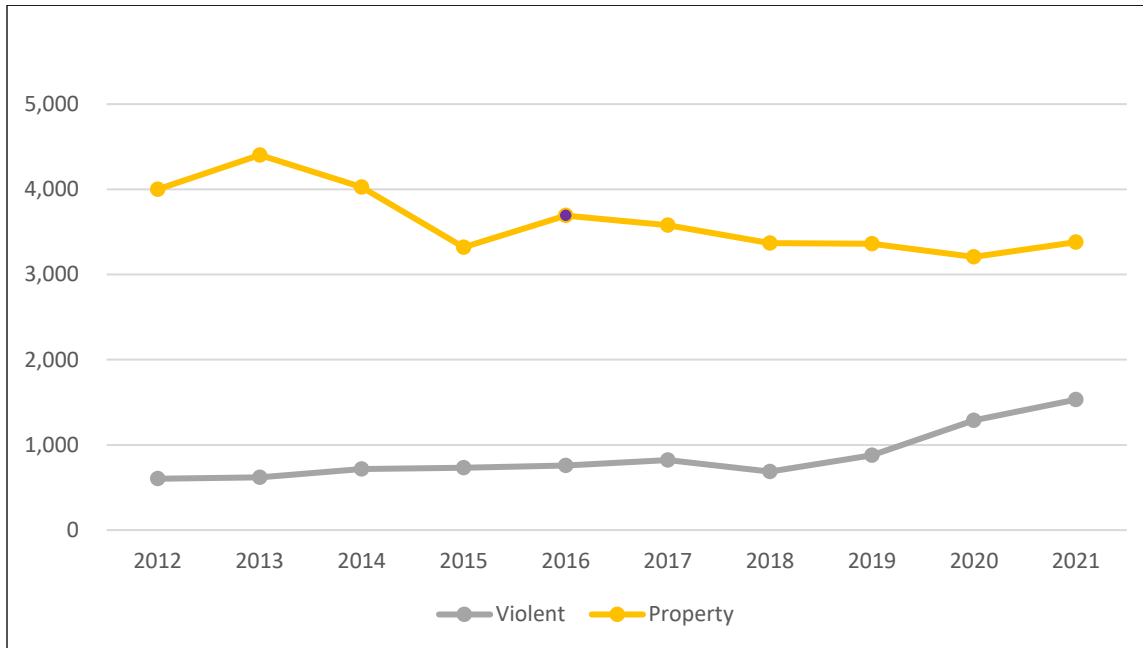
The following figure compares combined violent and property crime rates for Pulaski County and the State of Arkansas for the period of 2012 through 2021. It shows that crime has edged slightly downward over that period for the state, but has fluctuated for the county and is now on the upswing.

FIGURE 3-2: Reported County and State Crime Rates, by Year
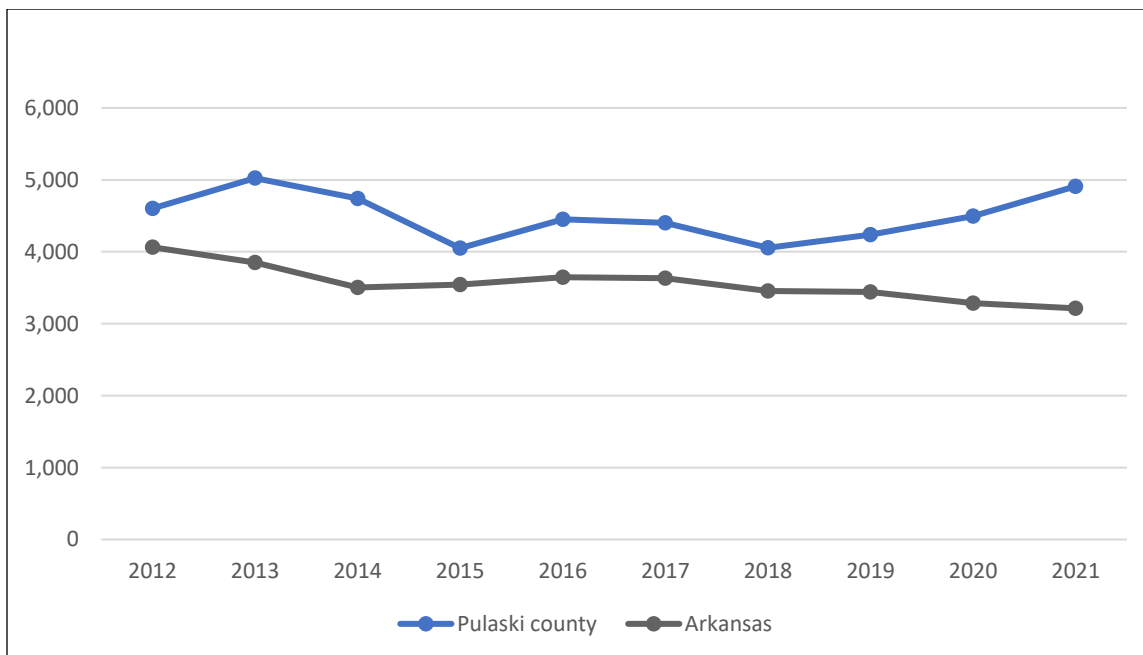
The following table compares the County of Pulaski crime rates to both the state and national rates year-by-year for the period 2012 through 2021. Again, this data is indexed per 100,000 population. It is provided for illustration purposes only.

TABLE 3-2: Reported Pulaski County, Arkansas, and National Crime Rates, by Year

Year	Pulaski County				Arkansas				Nation			
	Population	Violent	Property	Total	Population	Violent	Property	Total	Population	Violent	Property	Total
2012	51,765	603	3,999	4,602	2,981,157	459	3,604	4,063	319,697,368	377	2,758	3,135
2013	51,032	621	4,403	5,024	2,984,729	440	3,412	3,851	321,947,240	362	2,627	2,989
2014	50,017	716	4,027	4,742	2,996,166	444	3,061	3,505	324,699,246	357	2,464	2,821
2015	49,998	730	3,320	4,050	2,997,795	497	3,047	3,544	327,455,769	368	2,376	2,744
2016	49,645	759	3,692	4,452	3,005,677	529	3,117	3,646	329,308,297	383	2,353	2,736
2017	50,469	822	3,580	4,403	3,004,279	555	3,079	3,634	325,719,178	383	2,362	2,745
2018	50,104	689	3,369	4,058	3,013,825	544	2,913	3,457	327,167,434	369	2,200	2,568
2019	48,726	878	3,362	4,240	3,017,804	585	2,858	3,443	328,239,523	379	2,010	2,489
2020	49,739	1,289	3,207	4,495	2,890,154	672	2,613	3,285	331,449,281	399	1,958	2,357
2021	47,149	1,531	3,379	4,910	2,916,168	558	2,656	3,214	332,031,552	323	1,928	2,250

The following tables compare the Pulaski County Sheriff's Office crime clearance rates to the state and national averages. These clearance rates are based upon the department's reporting to the UCR. As can be seen, the department's clearance of cases are higher in some crime areas, and lower in other crime areas.

TABLE 3-3: Reported Pulaski County, Arkansas, and National Crime Clearance Rates, 2020

Crime	Pulaski County			Arkansas			National		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances	Rate
Murder Manslaughter	7	7	100%	310	192	62%	18,109	9,851	54%
Rape	33	10	30%	2,172	287	13%	110,095	33,689	31%
Robbery	29	14	48%	1457	442	30%	209,643	60,377	29%
Aggravated Assault	572	205	36%	15,917	4,758	30%	799,678	371,051	46%
Burglary	318	14	4%	15,239	1,741	11%	898,176	125,745	14%
Larceny	1,050	92	9%	59,758	10,799	18%	4,004,124	604,623	15%
Vehicle Theft	227	15	7%	7,697	570	7%	727,045	89,427	12%

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

TABLE 3-4: Reported Pulaski County, Arkansas, and National Crime Clearance Rates, 2021

Crime	Pulaski County			Arkansas			National*		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances	Rate
Murder Manslaughter	4	3	75%	323	195	60%	22,900	11,500	50%
Rape	31	17	55%	2,244	282	13%	144,300	16,500	11%
Robbery	13	3	23%	1,282	347	27%	202,200	48,800	24%
Aggravated Assault	674	317	47%	16,867	4,899	29%	943,800	297,500	32%
Burglary	276	23	8%	14,189	1,685	12%	899,700	107,200	12%
Larceny	1,058	56	5%	57,625	8,670	15%	4,627,000	508,900	11%
Vehicle Theft	259	22	8%	8,163	667	8%	890,200	68,500	8%

Note: National crimes and clearances are estimated in the FBI's report *The Transition to the National Incident-Based Reporting System (NIBRS): A Comparison of 2020 and 2021 NIBRS Estimates*.

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SECTION 4. ADMINISTRATIVE

ORGANIZATIONAL STRUCTURE

PCSO currently operates with an organizational structure that CPSM believes can be flattened to be more effective and efficient. Within the current structure on the enforcement side of the agency there is the rank of Major, which is between the rank of Chief Deputy and the rank of Captain. PCSO recommends the rank of Major be eliminated through attrition, with the four Captains reporting directly to the Chief Deputy. Also, CPSM recommends the PSU Lieutenant and the Community Affairs Lieutenant both report directly to the Sheriff when the two Major positions are eliminated.

SUCCESSION PLANNING

Successfully managing the talent in an organization revolves around one overriding objective, that is, to assure smooth leadership transition and succession. In essence, this means finding the right people with the right skill set and experience to be future leaders. In the current shifting and complex organizational environment, it is the new challenge facing existing top line leaders. Finding and developing the best leaders will become more demanding as experienced baby boomers retire, as younger workers with a lower inherent sense of loyalty rise in the organization, and as the imperative grows to develop the skills of talent as technology, culture, laws, and community perception evolve.

Succession planning is the process whereby an organization ensures that employees are recruited and developed to fill each key role within the organization. In this process, today's leaders must ensure that they never have a key role open for which another employee is not prepared. Succession planning involves recruiting superior employees; developing their knowledge, skills, and abilities; and preparing them for advancement or promotion into even more challenging roles in the organization.

PCSO leadership must be diligent in managing succession planning to ensure the department has competent leaders going into the future.

ACCREDITATION

Accreditation provides objective evidence of an agency's commitment to excellence in leadership, resource management, and service delivery. Thus, government officials can then be more confident in the agency's ability to operate efficiently and meet community needs. Accredited agencies are better able to defend themselves against civil lawsuits. Also, many agencies report a decline in legal actions against them once they become accredited. Accreditation embodies the precepts of community-oriented policing. It creates a forum in which law enforcement agencies and citizens work together to prevent and control challenges confronting law enforcement and provides clear direction about community expectations.

Within the State of Arkansas, a law enforcement agency can become accredited through the Arkansas Law Enforcement Association Program (ALEAP). Nationally, a law enforcement agency can become accredited through the Commission on Accreditation for Law Enforcement Agencies (CALEA).

CPSM recommends that PCSO consider becoming an accredited law enforcement agency.

MISSION/VALUE/VISION STATEMENT

Mission Statement
In partnership with our community, the Pulaski County Sheriff's Office strives to be a premier law enforcement agency and detention facility by protecting life, property, and individual rights while providing professional and ethical service to our community.

Value Statement
Community focused, Safety Driven & Integrity Based.

Mission and value statements can provide a common theme around which members of the agency can base their day-to-day public interactions, tactical decision-making, and long-term strategic planning. When they are properly integrated within the organization, mission and value statements can create a sense of unity, direction, and opportunity. A mission and vision statement also will provide the foundation for an organization's strategic planning efforts. It is incumbent upon the leadership of the agency to ensure its employees reflect the mission and vision statements of the organization and the community that it serves.

Administrative Recommendations:

- PCSO recommends the rank of Major be eliminated through attrition and then have the four Captains report directly to the Chief Deputy. (Recommendation No. 1.)

- PCSO leadership must be diligent in managing succession planning to ensure the department has competent leaders going into the future. (Recommendation No. 2.)

- CPSM recommends that PCSO consider becoming an accredited law enforcement agency. (Recommendation No. 3.)

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SECTION 5. PATROL DIVISION

The Sheriff's Office Patrol Division encompasses six districts throughout the county. Each district is led by a District Lieutenant who reports to the Patrol Division Captain. One Lieutenant leads the Southeast and Southcentral Districts due to current staffing levels. A total of 48 deputies are budgeted for all of the districts in the county. The number of vacant positions fluctuates since deputies are regularly moved around based on the needs of the office. Canine, Water Patrol, and the Special Weapons and Tactics (SWAT) team are auxiliary assignments and spread throughout patrol and some other units in the office.

Pulaski County is the most populous county in Arkansas, with nearly 400,000 people. The county covers encompasses more than 808 square miles, with about 760 square miles of land and about 48 square miles of water. The district model provides some degree of mitigation for the large geographical area, but the vast number of square miles for patrol deputies to cover is a significant challenge. To provide maximum coverage, deputies work 12-hour shifts, 36 hours one week and 48 the following week. The schedule means a pay period is 44 hours, with deputies either taking 4 hours off in flex time or working 4 hours of overtime per pay period. Based on the current staffing, the deputies are all working overtime.

In addition to the mandatory four hours of overtime built into the patrol schedule, deputies must work hospital prisoner duty of two additional shifts per month. The mandatory patrol overtime and hospital duty add up to approximately 32 hours of overtime per deputy per month. In addition to the mandated overtime built into the schedule and the hospital details, deputies are being held over, called in early, and must attend court. The general sense we heard from deputies during the site visit was they felt tired and burned out from the amount of overtime.

For the majority of the data portion of this Patrol Division chapter, CPSM collected data for one year from September 1, 2021, through August 31, 2022. For the detailed workload analysis, we used two eight-week sample periods. The first period is from January 4 through February 28, 2022, or winter; the second is from July 7 through August 31, 2022, or summer.

Data in the following figures and tables illustrate the number of activities that deputies worked and that were captured in the computer-aided dispatch (CAD) system. Between September 1, 2021, and August 31, 2022, the communications center recorded approximately 26,615 events involving a responding patrol unit. On average, the PCSO handled 73 patrol-related events per day.

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FIGURE 5-1: Percentage Events per Day, by Initiator
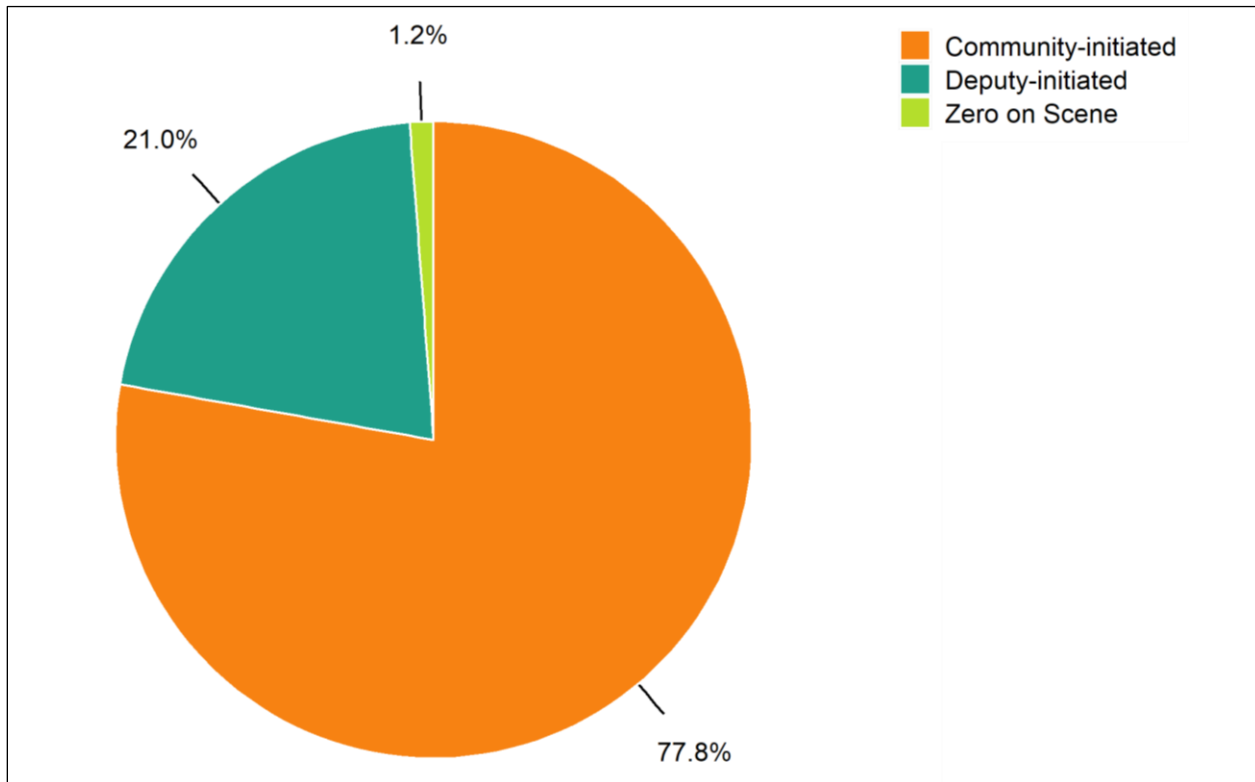
Note: Percentages are based on a total of 26,615 events.

TABLE 5-1: Events per Day, by Initiator

Initiator	No. of Events	Events per Day
Community-initiated	20,702	56.7
Deputy-initiated	5,592	15.3
Zero on scene	321	0.9
Total	**26,615**	**72.9**

Observations:

- 1 percent of the events had zero time on scene.

- 21 percent of all events were deputy-initiated.

- 78 percent of all events were community-initiated.

- There was an average of 73 events per day or about 3.0 per hour.

FIGURE 5-2: Percentage Events per Day, by Category
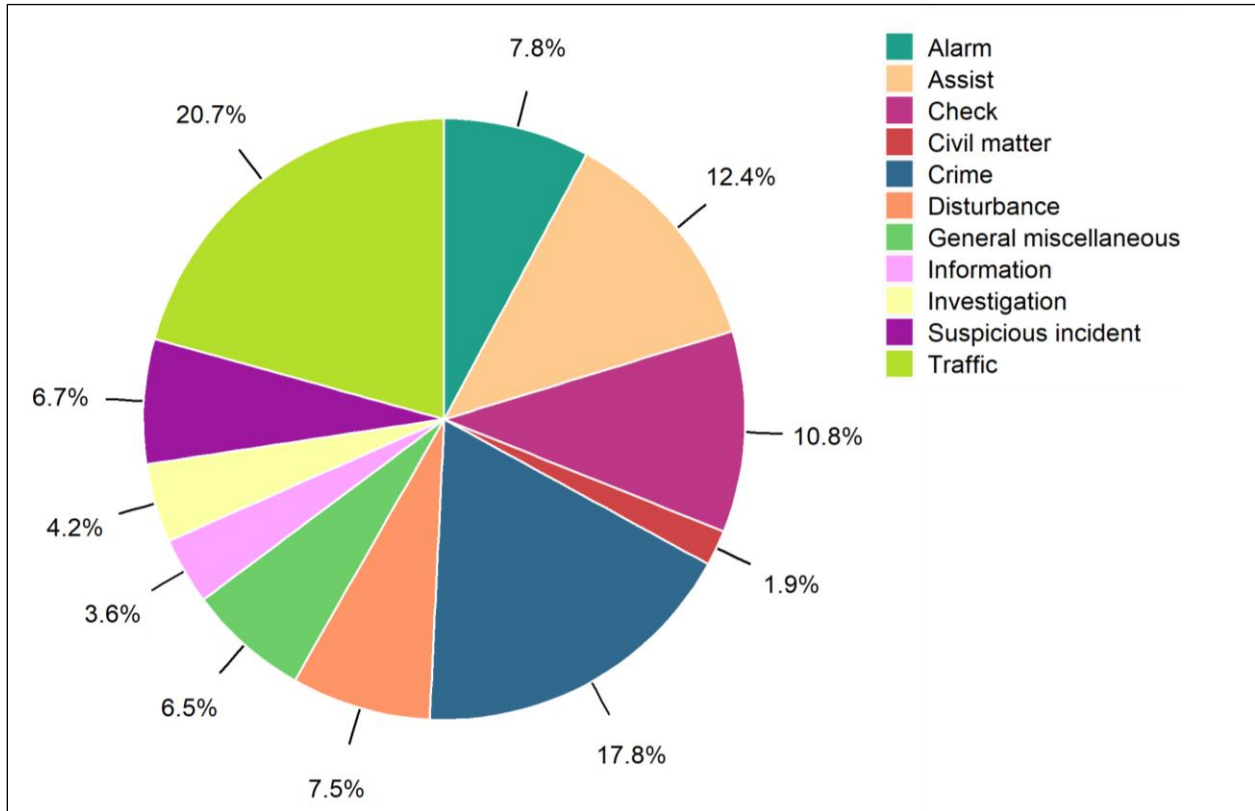
Note: The figure combines categories in the following table according to the description in Chart 11-1.

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TABLE 5-2: Events per Day, by Category

Category	No. of Events	Events per Day
Accident	1,245	3.4
Alarm	2,085	5.7
Animal call	604	1.7
Assist citizen	1,478	4.0
Assist other agency	1,832	5.0
Check	2,877	7.9
Civil matter	511	1.4
Crime-person	1,329	3.6
Crime-property	3,401	9.3
Disturbance	1,996	5.5
Information	961	2.6
Investigation	1,126	3.1
Mental health	222	0.6
Miscellaneous	320	0.9
Suspicious incident	1,785	4.9
Traffic enforcement	720	2.0
Traffic stop	3,541	9.7
Violation	187	0.5
Warrant/prisoner	395	1.1
Total	**26,615**	**72.9**

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

Observations:

- The top four categories accounted for 62 percent of events.
  - 21 percent of events were traffic-related.
  - 18 percent of events were crimes.
  - 12 percent of events were assisted.
  - 11 percent of events were checks.

SCHEDULING AND DEPLOYMENT

Figures 5-3 through 5-6 show the average deployment of deputies per hour throughout the day during the two eight-week sample periods. The data indicates an average of approximately ten deputies per hour. The deputies are averaging 3.65 events per day that are recorded in CAD. When researching the specific operations in patrol, we discovered much of a deputy's time is not being captured in CAD. The deputies are responsible for following up on calls, report writing, submitting cases to the County Attorney, and other responsibilities that are not logged into the CAD system.

FIGURE 5-3: Deployed Units, Weekdays, Winter 2022
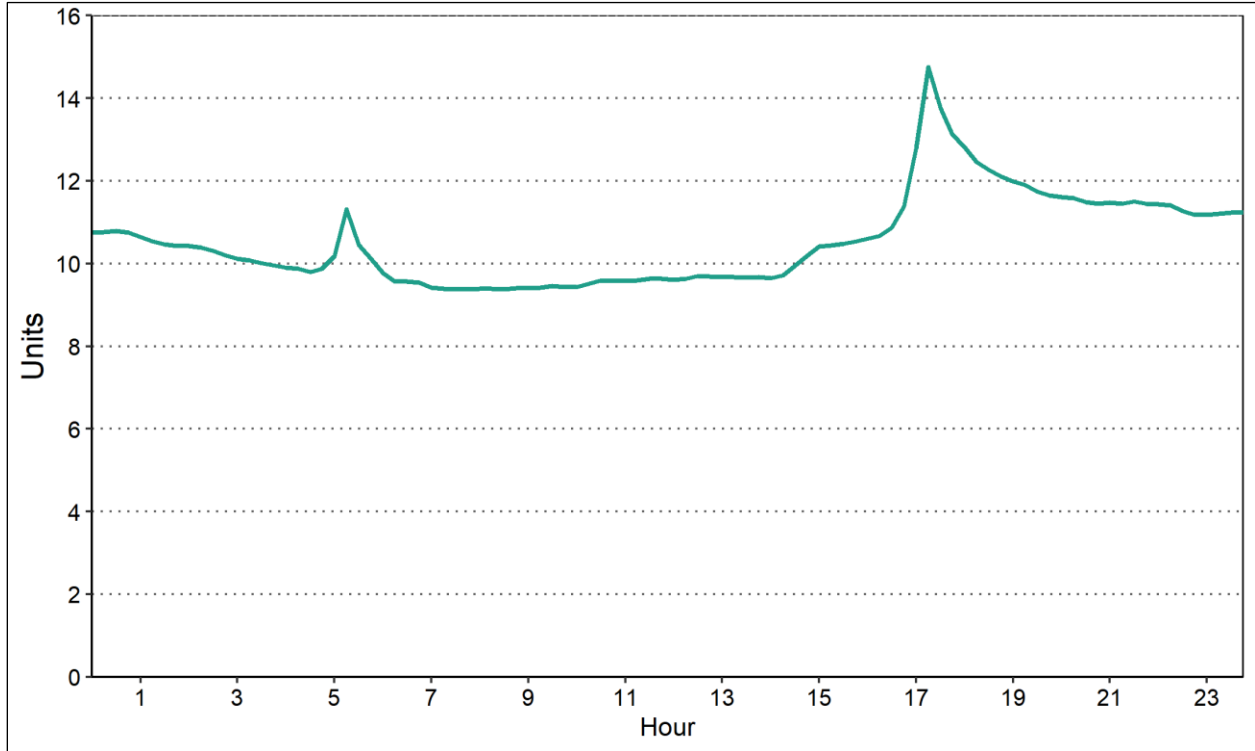
FIGURE 5-4: Deployed Units, Weekends, Winter 2022
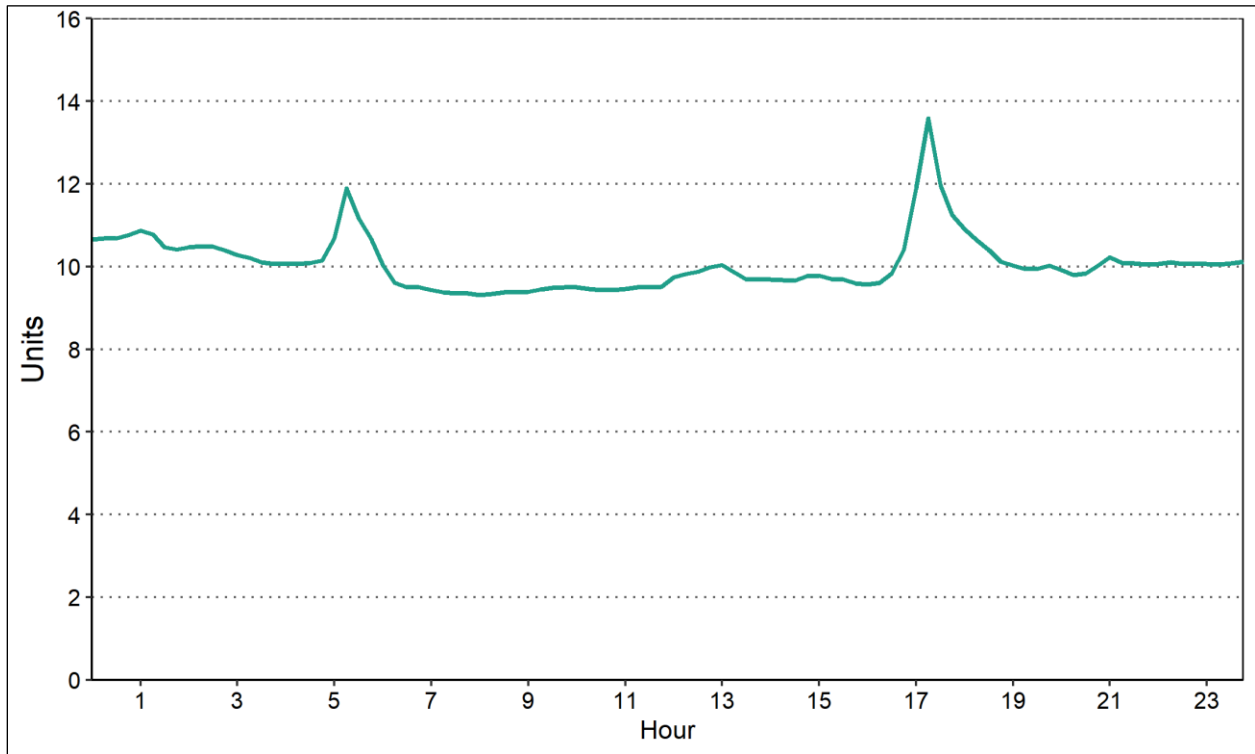
FIGURE 5-5: Deployed Units, Weekdays, Summer 2022
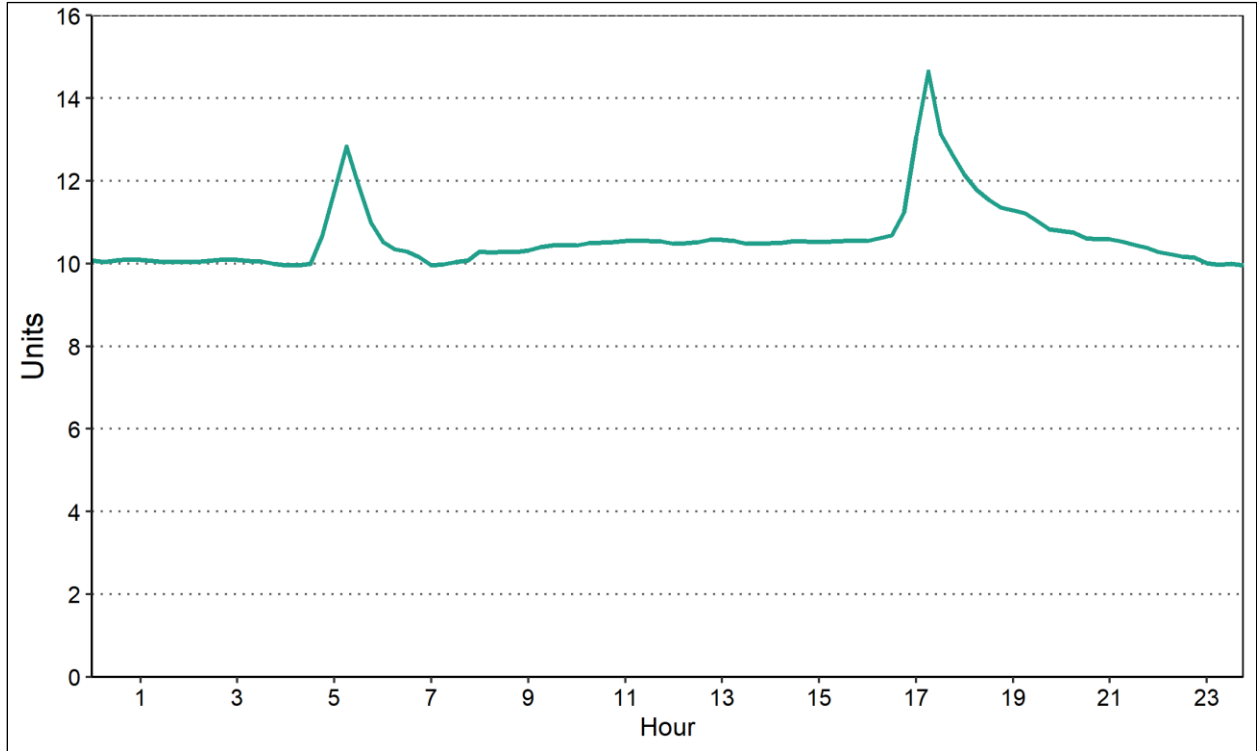
FIGURE 5-6: Deployed Units, Weekends, Summer 2022
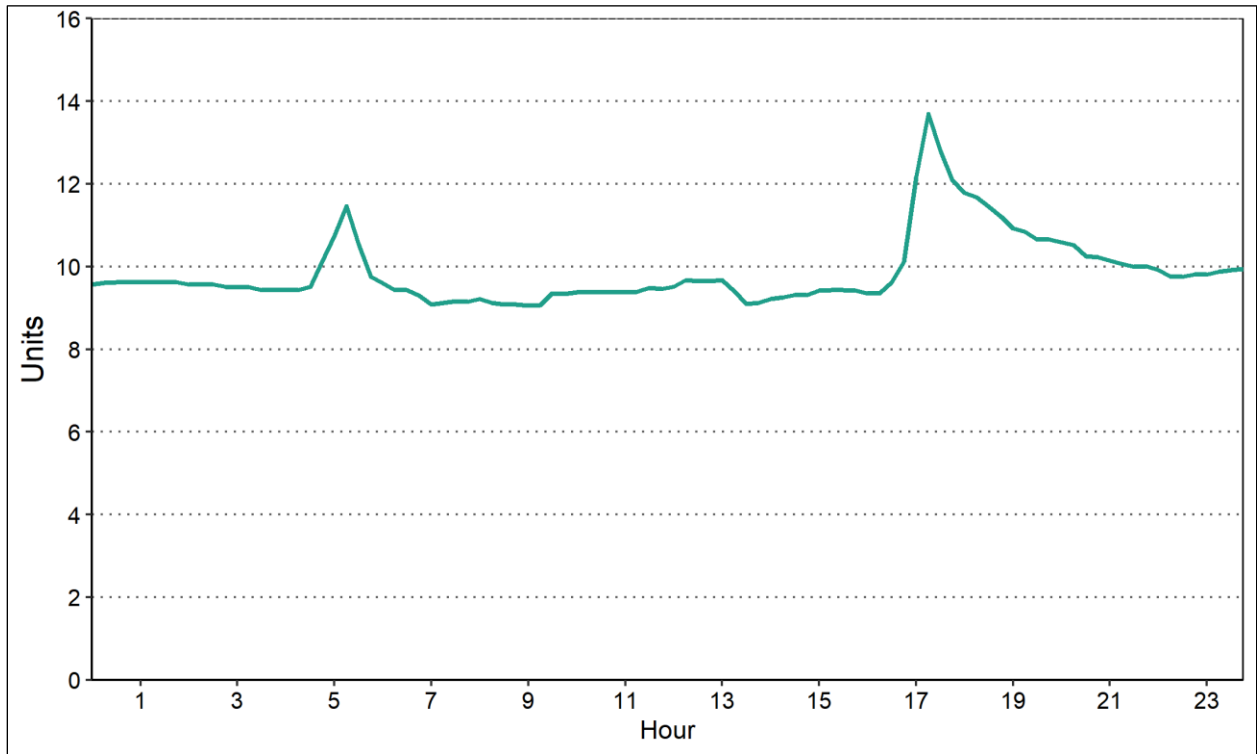
Observations:

- For Winter (January 4 through February 28, 2022):

  □ The average deployment was 10.5 units per hour during the week and 10.1 units per hour on the weekend.

  □ Average deployment varied from 9.4 to 14.8 units per hour on weekdays and 9.3 to 13.6 units per hour on weekends.

- For Summer (July 7 through August 31, 2022):

  □ The average deployment was 10.6 units per hour during the week and 9.9 units per hour on the weekend.

  □ Average deployment varied from 9.9 to 14.6 units per hour on weekdays and 9.1 to 13.7 units per hour on weekends.

Uniformed patrol is considered the "backbone" of American law enforcement. Bureau of Justice Statistics indicates that more than 95 percent of law enforcement agencies in the U.S. in the same size category as the Pulaski County Sheriff's Office provide uniformed patrol. Deputies assigned to this critical function are the most visible members of the agency and command the largest share of resources committed by the PCSO. Proper allocation of these resources is essential to have deputies available to respond to calls for service and provide law enforcement services to the public.

ALLOCATION

Staffing decisions must be based on the actual workload, particularly for patrol. Once the actual workload is determined, the amount of discretionary time is determined. Then staffing decisions can be made consistent with the PCSO's policing philosophy and the community's ability to fund it. The PCSO is a full-service sheriff's 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 the *actual workload* (the time required to complete certain activities), it is critical to review the total reported events within the context of how the events originated, such as through directed patrol, administrative tasks, deputy-initiated activities, and citizen-initiated activities. Analysis of this type allows for identifying activities that are really "calls" from those activities that are some other type of event.

Understanding the difference between the various types of department events and the resulting staffing implications is critical to determining deployment needs. This portion of the study looks at the patrol division's total deployed hours compared to the current time spent providing services.

Generally, 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 deputies in a department should be dedicated to the patrol function (patrol staffing). The second part says that no more than 60 percent of their time should be committed to calls for service, which includes all activities that occupy a deputy's time, including calls from the public, self-initiated work, and administrative tasks. This commitment of 60 percent of their time is called the *Patrol Saturation Index*.

The Rule of 60 is not a hard-and-fast rule but rather a starting point for discussing patrol deployment. Resource allocation decisions must be made from a policy and managerial perspective through which the costs and benefits of competing demands are considered. The patrol saturation index indicates the percentage of time deputies dedicate 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 the time is downtime or break time. It reflects the extent to which calls for service saturate patrol deputy time. The time when patrol personnel are not responding to calls should be committed to management-directed operations. This more focused use of time can include supervised allocation of patrol deputy activities toward proactive enforcement, crime prevention, community policing, and citizen safety initiatives. It will also provide ready and available resources in a large-scale emergency.

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

From a deputy's standpoint, once a certain level of CFS activity is reached, the deputy's focus shifts to a CFS-based reactionary mode. Once such a threshold is reached, the patrol deputy's mindset begins to change from looking for ways to deal with crime and quality-of-life conditions in the community to simply getting ready for the next call. After saturation, deputies 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.

Rule of 60 – Part 1

According to PCSO personnel data, patrol is budgeted for 48 sworn deputies, one captain, six lieutenants, and 13 sergeants. The department's authorized strength for enforcement is currently 89 deputies. The 89 deputies for enforcement include 12 deputies assigned to the Judicial Division, which is statutorily required, and is unique to a county sheriff's department; these deputies are excluded from the Rule of 60 calculations. Therefore, 48 patrol deputies represent 62 percent of the sworn deputies on the enforcement side (77), excluding Judicial Division and Detention deputies.

This part of the "rule" is not hard-and-fast. Taken on its face, however, this part of the "rule" must be considered when examining the operational elements of the division when staffing recommendations are considered. With 62 percent of enforcement deputies assigned to patrol, PCSO appears to have allocated an adequate amount of its budgeted staffing to the patrol function. However, based on CPSM's experience, the data on staffing allocations, and our analysis of the agency, we do not believe PCSO has sufficient deputies to move deputies from investigations or elsewhere to patrol.

Rule of 60 – Part 2

The second part of the "Rule of 60" examines workload and discretionary time and suggests that no more than 60 percent of patrol time should be committed to calls for service. In other words, CPSM indicates that no more than 60 percent of available patrol deputy time should be spent responding to the service demands of the community. The remaining 40 percent is the "discretionary time" for deputies 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

the time is downtime or break time. It simply reflects the point at which patrol deputy time is "saturated" by CFS.

CPSM contends that patrol staffing is optimally deployed when the SI is in the 60 percent range. A SI greater than 60 percent indicates that the patrol staffing is mainly reactive and overburdened with CFS and workload demands. A SI of less than 60 percent shows that patrol staffing is optimally staffed. However, SI levels much lower than 60 percent may indicate underutilized patrol resources and signal an opportunity to reduce patrol resources or reallocate personnel.

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

Resource allocation decisions must be made from a policy and managerial perspective through which the costs and benefits of competing demands are considered. The patrol saturation index indicates the percentage of time deputies dedicate to public demands for service and administrative duties related to their jobs.

The CPSM data analysis (Section 11) provides a rich overview of CFS and staffing demands experienced by the PCSO. The analysis here looks specifically at patrol deployment and how to maximize the personnel resources of the agency to meet the needs of calls for service while also engaging in proactive policing to combat crime, disorder, and traffic issues in the community.

Figures 5-7 through 5-10 show the workload and the "saturation" of patrol resources in the PCSO during the two eight-week periods (seasons) on which we focused our workload analysis. By "saturation," we mean the amount of time deputies spend on patrol handling service demands from the community. In other words, how much of the day is "saturated" with workload demands? This "saturation" compares workload with available staffing over an average day during the two eight-week periods. The figures represent the workload and saturation during weekdays and weekends during summer 2022 and winter 2022. Examining these figures permits exploration of the second part of the Rule of 60. Again, the Rule of 60 examines the relationship between total work and total patrol, and to comply with this Rule, total work should be less than 60 percent of total patrol.

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FIGURE 5-7: Percentage of Workload, Weekdays, Winter 2022
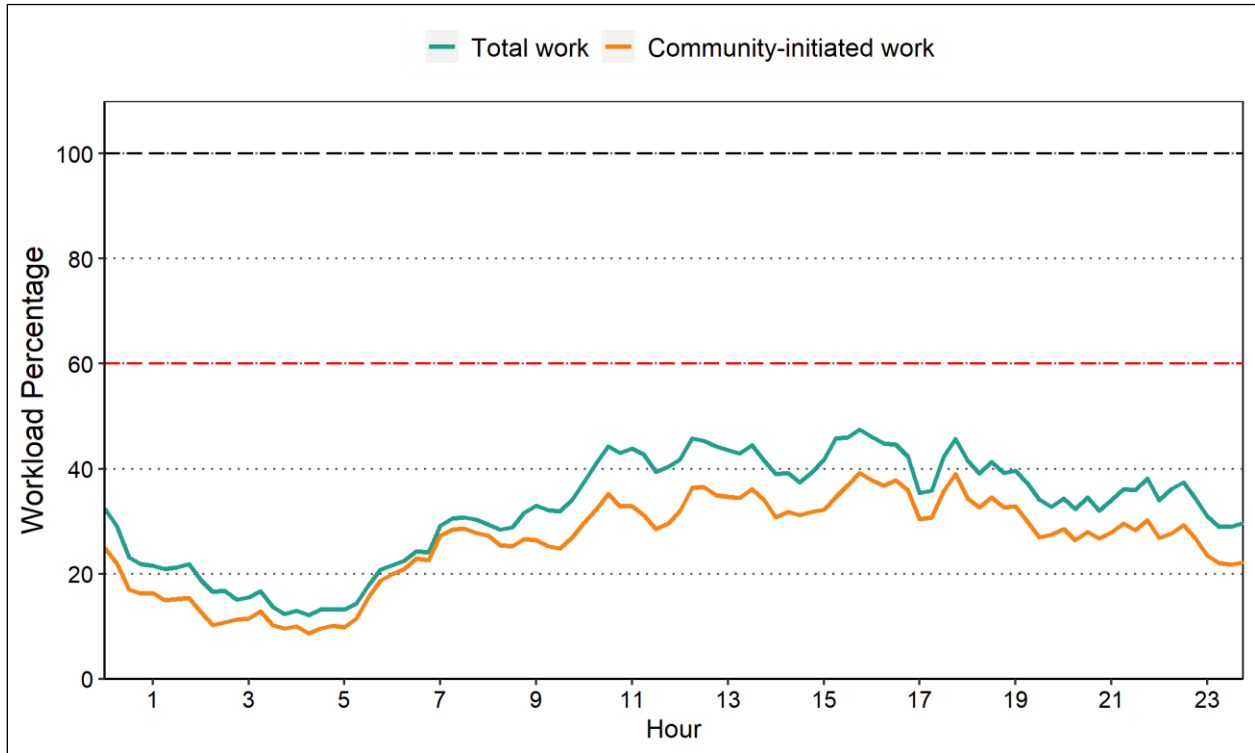
FIGURE 5-8: Percentage of Workload, Weekends, Winter 2022
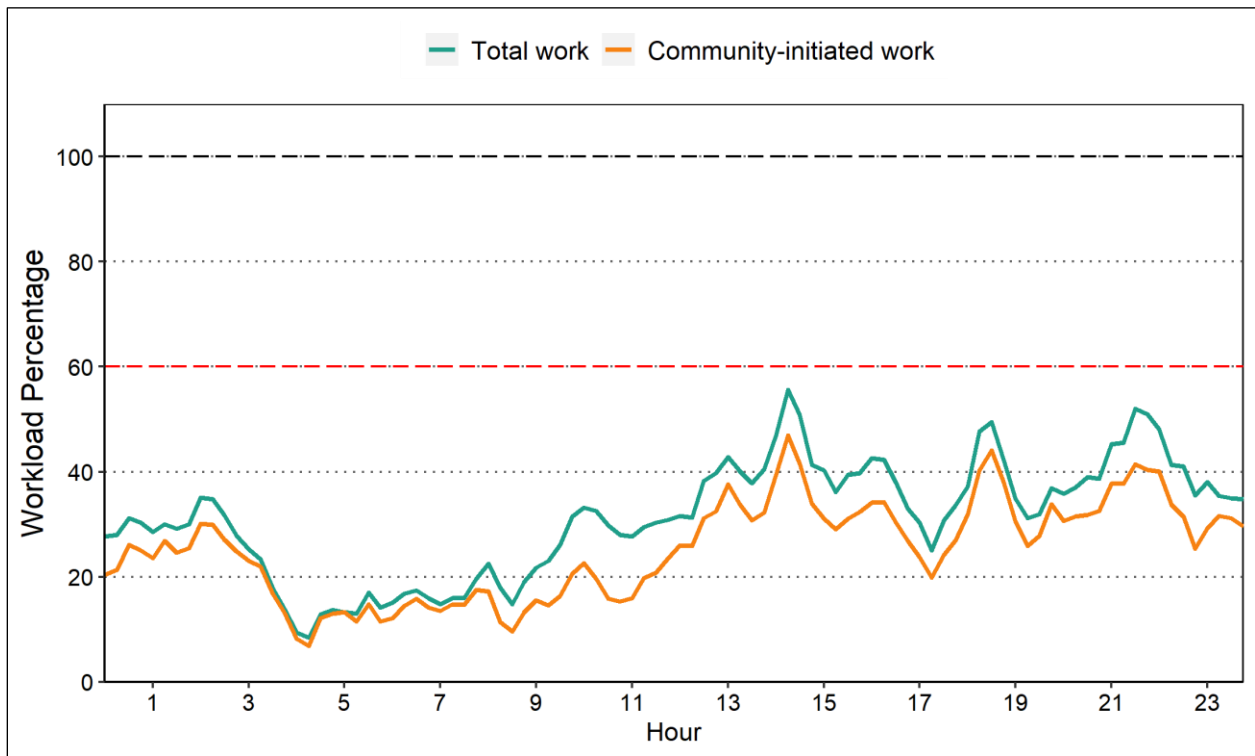
FIGURE 5-9: Percentage of Workload, Weekdays, Summer 2022
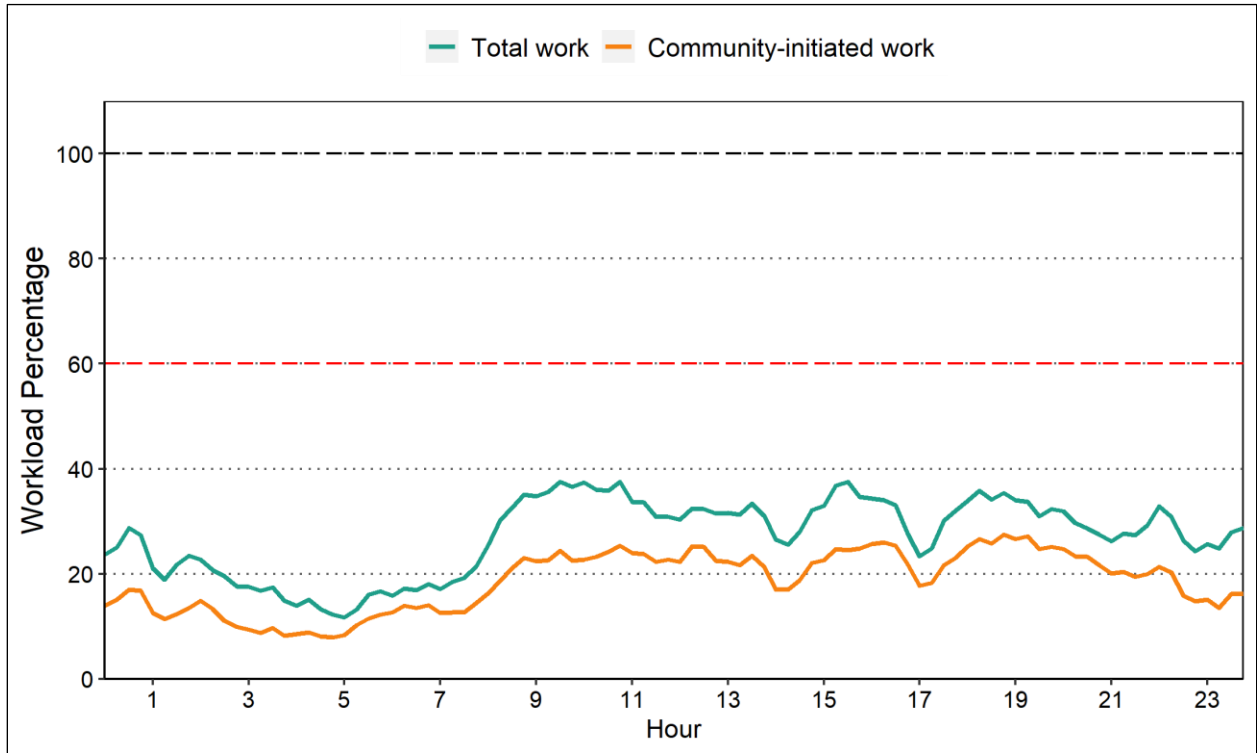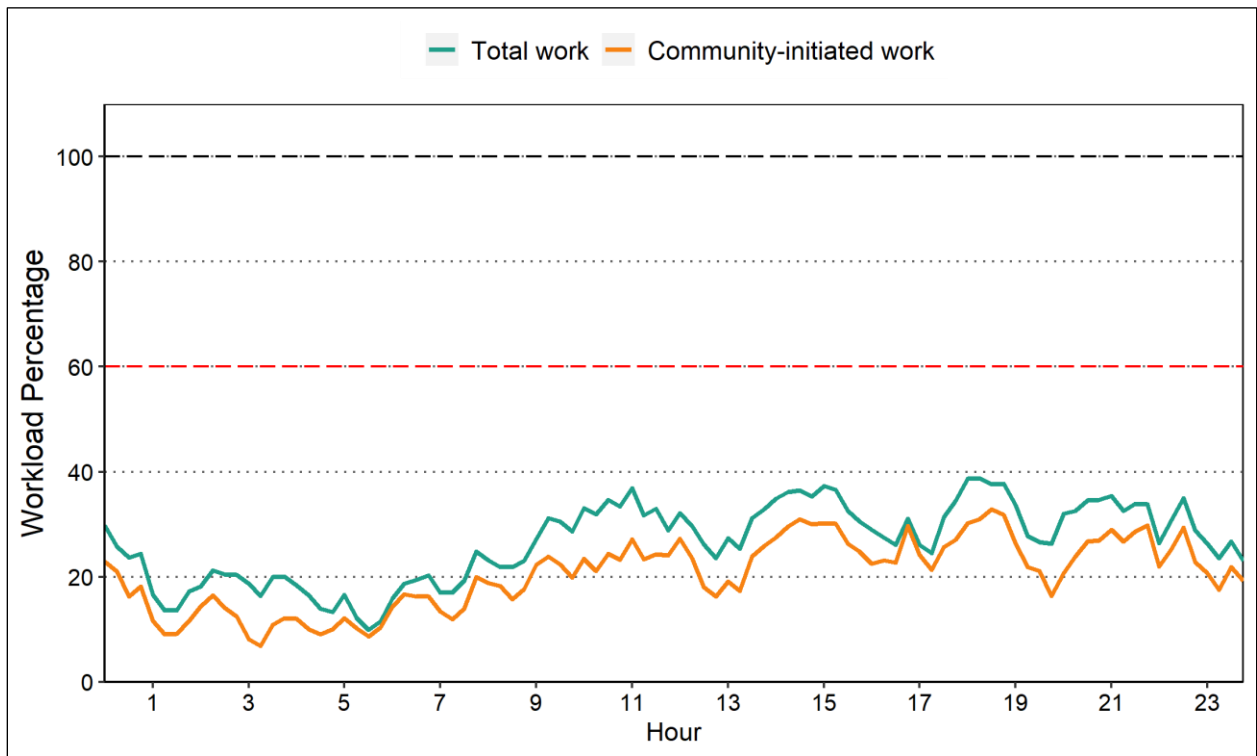
FIGURE 5-10: Percentage of Workload, Weekends, Summer 2022

Observations:

Winter:

■ Community-initiated work:

☐ During the week, the workload reached a maximum of 39 percent of deployment between 3:45 p.m. and 4:00 p.m. and between 5:45 p.m. and 6:00 p.m.

☐ On weekends, the workload reached a maximum of 47 percent of deployment between 2:15 p.m. and 2:30 p.m.

■ All work:

☐ During the week, the workload reached a maximum of 47 percent of deployment between 3:45 p.m. and 4:00 p.m.

☐ On weekends, the workload reached a maximum of 56 percent of deployment between 2:15 p.m. and 2:30 p.m.

Summer:

■ Community-initiated work:

☐ During the week, the workload reached a maximum of 28 percent of deployment between 6:45 p.m. and 7:00 p.m. and between 7:15 p.m. and 7:30 p.m.

☐ On weekends, the workload reached a maximum of 33 percent of deployment between 6:30 p.m. and 6:45 p.m.

■ All work:

☐ During the week, the workload reached a maximum of 38 percent of deployment between 9:30 a.m. and 9:45 a.m., between 10:00 a.m. and 10:15 a.m., between 10:45 a.m. and 11:00 a.m., and between 3:30 p.m. and 3:45 p.m.

☐ On weekends, the workload reached a maximum of 39 percent of deployment between 6:00 p.m. and 6:30 p.m.

As mentioned, the long-standing procedure and expectation for deputies has been that when not specifically on a radio call, traffic stop, or subject stop, the deputies shall remain available in CAD for radio calls or as backups to other deputies. Because of the considerable distances that must be covered by deputies, this has been a practice to avoid bringing another deputy over from a far-away district to handle a routine call while the area deputy is writing a report. Therefore, report writing and investigative follow-up activities are not being captured in CAD. The lack of available data on time spent following up and writing reports makes it difficult to rely solely on statistical data to determine workload and staffing. Without the report writing and follow-up times captured in CAD, the workload appears well below the 60 percent saturation level, as indicated in the previous figures. The low workload indicated by the data from the CAD system is inconsistent with what our consultants were told by PCSO staff and what they observed during the site visit.

CPSM has discussed this lack of data with PCSO leadership. This problem is not unique to Pulaski County. We frequently study agencies that practice "staying available" in CAD while working on other necessary job duties. A practical solution to this is to create a separate CAD code that shows deputies writing reports or working on investigative follow-up but available for a radio call. *CPSM recommends PCSO consider adopting procedures to capture all of a deputy's work in*

CAD accurately. These procedures could be as simple as creating CAD codes that indicate the activity the deputy is working on but still leaves them available for calls for service. For example, 10-31A may indicate busy writing a report but available for radio calls. In this instance, the dispatcher would know the deputy is busy writing a report but will also divert to make a backup for another. After operating for 6 to 12 months under these new procedures, a more comprehensive data analysis should be conducted to determine a more precise workload for the deputies on patrol.

RESPONSE TIMES

We analyzed the response times to various calls, separating the duration into dispatch processing and travel time, to determine whether response times varied by call type. Response time is the difference between when a call is received and when the first unit arrives on the scene. This is further divided into dispatch processing and travel time. Dispatch processing is when a call is received, and the first unit is dispatched. Travel time is the remaining time until the first unit arrives on the scene.

We begin the discussion with statistics that include all calls combined. We started with 3,630 calls for winter and 4,245 calls for summer. We limited our analysis to community-initiated calls, which amounted to 2,803 calls for winter and 3,130 calls for summer. Also, we removed calls where no unit arrived and calls located at headquarters. We were left with 2,491 calls in winter and 2,350 in summer for our analysis. We began with 26,294 calls for the entire year and limited our analysis to 20,702 community-initiated calls. With similar exclusions, we were left with 17,777 calls.

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

All Calls

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

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FIGURE 5-11: Average Response Times, by Hour of Day, Winter and Summer 2022
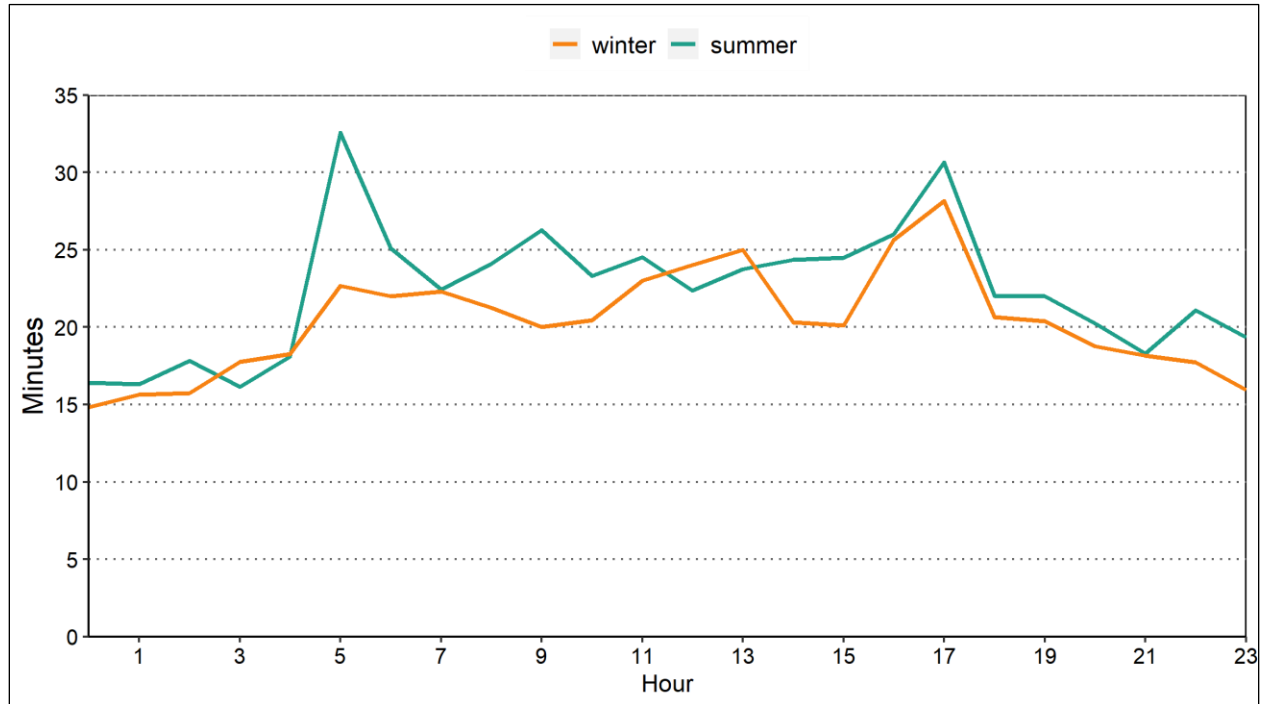
Observations:

- Average response times varied significantly by the hour of the day.

- In winter, the longest response times were between 5:00 p.m. and 6:00 p.m. with an average of 28.2 minutes.

- In winter, the shortest response times were between 12:00 a.m. and 1:00 a.m., with an average of 14.8 minutes.

- In summer, the longest response times were between 5:00 a.m. and 6:00 a.m., with an average of 32.6 minutes.

- In summer, the shortest response times were between 3:00 a.m. and 4:00 a.m., with an average of 16.2 minutes.

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TABLE 5-3: Average Response Time Components, by Category

Category	Winter Minutes			Count	Summer Minutes			Count
	Dispatch	Travel	Response		Dispatch	Travel	Response	
Accident	4.0	12.9	16.9	150	5.0	12.5	17.5	127
Alarm	4.7	13.4	18.0	260	8.3	16.1	24.3	236
Animal call	7.8	20.2	27.9	81	9.2	19.2	28.4	53
Assist citizen	7.3	15.9	23.2	125	9.2	16.9	26.1	137
Assist other agency	3.4	12.3	15.7	272	4.6	11.3	15.9	234
Check	6.6	15.6	22.2	216	7.7	16.0	23.6	239
Civil matter	6.7	15.1	21.8	58	11.4	20.2	31.6	50
Crime–person	6.2	15.4	21.6	128	5.7	14.8	20.5	129
Crime–property	7.2	16.8	24.0	349	8.4	17.6	26.1	337
Disturbance	4.6	13.3	17.9	241	5.6	12.5	18.1	265
Information	10.1	21.3	31.4	38	11.4	22.1	33.5	24
Investigation	6.7	16.2	22.9	156	6.7	17.3	24.0	132
Mental health	5.5	14.2	19.7	23	5.8	12.3	18.1	40
Miscellaneous	6.4	16.2	22.6	39	4.7	17.6	22.3	26
Suspicious incident	5.9	14.6	20.5	199	6.6	14.3	20.9	171
Traffic enforcement	5.6	13.9	19.5	108	10.0	14.8	24.8	86
Violation	5.9	19.5	25.4	12	11.5	19.0	30.5	12
Warrant/prisoner	7.7	29.9	37.7	36	11.1	31.1	42.2	52
Total Average	**5.8**	**15.1**	**20.9**	**2,491**	**7.3**	**15.6**	**22.9**	**2,350**

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 18 minutes and 28 minutes.

- In winter, the average response time was as short as 18 minutes (for disturbances) and as long as 31 minutes (for information).

- In summer, the average response time for most categories was between 18 minutes and 32 minutes.

- In summer, the average response time was as short as 18 minutes (for disturbances) and as long as 33 minutes (for information).

- The average response time for crimes was 23 minutes in winter and 25 minutes in summer.

FIGURE 5-12: Average Response Time Components, by District
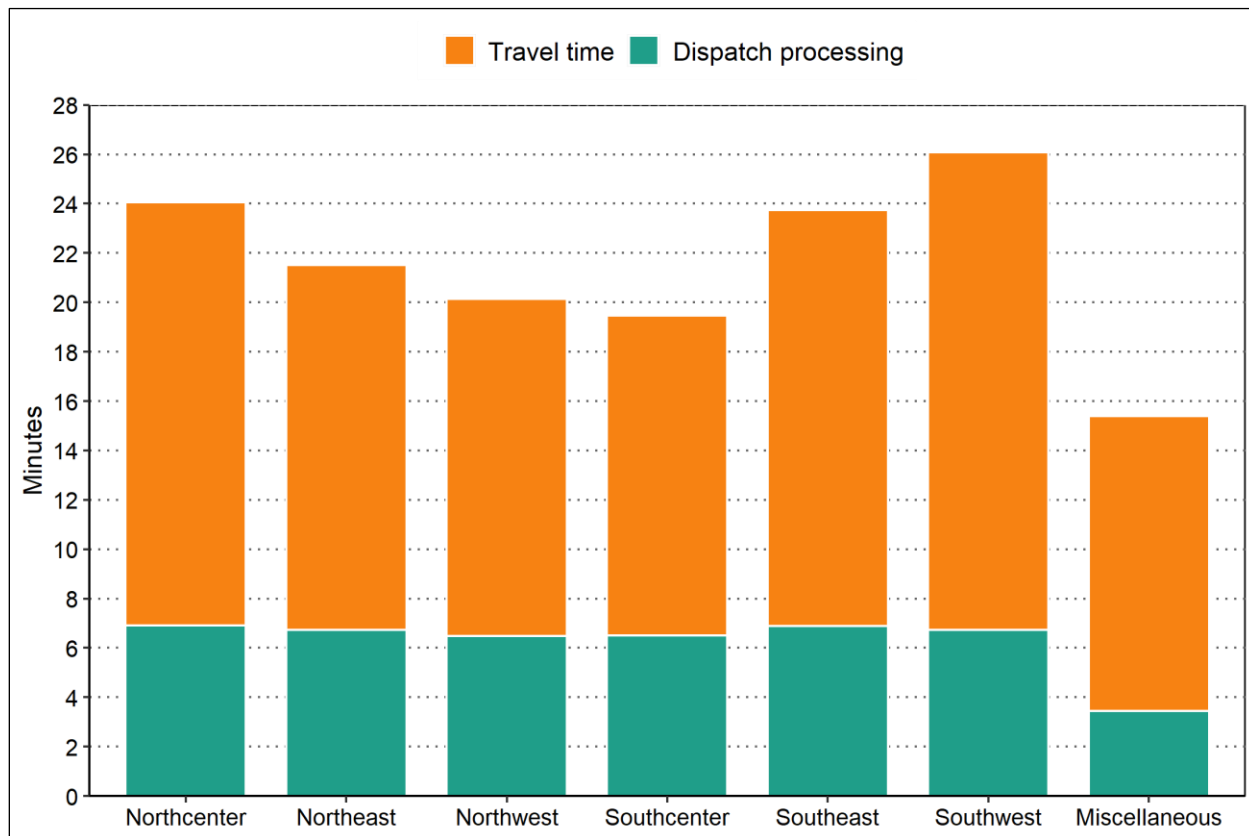
TABLE 5-4: Average Response Time Components, by District

District	Minutes			Calls
	Dispatch	Travel	Response	
Northcenter	6.9	17.2	24.1	3,805
Northeast	6.7	14.8	21.5	2,733
Northwest	6.5	13.7	20.1	2,784
Southcenter	6.5	13.0	19.5	3,568
Southeast	6.9	16.9	23.7	2,156
Southwest	6.7	19.3	26.1	2,613
Miscellaneous	3.4	12.0	15.4	118
Total	**6.7**	**15.7**	**22.3**	**17,777**

Observations:

- Districts share similar average dispatch processing times, which are about 6 to 7 minutes.

- Excluding calls in the miscellaneous category, the Southcenter district had the shortest average response time.

The PCSO assigns priorities to calls, with priority 1 as the highest priority. The following table shows average response times by priority. Also, we identified injury accidents based on their call

descriptions, "ACCIDENT INJURY," to see if these provided an alternate measure for emergency calls.

TABLE 5-5: Average and 90th Percentile Response Times by Priority

Priority	Minutes			Calls	90th Percentile Response Time, Minutes
	Dispatch	Travel	Response		
1	3.4	12.3	15.7	4,771	28.3
2	4.9	16.6	21.5	4,603	41.4
3	5.1	16.2	21.3	1,544	41.5
4	10.5	17.2	27.8	6,848	62.6
Unknown	1.9	10.9	12.9	11	17.2
Total	**6.7**	**15.7**	**22.3**	**17,777**	**45.8**
Injury accident	2.8	8.4	11.2	325	18.4

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

FIGURE 5-13: Average Response and Dispatch Processing Times for High-priority and Accident Calls, by Hour

Observations:

■ High-priority calls had an average response time of 15.7 minutes, lower than the overall average of 22.3 minutes for all calls.

- Average dispatch processing was 3.4 minutes for high-priority calls, compared to 6.7 minutes overall.

- For high-priority calls, the longest response times were between 6:00 a.m. and 7:00 a.m., with an average of 19.0 minutes.

- For high-priority calls, the shortest response times were between 4:00 a.m. and 5:00 a.m., with an average of 13.7 minutes.

- Average response time for injury accidents was 11.2 minutes, with a dispatch processing of 2.8 minutes.

The response time data indicates a mean response time of approximately 22 minutes with a 16-minute response time to Priority 1 calls. Both measures are considerably higher than CPSM typically sees in other departments we have studied. Compared to 179 agencies of various sizes we have studied, the mean overall and Priority 1 response times for Pulaski County are approximately 8 minutes longer than the combined mean response times of the other agencies.

It is common for county sheriff's departments to have longer response times than municipal police departments. The sheer size of more than 800 square miles poses a challenge for Pulaski County. Other environmental factors appear to impact response times. The county has many natural and artificial barriers to traffic flow. The Arkansas River, wooded areas, wetland areas, and other natural obstacles make traversing parts of the county difficult. In addition, winding two-lane roads, small towns, and traversing through the City of Little Rock can cause delays. As Table 5-4 indicates, deputies are averaging 17 to 19 minutes of travel time in some districts for response to a radio call.

As part of our analysis of PCSO's response to calls for service, we also examine how many deputies respond to each call. The following figure shows the category of call types handled and how many units (1, 2, 3, or more) responded to each call type. The data showed overall, single-deputy units dealt with 63 percent of community-initiated calls. This number is higher than we see in other agencies we study. PCSO deputies responded as single units to 77 percent of alarm calls, 65 percent of check calls (unknown trouble), 32 percent of disturbance calls, and 26 percent of mental health calls. Although single units handle many other calls, the ones listed are the most frequent. During our site visit, a consultant rode along in patrol and visited several district stations. On both ride-a-long days, deputies handled calls by themselves as a single unit on calls traditionally handled as two deputy calls in most jurisdictions.

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FIGURE 5-14: Number of Responding Units by Initiator and Category
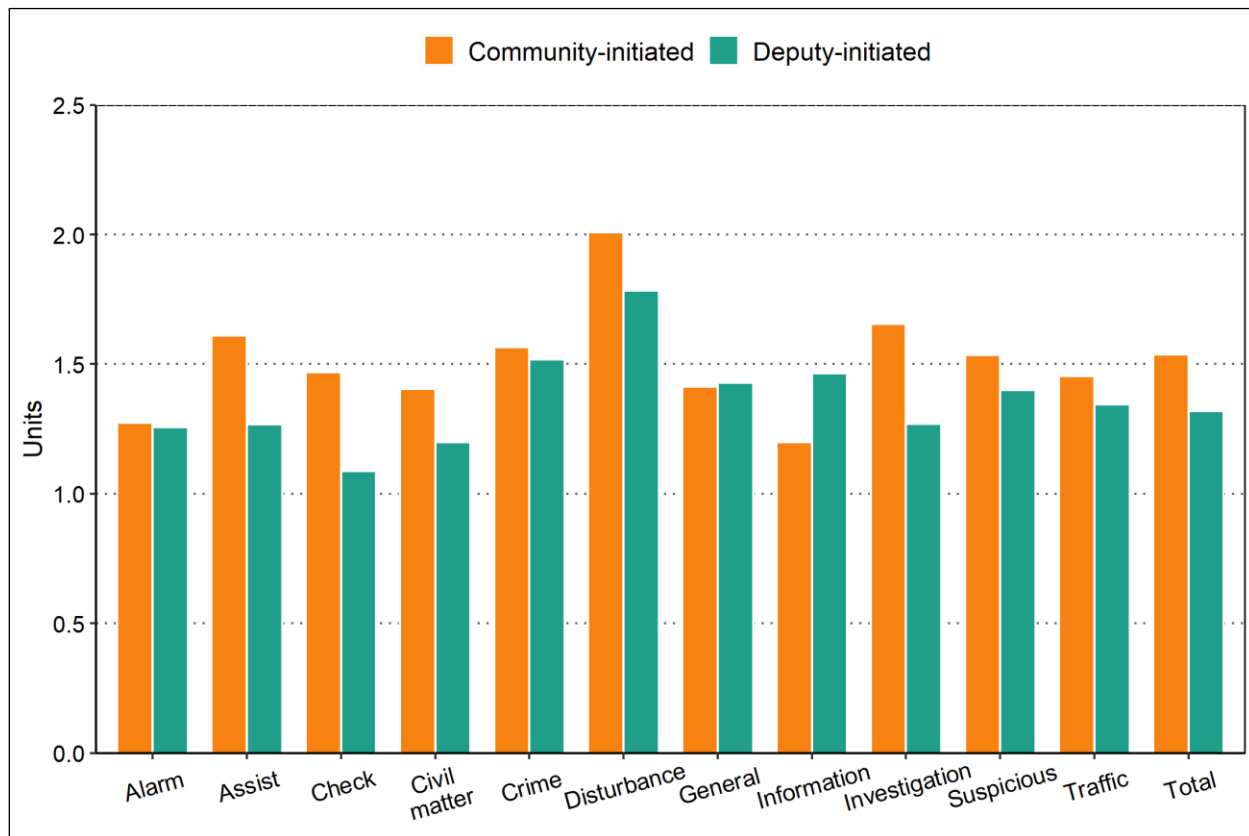
Note: The figure combines categories using weighted averages from the following table according to the description in Chart 11-1.

This high number of single-deputy responses is significant and could put deputies' safety at risk. We heard numerous anecdotal stories of deputies waiting 10 to 20 minutes for back-up deputies during emergencies. Deputies shared a specific incident, verified by department leadership, of a deputy fighting with a suspect, and the nearest deputy took 33 minutes driving with lights and sirens to reach the deputy and provide assistance. A commonly accepted principle of de-escalation is the presence of more than one officer/deputy. We believe the presence of two deputies on more calls will assist in reducing the risk to deputies.

PATROL STAFFING SUMMARY

When examining the CAD workload data in isolation, we did not find a high workload saturation in the data (Part 2 of the Rule of 60). However, we discovered what appears to be significant gaps in how deputies account for their time in CAD, which means the workload is not being accurately accounted for. Since the CAD workload data is unreliable under the current processes, we look to other data as indications of proper staffing. The response time data indicates significant travel time to calls for service. The same considerable travel time also applies to deputies responding to back-up other deputies. We also found a high number of single-deputy responses to calls for service. The response time data and high number of solo deputy responses to calls for service indicate a need for additional patrol staffing.

When examining the proportion of deputies assigned to patrol, we discovered 62 percent of available enforcement deputies were assigned to patrol, which is what we traditionally find in

properly balanced departments and is within the range of the Rule of 60. However, based on the available response times, one unit response data, and built-in overtime, along with our interviews and observations, *CPSM recommends adding eight deputies to the patrol function*. Adding two deputies per shift who are strategically assigned based on calls for service would mitigate the higher-than-normal response times and improve deputy safety by increasing the number of calls handled by two deputies instead of one. With 62 percent of the deputies in enforcement already assigned to patrol, we recommend the eight deputy positions be new positions added to the table of organization.

DEMAND MITIGATION

During the site visit, it was reported to the CPSM team that the PCSO considers no call too small to warrant a response, and no case is too small to warrant an investigation. CPSM recommends a more judicious approach that includes triaging certain types of calls for service (CFS) and attempting to redirect non-emergency calls away from patrol deputies.

Effective and efficient management of patrol operations necessitates minimizing CFS assigned to deputies on patrol to preserve scarce patrol resources for emergencies. When examining options for the Patrol Division's direction, the PCSO faces the choices of providing a full-service patrol response versus taking steps to restructure how to respond to demand, still promoting order and safety but freeing up additional time for deputies to engage in proactive patrol. CPSM recommends that the PCSO explore mechanisms to alleviate workload demands on patrol.

Several major categories of CFS should be examined to reduce or eliminate an immediate deputy response. It is also recognized that community stakeholders may not favor eliminating any CFS from the Sheriff's responsibility. Nonetheless, it is recommended that the PCSO engage in a process where these CFS are examined and a determination made to either discontinue immediate response to specific calls or modify the approach to responding to these CFS.

The following table shows the call categories we used to examine PCSO calls for service, the number of calls in each category, and the average time each call category required of PCSO deputy time.

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TABLE 5-6: Primary Unit's Average Occupied Times, by Category and Initiator

Category	Community-Initiated		Police-Initiated	
	Minutes	Calls	Minutes	Calls
Accident	56.8	1,120	36.4	112
Alarm	20.7	2,021	9.0	39
Animal call	37.0	586	24.6	12
Assist citizen	35.7	1,238	16.1	219
Assist other agency	50.6	1,669	30.7	144
Check	30.8	2,060	8.7	719
Civil matter	41.4	498	18.1	10
Crime–person	50.9	1,271	47.3	50
Crime–property	42.1	3,239	32.7	143
Disturbance	41.0	1,952	24.7	37
Information	28.4	837	34.9	101
Investigation	42.4	1,047	40.9	74
Mental health	54.6	218	30.9	3
Miscellaneous	53.8	250	30.5	53
Suspicious incident	31.1	1,506	16.2	262
Traffic enforcement	29.8	662	30.4	44
Traffic stop	NA	0	17.1	3,521
Violation	42.3	179	24.0	5
Warrant/prisoner	131.1	349	82.9	44
Weighted Average/Total Calls	**40.3**	**20,702**	**18.7**	**5,592**

Note: The information in Table 5-6 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 Figure 5-15 rather than the table.

Observations:

- A unit's average time spent on a call ranged from 9 to 63 minutes overall.

- The longest average times were for community-initiated miscellaneous calls.

- The average time spent on crime calls was 45 minutes for community-initiated calls and 36 minutes for deputy-initiated calls.

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FIGURE 5-15: Percentage Calls per Day, by Category
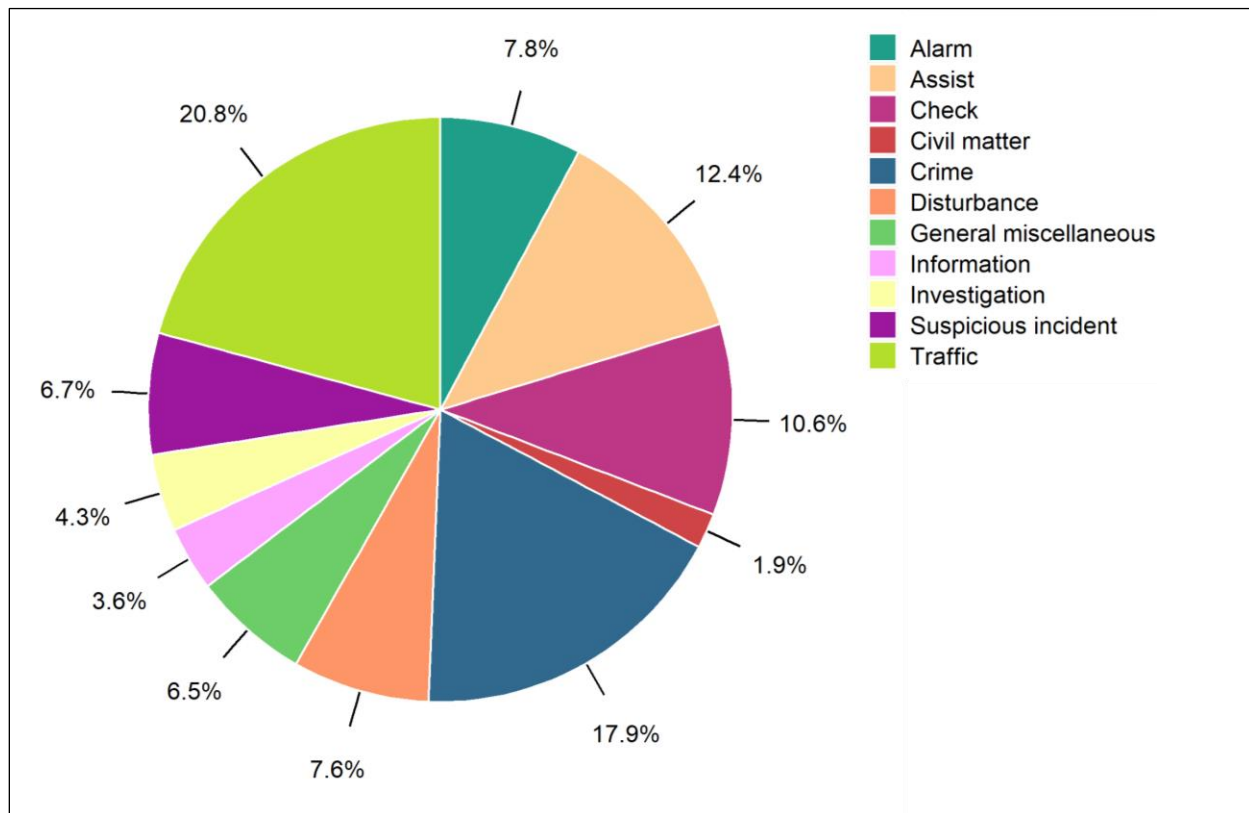
Note: The figure combines categories in the following table according to the description in Chart 11-1.

The figure above shows the percentage of calls handled by deputies on a daily basis by category. It shows deputies spend approximately 21 percent of their time on traffic-related matters. It also indicates deputies spend about 18 percent of their time on crimes and 23 percent on checks and assists. Crime and traffic are common areas where agencies devote most of their time. Checks and assists are examples of non-crime categories where a change in response philosophy may help reduce the demand for deputies. A deputy driving 20 minutes to a non-crime, low-level check call might then have to travel 20 minutes to a subsequent emergency call. Eliminating a small percentage of non-crime, check and assist calls could significantly impact available staffing for other CFS. *CPSM recommends PCSO form an internal committee to review deputy response to non-crime calls and make recommendations to the Sheriff where responses can be eliminated to improve responsiveness to crime-related matters while enhancing deputy safety*. Managed correctly, the process can be ongoing, involve community input, and utilize well-designed pilot programs to test practices before permanent policy changes are made.

Traffic Stops

Traffic safety is an integral part of the core mission of any law enforcement agency. Similarly, complaints about traffic are often the most frequent kind of complaint that an agency receives from the public. Therefore, traffic conditions and reducing traffic crashes and injuries from those crashes are important responsibilities for the PCSO.

During the period studied, the PCSO engaged in more than 3,521 traffic stops. These account for over half of all deputy-initiated CFS. This is a significant amount of activity, in both sheer numbers and in the context of real work, and signifies a robust approach to traffic enforcement.

However, it is not entirely clear if this enforcement is improving overall community traffic safety. There does not appear to be a robust gathering or analysis of traffic-related data.

CPSM recommends that patrol deputies making traffic stops leverage traffic crash data to focus enforcement efforts on the locations deemed most prone to accidents and towards drivers at the highest risk of causing them. Routine, or random, motor vehicle stops should be minimized. Without any direction about where to focus or for what types of violations, deputies are left to conduct this enforcement as their shift permits. It is this type of unfocused traffic enforcement that should be re-evaluated. *CPSM recommends collecting, analyzing, and discussing traffic data departmentwide to enhance focus and prioritization of resources*. This could be incorporated into the current COMPSTAT-style process for crime data.

Traffic safety should be part of the strategic emphasis of the entire PCSO. Patrol deputies need traffic intelligence to focus their enforcement activities. The county traffic engineer needs to be engaged to assess roadway sections to improve their design or change signage to improve safety. And perhaps most important, at-risk drivers and at-risk driving behavior need to be identified and engaged through targeted enforcement and education. The PCSO has a well-regarded school resource officer program, so it would be a natural fit for SROs to conduct traffic safety education courses. In addition, traffic safety could be a good opportunity for PCSO personnel to engage the organized community by attending meetings to deliver traffic safety information.

Part of the traffic safety strategy must also include careful attention paid to the demographics of motorists stopped. Not only must enforcement be focused, but it must also be free from discrimination and bias. The PCSO collects traffic stop data on handwritten forms that are reviewed and approved by a Patrol Lieutenant, but the data is not aggregated or utilized in any way. The current stop information is reviewed individually by Lieutenants rather than in aggregate. The current process has the Lieutenant reviewing each stop, initially the hard copy, and forwarding the copy to the Professional Standards Unit. Although the data is quality data, the manual collection and storage method does not allow for practical analysis. *CPSM recommends that this process be automated, and the motorist demographic data be aggregated as soon as possible. An automated system using CAD or available mobile applications would allow for aggregating and analyzing data*. Aggregated electronic data can be analyzed in various ways to ensure the PCSO is conducting traffic stops in a bias-free manner.

Traffic Accidents

Automobile accidents are another category of call for which the response by a sworn deputy is questionable. The PCSO responded to about 1,200 motor vehicle accidents during the observation period. This equates to 3.4 CFS per day. Complicating the process of investigating accidents is the system for reporting used by PCSO. The state requires a state accident report to be filed in E-Crash, but since the state and county systems do not communicate, the deputies must complete two reports for each accident, one in E-Crash and one into the county RMS system. CPSM is aware of current efforts to change to a new RMS system, and *we recommend any changes to the RMS system prioritize an accident integration piece with E-Crash. Hence, deputies would have just one accident report to complete per accident, rather than the two separate reports currently being completed*.

Most accidents involve only property damage to vehicles, and the role of a deputy is simply report preparation. When injuries occur, or vehicles are inoperable and blocking traffic, law enforcement response is essential. Proper training of dispatchers and inquiries by dispatchers during the initial call-taking process can quickly triage vehicle accident calls to determine which ones require a police response. Police and sheriff's departments around the country have

discontinued assigning police officers to handle property damage-only accidents. CPSM supports this development and contends that dispatching police officers and deputies to all vehicle crashes is a policy that should be revisited. *CPSM recommends that the approach of responding to and investigating frequent traffic accidents (property damage only, no criminality) by sworn deputies be minimized or discontinued altogether*.

As well, police and sheriff's departments across the country are utilizing non-sworn uniformed personnel to handle minor non-emergency calls for service. Individuals in these positions can provide support to sworn officers on patrol. Properly trained and equipped civilian personnel can respond to accident scenes and other non-emergency CFS and handle the incidents without a sworn officer. Whether it is demand reduction or deploying civilian personnel, adopting a more aggressive stance towards minor traffic accidents is necessary. It will minimize the number of accidents dispatched to patrol officers. Combining these approaches will result in a more efficient use of personnel resources. *CPSM recommends PCSO re-evaluate its response to traffic accidents and traffic complaints and, when possible, find a more efficient response to those types of calls for service. The evaluation process should include the possible deployment of civilian personnel in the field to handle traffic, non-crime, or low-level calls without suspects*.

Online Reporting

Another area for consideration is for PCSO to develop an online reporting system. Some third-party companies can provide an online portal to integrate with the agency's RMS system so residents can file their own low-level crime reports online and eliminate the necessity for a deputy to respond simply to take a low-level crime report.

For example, if a resident notices their bicycle was stolen overnight, rather than having patrol a deputy respond, interview the person, and author a crime report, the resident would go to the PCSO website, click on a link, and fill in their information about the crime. The form would be user-friendly and in a format that integrates with the RMS system. Once the resident files the report, it would go to a civilian or sworn employee for evaluation. If the reported incident contains the necessary elements of a crime, the report would be accepted, and a crime report number would be issued. All crime reports would then be forwarded to the detective unit for determination of follow-up, etc. If a crime were reported that should have required a deputy respond, the person performing the intake review would notify dispatch to send a deputy to the location of the reporting party.

Agencies that have adopted online reporting typically get three to five percent of their crime reports submitted online. Eliminating deputy response and administrative tasks on lower-level crimes that will have no follow-up can save significant patrol time and free deputies up for higher-priority services, reduce response times, and enhance deputy safety. *CPSM recommends PCSO partner with a third-party company to develop an online reporting system*. Once the reporting system is in place, a robust effort to educate the organization and the community will be required to shift the work onto the online system.

False Alarms

False alarms are a source of inefficiency for patrol operations. The alarm industry strongly advocates developing ordinances and procedures to address law enforcement responses to false alarms and will work closely with any agency exploring this issue. Ninety-eight percent of false alarm calls are caused by user error, which alarm management programs can address. The PCSO responded to more than 2,000 alarm calls during the study period. The response to the overwhelming majority of these calls is undoubtedly an unnecessary and inefficient use of Sheriff's Office resources.

PCSO does not have a false alarm management program. Currently, false alarms are not tracked in CAD using a disposition code. *CPSM recommends PCSO start gathering and tracking data on false alarm calls as soon as practical*. Once false alarms are accurately tracked, there are several alternatives to mitigate false alarm responses. *We recommend the implementation of a comprehensive false alarm reduction program*.

The overall goal of any alarm reduction program should be to reduce the number of false activations so deputies are available to handle other calls. Another aspect of false alarm programs involves fines or fees to recover some costs expended by the county to respond repeatedly to poorly maintained or improperly operated alarms. Using contemporary software solutions will dramatically reduce the time spent tracking, billing, etc. Some third-party companies with software solutions interface with an agency's CAD system and can administer an agency's false alarm program. Reductions in false alarm responses, increased cost recovery, and freeing up both sworn and non-sworn employee time are often benefits agencies experience when contracting with a third-party company. *CPSM recommends PCSO explore third-party options to assist in administering a revamped false alarm response program*.

In addition to false alarm fines, the PCSO could take additional steps to mitigate false alarm responses. The PCSO should consider analyzing data on false alarm activations. Undoubtedly, with a greater level of analysis, valuable data will be uncovered. The PCSO could identify problematic locations and alarm installation companies that generate false alarms and work with them to reduce or eliminate future occurrences. Also, PCSO personnel could identify and visit high-frequency alarm violators to identify the reasons behind the false alarms. Also, some communities are enacting a double-call verification protocol. Under such a program, an alarm CFS is verified by the 911 dispatcher with the alarm company before a deputy is dispatched to respond.

Responding to false burglar alarms is an inefficient use of law enforcement emergency resources. The PCSO should be more aggressive and explore avenues to minimize these responses to the greatest extent possible.

PATROL WORKFLOW AND PROCESSES

Given the patrol area's substantial expanse, numerous processes and strategies are in place to manage the workflow. However, many of these processes rely upon paper that must be transported daily from each district to headquarters. The organization is so dependent upon paper processes that a sergeant is assigned each night to perform mail runs from all district offices to headquarters and back. During our site visit, our consultants discovered numerous processes operating with hard-copy paper processes that were inefficient. The antiquated, inefficient processes throughout the Sheriff's Office should be evaluated further for automation and efficiency. *CPSM recommends PCSO form an internal committee with an executive sponsor to systematically examine processes throughout the Sheriff's Office for necessity, automation, and efficiency*. An executive on the committee should assist in providing proper attention and resources to the problem and ensure the completion of projects. Examples of some inefficient processes for a committee to examine are:

- Manual payroll reporting forms.

- Handwritten stop forms for every deputy-initiated contact.

- Hard copy memos traveling throughout all divisions and levels of the office.

- Temporary evidence storage procedures.

- Dual accident reporting requirements.

- The lack of an electronic project management system causes projects to fall through the cracks and never get completed.

In addition to forming the committee to examine processes, CPSM recommends the department consider purchasing smart phones for all of the patrol deputies as soon as possible to improve critical communications. Our interviews and observations during the site visit indicated the organization has difficulty communicating effectively. The reliance on memos and paper communications was evident and it appears the geographic challenges exacerbate communication issues. Several deputies report weeks between formal briefings because of staffing and scheduling constraints.

Currently some deputies utilize their personal cell phones to communicate with reporting parties, dispatch, and victims of crimes. The use of personal cell phones for county business poses multiple concerns with discovery and public records issues. Mobile phones have become standard issues for most departments because society has become reliant upon them. Not only will department-issue phones help deputies communicate with reporting parties, victims, and witnesses, but they can be utilized in many ways to mitigate the communications issues internally. There are countless mobile products on the market today that can streamline many of the paper processes used by the department.

SCHOOL RESOURCE OFFICER (SRO) PROGRAM

School resource officer programs are collaborative efforts between school districts and law enforcement agencies to dedicate police officers or deputies to provide enhanced safety and service to campus communities. SRO programs are intended to provide safe learning environments while fostering positive relationships with students, staff, and parents to resolve problems that affect youth with the goal of protecting students so that they can reach their fullest potential.

PCSO has three School Resource Deputies and one supervisor dedicated to SRO duties. Two SROs are assigned to high schools and one to an elementary school. Each position is funded in cooperation with the county school district, which provides 50 percent of each deputy's salary. The Pulaski SROs provide a law enforcement presence in the schools, teach in the classrooms, and run three youth programs. The SROs handle calls for service and provide a routine uniformed presence at each school. They also work with administrators involved in mediation, mentoring, and other prevention efforts.

In addition, the SROs facilitate three youth programs, Our Kids (OK) program, Young Ladies of the Future (YLF), and Boys United In Leadership Development (BUILD). All three programs follow a national curriculum and offer classes, mentoring, and similar programs for boys and girls who may be at risk or need support. In the summer, the three deputies continue to run the three youth programs and coordinate a six-week youth camp at the Sheriff's Office.

SROs are selected through a competitive selection process that includes a file review, panel interviews, scenarios, etc. Once selected, the SROs attend the basic National Association of School Resource Officers (NASRO) basic training. In addition to the basic NASRO training, all SROs attend NASRO training each summer. The SROs meet weekly with the supervisor who liaisons with the participating schools and ensures the duties of the SROs are consistent with the partner agreements and the mission of the PCSO.

During our site visit, we learned five schools have offered to pay for half of a deputy position to have a dedicated SRO. This type of demand indicates the school and community support for SROs in schools in Pulaski County is strong. The current national threat of violence in schools has led to a resurgence of SRO demand across the country after a dip in demand in 2020 following widespread protests against the policing profession. As PCSO has established its SRO program following industry standards and best practices (competitive selection, training, classroom teaching, etc.), adding deputies to the program deserves consideration.

In addition to having the infrastructure of a model program established, the physical locations of many schools in the County suggest adding more SROs makes sense. The vast distance between schools and the difficulty of keeping patrol deputies close to the schools also contributes to the argument to add more SROs. Finally, the willing partners ready to contribute 50 percent of a deputy's salary make the argument for adding SROs even stronger. *Based on the totality of factors, CPSM recommends Pulaski County consider engaging the available partners and invest in the addition of five deputies to add to the SRO program*. In some studies we have recommended adding SROs out of current department staffing. This is not the case for PCSO, as the current staffing level cannot support adding more SROs without adding deputies.

FLEET

The fleet of vehicles for PCSO is managed in the Patrol Division in conjunction with the equivalent of the County's Public Works Department. The departments work together on purchasing, and the county garage maintains the vehicles. A deputy assigned to the Patrol Division is responsible for keeping track of the fleet and liaising with the County. The Lieutenants track mileage and submit the mileage to the Patrol Division Captain in a monthly report.

Deputies are assigned take-home vehicles upon completion of training. Vehicle assignments are made primarily based on seniority. Deputies can drive their cars home without any charges or payroll deductions for fuel. If a deputy utilizes a vehicle for an off-duty job, the mileage is reported, and the deputy is responsible for reimbursement to the county. Lieutenants are responsible for gathering and reporting monthly, in a memo-style report, mileage for all vehicles assigned to their deputies. There are technology products available that track mileage and other fleet data. As discussed in different sections of this report, current manual paper processes are inefficient and take up valuable time that could be better invested in policing activities. *CSPM recommends PCSO consider for purchase an electronic method of gathering fleet data to enhance the efficiency and reporting of fleet-related data*.

During the site visit, deputies reported overall satisfaction with the condition and maintenance of the fleet. The county garage prioritizes enforcement vehicles, and deputies can get routine maintenance done during regular business hours while they wait. The cars we rode in and observed appeared in good condition and well-maintained. A review of the fleet database maintained in the Patrol Division shows 325 vehicles. This includes several specialty vehicles and trailers such as transport vans, command vehicles, and armored vehicles. The following table breaks down the division where the vehicles are assigned and whether marked or unmarked.

TABLE 5-7: PCSO Fleet Inventory

Division Vehicle Assigned	Type of Vehicle	Number of Vehicles
Detention	Marked	25
Detention	Unmarked	64
Enforcement	Marked	157
Enforcement	Unmarked	73
Administrative	Unmarked	6
Total Vehicles		**325**

During our site visit, it was reported that the county and Sheriff's Office had done a good job buying new vehicles in most years. In most agencies that CPSM studies, a marked patrol vehicle is replaced around the 100,000-mile mark. With the advances in technology and reliability in today's vehicles, some agencies now wait a little longer, but the general rule in most agencies is the replacement of patrol cars at 100,000 miles. We were told there was a gap in vehicle purchases by the PCSO for approximately three years before and after an administration change. The PCSO is still trying to catch up for those years when vehicles were not purchased.

The marked fleet has dozens of marked vehicles that have 100,000 miles; many have more than 150,000 miles. A partial breakdown of the fleet by mileage can be seen in the following table. The PCSO has five vehicles with more than 200,000 miles and 121 vehicles with more than 100,000 miles—about 37 percent of the fleet. *CPSM recommends the Sheriff's Office increase its annual spending on vehicles each year to catch up on replacement vehicles to lower the number of vehicles that have more than 150,000 miles.* Although we did not hear many complaints about vehicles, operating a marked patrol fleet with dozens of vehicles that have mileage of more than 150,000 miles may pose reliability and safety problems during emergency driving.

TABLE 5-8: Number of PCSO Vehicles by Mileage

Under 100,000 miles	199
100,000 – 200,000 miles	121
More than 200,000 miles	5

Patrol Division Recommendations:

- CPSM recommends PCSO consider adopting procedures to accurately capture all of a deputy's work in the CAD system. (Recommendation No. 4.)

- After 6 to 12 months of operating under new procedures to accurately capture workload, a more comprehensive data analysis should be conducted to determine a more precise workload for the deputies on patrol. (Recommendation No. 5.)

- CPSM recommends PCSO form an internal committee to review deputy response to non-crime calls and make recommendations to the Sheriff as to where responses can be eliminated so as to improve responsiveness to crime-related matters while enhancing deputy safety. (Recommendation No. 6.)

- CPSM recommends that patrol deputies making traffic stops leverage traffic crash data to focus enforcement efforts on the locations deemed most prone to accidents and towards drivers at the highest risk of causing them. (Recommendation No. 7.)

- CPSM recommends collecting, analyzing, and discussing traffic data department-wide in order to enhance focus and prioritization of resources. (Recommendation No. 8.)

- CPSM recommends that the process for collecting data on drivers who are stopped be automated, and the data be aggregated as soon as possible. An automated system using CAD or available mobile applications would allow for aggregating and analyzing data. (Recommendation No. 9.)

- We recommend any changes to the RMS system prioritize integration with an accident investigation module with E-Crash. Deputies would then have to complete one accident report per accident, rather than the two separate reports currently being completed. (Recommendation No. 10.)

- CPSM recommends that the approach of responding to and investigating frequent traffic accidents (property damage only, no criminality) by sworn deputies be minimized or discontinued altogether. (Recommendation No. 11.)

- CPSM recommends PCSO re-evaluate its response to traffic accidents and traffic complaints and, when possible, find a more efficient response to those types of calls for service. (Recommendation No. 12.)

- CPSM recommends PCSO partner with a third-party company to develop an online reporting system. (Recommendation No. 13.)

- CPSM recommends PCSO start gathering and tracking data on false alarm calls as soon as practical. (Recommendation No. 14.)

- The implementation of a comprehensive false alarm reduction program is recommended. (Recommendation No. 15.)

- CPSM recommends PCSO explore third-party vendor options to assist in administering a revamped false alarm response program. (Recommendation No. 16.)

- CPSM recommends PCSO form an internal committee with an executive sponsor to systematically examine processes throughout the Sheriff's Office for necessity, automation, and efficiency. (Recommendation No. 17.)

- CPSM recommends the department consider purchasing smart phones for all patrol deputies as soon as possible as a way to improve critical communications. (Recommendation No. 18.)

- Based on the totality of factors, CPSM recommends Pulaski County consider engaging the available partners and invest in the addition of five deputies to the SRO program. (Recommendation No. 19.)

- CSPM recommends PCSO consider for purchase an electronic method of gathering fleet data to enhance the efficiency and reporting of fleet-related data. (Recommendation No. 20.)

- CPSM recommends the Sheriff's Office increase its annual spending on vehicles each year in order to catch up on the replacement of vehicles in order to lower the number of vehicles that have more than 150,000 miles. (Recommendation No. 21.)

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SECTION 6. CRIMINAL INVESTIGATIONS DIVISION

Under the direction of the Criminal Investigations Division (CID) Captain, with supervisory oversight of the CID Lieutenant, the CID is responsible for the following functions:

- Criminal Investigations Section (Detectives).

  □ Persons Crime Unit.

    • Sex Offender Registration/Investigation.

  □ Property Crime Unit.

- Crime Scene Investigations (Collateral Duty – Detectives).

- Narcotics/Vice Section.

  □ Narcotics/Vice Unit.

  □ U.S. Marshals Task Force.

  □ U.S. Drug Enforcement Administration Task Force.

- Crime Analysis Unit.

- Victim Assistance Unit .

Each area will be assessed and reported upon separately to allow the consumer of this information to better understand how each area individually, and collectively, supports the mission of the Pulaski County Sheriff's Office.

The following table reflects the and authorized / budgeted staffing of the Division. Additionally, included are the number of positions that are currently vacant. We note here that, as discussed in the Executive Summary, General Observations Section, there is considerable confusion regarding authorized staffing in each division and which CPSM was unable to resolve during the site visit. Therefore, these numbers, as provided by CID staff, may or may not be entirely accurate.

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TABLE 6-1. Criminal Investigations Division Authorized Staffing*

	Captain	Lieutenant	Sergeant	Deputy	Civilian	Total
Captain	1					1
Lieutenant		1				1
Crimes–Persons			1	4 (1)		5 (1)
Sex Offenders				1		1
Crimes–Property			1 (1)	5 (1)		6 (2)
Vice / Narcotics			1	4 (2)		5 (2)
U.S. Marshals Task Force				1		1
DEA Task Force				1(1)		1 (1)
Crime Analysis Unit					1	1
Victim Assistance Unit					1	1
Transcriptionist					1	1
Division Secretary					1	1
Total Staffing	**1**	**1**	**3 (1)**	**16 (5)**	**4**	**25 (6)**

Note: *Vacancies at the time of this report shown in parentheses.

CPSM located and reviewed three policies specific to CID: Policy 11-001 addresses duties specific to the Criminal Investigations Section (Detectives) function; Policy 11-002 addresses duties specific to the Narcotics/Vice function; and Policy 11-004 addresses duties specific to the Victim Assistance Program. We were unable to locate a policy regarding Crime Scene Investigations or the Crime Analysis function. As we report on these functions individually, we will discuss the applicable policies.

CRIMINAL INVESTIGATIONS SECTION (DETECTIVES)

For purposes of clarity in our reporting, we will define the Criminal Investigations Section as responsible for duties typically performed by detectives. Here, we separate out the Narcotics/Vice crime investigations, and will cover that separately in later reporting.

The Criminal Investigations Section (CIS) operates under the command of the CID Lieutenant. The investigative sub-units assigned to this section include:

■ Crimes Against Persons.

　□ Sex Offender Coordinator (sub-unit of Crimes Against Persons).

■ Crimes Against Property.

Policy

As previously noted, Policy 11-001 addresses duties specific to the Criminal Investigations Section (Detectives) function. Five pages in length and last revised 5/18/2020, the policy broadly addresses general supervisory structure, case assignment procedures, search warrant service, etc. There is limited specificity as to a detective's responsibilities regarding timeliness of investigations with the exception of language pertaining to arrests and warrants.

One area that drew our attention is found in Section C, Case Assignments. A sub-paragraph stated *"Division Sergeants / Lieutenant shall review the above mentioned type reports for narrative accuracy and UCR (NIBRS) coding."* Coding refers to reporting of crimes and

clearances to the FBI for publication in the Uniform Crime Report/National Incident Based Reporting System (NIBRS).

Coding of crimes and clearances is a highly complex process that requires intensive training. In agencies across the country, we find that errors are made in coding, especially as it relates to crime clearances. Staff indicated that the PCSO Records Section handles UCR/NIBRS coding, and we would submit appropriately so. This should not be a function of CID personnel who are not trained to do so, nor should they attempt to. The policy should be modified to remove any reference to assignment of this responsibility to CID.

Generally, while the policy broadly addressed the functions of the section, we noted that it was lacking in specificity regarding case intake processes, duties of investigators, and supervisory responsibilities. The policy is due for revision later this year. CPSM would suggest that the PCSO obtain policy samples from a variety of other agencies and update this policy to more clearly and comprehensively define department expectations. As an example of the disparity between a comprehensive policy and that of this policy, we urge review of policy 11-004, which we will discuss in reporting on the Victim Assistance Program.

Work Schedule

All detectives are assigned on a 5/8 work schedule, Monday through Friday, from 8:00 a.m. to 4:30 p.m., including a thirty minute meal break. For after-hours and weekend responses to major crimes, one sergeant and two detectives are assigned in an on-call status. In the event that an investigation requires additional investigative support, all detectives can be called out as necessary.

Case Intake

As some consumers of the information provided in our operations assessment and data analysis are not familiar with police procedures, we will begin this discussion with a brief overview of how cases make their way through police databases to be assigned to a detective for investigation.

Generally speaking, when a police call for service is initiated by either a community member or a member of PCSO, the 911 dispatch center enters the call for service in the department's computer-aided dispatch (CAD) system. Once the call for service is closed by the primary handling officer, generally a patrol officer, the call history is transferred into the department's records management system (RMS). The case may then be closed or assigned for further investigation, as appropriate.

At present, the department utilizes Central Square Technologies (CST) software as both its CAD and RMS platforms. CST has a case management module referred to as Zeurcher. It is into this module that cases are transferred from CAD into the RMS.

Law enforcement agencies vary widely in case intake policies and practices relative to investigative division functions. In some agencies, all cases are referred to detectives for review and follow-up investigation where appropriate. In others, only felony cases are generally referred to detectives, while patrol officers are responsible for the investigation to completion of misdemeanor cases and some low-level felony cases. Various hybrid systems are utilized by others. Decisions as to the case intake processes are often driven by staffing levels.

PCSO follows the model in which patrol officers handle virtually all misdemeanor cases to completion. Under this model, Patrol Division supervisors have the authority to close a case without submission or review by CID. This would generally occur in cases of minor offenses such as petty theft, vandalism, and driving under the influence.

For felony offenses or other serious crimes, CID supervisors review each case and assign it to a detective for investigative follow-up. Under this model, virtually all felony cases are assigned to a detective.

Many agencies have inadequate staffing to afford this luxury. As a result, solvability factors must be identified to screen out cases where investigative efforts of detectives are not likely to result in the identification of a suspect and the successful prosecution of the crime. In the event that sufficient solvability factors are not present to warrant additional follow-up, the case may be closed by a supervisor without assignment to a detective. Such factors include but are not limited to:

- The suspect is named.

- The suspect can be identified.

- The address of the suspect is known.

- The suspect can be located.

- The license plate number of the vehicle used in the crime is known.

- The vehicle can be identified.

- There was traceable stolen property.

- There were identifiable latent fingerprints lifted from the scene.

- Other evidence exists that may lead to the identification of a suspect.

- A significant modus operandi has been recognized in the case.

- It is reasonably suspected that there was a limited opportunity to commit the crime.

- There is reason to believe that further investigative effort will lead to the solving of the crime.

The CST case management platform includes a similar, though more complicated, list of solvability factors.

Given its limited investigative resources, CPSM suggests that PCSO consider the use of solvability factors in determining if there is value in assigning a given case to a detective. Absent such investigative leads, the case could be closed by the supervisor, with only an information copy sent to the appropriate detective. This would allow the detectives more time to devote to the investigation of cases with promising leads.

Workload Demands

To this point, we have discussed staffing, work schedules, and case intake procedures. Here, we will examine how the Criminal Investigations Section is positioned to manage workload demand. The following table reflects workload by function (sub-unit) for the past three calendar years. Data on sex registrants is approximated.

TABLE 6-2: CID Case Assignment, 2020–2022*

Cases Assigned	2020	2021	2022
Crimes–Persons	188	163	131
Crimes–Property	667	719	523
Sex Registrant Coord.**	Over 300	Over 300	Over 320
Total*	**855**	**882**	**654**

Notes: *Source: PCSO CID. **The 300 figure represents sex offender registrants residing in the PCSO service area (not the entire county). ***Total cases assigned excludes Sex Offender Coordinator numbers.

As noted, the Sex Offender Coordinator numbers reflect sex offenders residing in the PCSO patrol area who are required to register with PCSO, not criminal cases assigned for investigation. However, as the assigned detective (Coordinator) identifies compliance violations among this population, a case investigation is initiated and criminal charges are sought. CPSM was advised that there were 178 such charges filed over the past ten years.

We also note that when detectives' caseload burdens become heavy from time to time, Sergeants, and on occasion the CID Lieutenant, assign cases to themselves to lessen detective workload. For instance, in 2021 detective supervisors handled 137 cases between them. At this point in time the Narcotics/Vice Sergeant is the primary investigator for missing persons' cases. This negatively impacts their ability to supervise CID operations.

As case assignment practices vary widely from agency to agency, there are no absolute standards to determine appropriate caseloads for police investigators. One murder investigation could occupy the time of several detectives for months, and on the other hand, one detective could handle hundreds of theft cases in a similar period. Nonetheless, the International Association of Chiefs of Police (IACP) has suggested that a detective caseload between 120 and 180 cases per year (10 to 15 per month) is manageable.

When fully staffed with nine detectives (excludes Sex Offender Coordinator and data), the annual caseload over the past three years varied from year to year, but amounted to between 73 and 98 cases per detective per year. These figures are lower than the IACP's suggestion. However, as we noted in the staffing table (Table 6-1), the core detective function is operating with two vacancies (22 percent of authorized staffing). As such, at present staffing, the range would amount to between 93 and 126 cases per detective.

Other sources suggest that departments should staff one detective for every 300 UCR Part I Index Crimes recorded each year. The table that follows shows Part 1 Crimes for the past three calendar years.

TABLE 6-3: FBI UCR Reported Part 1 Crimes, 2020–2022*

Crimes	2020	2021	2022*
Murder	7	4	10
Rape	33	31	16
Robbery	29	13	20
Aggravated Assault	572	674	164
Burglary	318	276	151
Larceny	1,050	1,058	1,043
Vehicle Theft	227	259	262
Total	**2,236**	**2,315**	**1,666**

Note: *2022 data is not yet available from the FBI UCR and is provided by PCSO.

As we look at the second benchmark, using the 300 Part I crimes figure, we can calculate that from 5.55 and 7.71 detectives would be required to adequately meet workload demands. Additionally, many larceny cases involve shoplifting, a crime in Pulaski County that would generally be handled by a patrol officer without detective involvement.

According to both benchmarks, it would appear that PSCO has adequate resources to manage criminal investigations when considering the section's total caseload and staffing. However, we note a couple of additional factors that must be considered: (1) As noted, one of the duties of detectives here is that of crime scene investigation, something that detectives in many agencies are not responsible for; and (2), PCSO does not screen and close cases based upon low solvability factors, but rather, assigns virtually all felony cases to detectives for investigation. Each of these factors adds to the workload of detectives.

The most significant impact on detectives' time is the assignment of crime scene investigation duties to detectives, something that requires both extensive training and time to complete. Shortly, we will discuss crime scene investigations in detail and make recommendations that we believe will both reduce workload demands on detectives, as well as patrol officers, and improve upon the PCSO's forensic investigations capabilities and expertise.

Case Management

Previously, we discussed the case intake process. Here we examine the process for those cases that are routed to the Investigations Section for further investigation. Cases received by the Investigations Section are reviewed by section sergeants on a daily basis. The cases are then assigned to a detective based upon the nature of the case, and the detective's existing workload.

As noted, CST has a detective case management module referred to as Zeurcher. CPSM is familiar with this platform and knows it to contain the following information:

- Detective assigned.

- Case number.

- Charge (nature of offense).

- Intake date (date assigned).

- Date of last reported activity (by detective).

- Case status (i.e., active or closed).

- Case disposition (has limited detail).

- Location of occurrence.

These are generally accepted elements of case management.

Clearance rates are an important measure of an individual detective's performance and excessively low rates can lead to the identification of training needs, additional supervisory oversight, and in some cases, the need for reassignment from the unit. In another department assessment, CPSM discovered policy language that we believe demonstrates the value of measuring clearance rates. It states:

"Case clearance is an indicator of individual performance and can assist in evaluating the individual detective."

CPSM wholeheartedly agrees with this statement. We note here that reporting case clearances is a function of the Records Section at PCSO. In reporting on the Records Section function, we share important information about how clearance rates are calculated and reported to the Federal Bureau of Investigation.

Overall, the case management processes in place are consistent with best practices.

Training

CPSM requested information regarding training provided to detective personnel and we were provided with information identifying training provided as shown in the following list. This is only a partial list, but represents the depth of training required to competently serve as a detective:

- Interview and Interrogation.

- State Certified Basic Crime Scene Processing.

- State Certified Advanced Crime Scene Processing (detectives assigned to the Persons Crimes Unit).

- Auto Theft Investigation.

- Search Warrant Preparation.

- Warrantless Search and Seizure.

- Shooting Scene Investigations.

- Homicide Investigations.

- Child Death Investigations.

- Bugs, Bones, and Botany.

- Blood Stain Pattern and Analysis.

Again, this represents only a partial list of training courses required, but this level of training is consistent with best practices.

Cold Case Homicide / Sexual Assault Review (Proposal)

At present, no cold case homicide / sexual assault unit exists at PCSO, though this is generally the case at an agency of this size with limited personnel. Here, the duty to examine cold cases falls to detective sergeants as available time exists. Staff reports, however, that due to staffing shortfalls, cold cases as described are not routinely reviewed. Only in the event that new information is provided to the department from an outside source would such a case be re-examined.

Given the number of vacancies at PCSO, an opportunity may exist to use salary savings to hire a retired homicide / sexual assault detective from PCSO or another agency to re-examine cold cases and identify those cases where investigative leads may be available based upon new technologies or other factors. Those could then be assigned to a detective for follow-up, which may be as simple as sending biological/trace evidence to the crime lab for analysis. Such a position would be temporary, part-time, without benefits, and would only be retained as necessary and as long as funding is available as a result of salary savings from vacant positions.

As the use of retired annuitants funded by position vacancies requires no supplemental funding, this opportunity can serve as a win-win. It would have no real effect on the budget, and more

importantly, it has the potential to bring some closure to sexual assault victims and the families of homicide victims.

The use of retired annuitants is a common practice in agencies suffering from chronic staffing shortfalls, and the cost/benefit is unquestionable. Other uses of these resources include tracking sex offenders, currently assigned to a full-time detective, conducting background investigations, audits and inspections, part-time limited patrol related duties, etc. *CPSM strongly urges the department consider this opportunity*.

Rotation Schedule

As we begin this discussion, we must point out that PCSO has a serious retention problem that is discussed in reporting on personnel matters. As such, there is considerable turnover in CID, with some detectives having as few as two years of experience in law enforcement. This is both highly unusual and troubling. As previously noted, detective training requirements are substantial so that detectives are prepared for the challenges of investigative work. The lack of experience in CID at present is a challenge for the supervisors who are charged with the responsibility of case oversight and mentoring new detectives. This is compounded by the fact that supervisors must carry a caseload due to staffing shortfalls. Nonetheless, we address this issue here assuming the staffing issues will be addressed and there will be stability in the workforce. When that occurs, the issue of a rotation schedule will become relevant.

As practiced by the PCSO, the detective assignment is a permanent assignment. Once assigned, detectives, including the sergeants, would only leave the assignment based upon promotion, retirement, personal request, or an administrative action related to a performance or discipline issue. The advantage of this practice is that personnel become highly trained and experienced. There is no question that there is value to this argument. On the other hand, this practice restricts opportunities for other personnel.

Many if not most agencies of the PCSO's size find that they are better served with a detective assignment rotation schedule. CPSM suggests that a rotation schedule should be considered here. There are a number of reasons for such an action. They include:

- Opportunities for other employees to gain valuable experience in such an assignment.

- The potential for stagnation to occur in both the detective assignment as well as that of patrol.

- New energy and ideas may be brought into the detective workforce.

- Officers rotating out of Investigations assignments bring valuable experience back to patrol that they can share, especially relative to newer, less experienced patrol officers.

- As personnel are promoted, they bring more diverse experience into their supervisory/leadership roles versus being largely singularly dimensional. This enables them to be more informed decision makers for the betterment of the entire department, not just focused on that section in which they spent the majority of their career.

- Assignment rotations help to prevent the *"Silo Effect"* in organizations. The *"Silo Effect" occurs* when the individual divisions become too focused on their own wants and needs and the broader interests of the department may be sacrificed. This transcends through the organization as employees move into management positions and make decisions that favor the *"Silo"* from which they came, or current or former members of it.

On the downside, there is a loss of experience associated with rotational schedules. To mitigate this, it is important that the assignment is of sufficient duration that expertise is developed, and that the rotation of personnel be staggered so as not to lose all experienced personnel simultaneously. For example, using the current PCSO detective staffing, this would require an assignment duration of approximately six years, with rotation of one detective supervisor or detective out of the unit every two years.

It is not surprising that in agencies that do not have a rotational schedule, detectives vehemently oppose such a concept. Conversely, those seeking this often coveted special assignment strongly support rotations. While we appreciate each perspective, CPSM believes that the value of a making detectives a rotational assignment significantly outweighs the downside.

If the department chooses to retain its permanent assignment status for CID personnel, CPSM would encourage the department to, at the very least, consider a rotational assignment opportunity. Some agencies develop a two-year rotation schedule for patrol officers interested in a detective assignment. To accomplish this, one position in each of the Persons and Property units could be designated as a rotational position. The duration of assignment could be two years, off-set so that one position rotates in and one out each year. This minimizes the staffing disruptions while still accomplishing some of the benefits of a full rotational policy.

Criminal Investigations Section Summary

Overall, CPSM was impressed with the Criminal Investigations Section function. It would appear that staff are dedicated to the mission of the department and their assignment. As we have discussed, and will address in the recommendations below, there are some opportunities to provide investigative support to the section at little to no cost. These include the use of retired annuitants.

While we did not discuss in detail the responsibilities associated with crime scene investigations, which we will do next, we believe that the present model utilized by PCSO involving patrol officers as crime scene investigators in minor cases and detectives as crime scene investigators in major cases could be improved upon and should be reconsidered. In the next sub-section, we will more fully address this issue and make recommendations for what we believe is a far superior model.

If the department chooses to maintain its existing model, we recommend that two additional detectives be added to the CID complement. These new positions would be charged with all major crime scene investigation duties, thereby relieving core detectives to focus on other aspects of criminal investigations. These CSI detectives would receive substantial additional training, perform some forensic analysis duties, and as time permits could back-up core detectives on criminal cases. CSI duties at minor crime scenes would continue to be handled by patrol officers. Again, this recommendation would apply only in the event that a more comprehensive Crime Scene Investigations unit, as will be recommended, is not adopted.

We cannot overstate the operational challenges associated with the number of vacancies at present. It would appear that virtually every investigative component of the CID is negatively impacted by this situation. We would urge the county and PCSO to do everything in its power to expedite the filling of vacancies in CID and throughout the department. Again, in the interim, through the use of retired annuitants, opportunities exist to reduce workload demand on the overtaxed staff.

In the recommendations below we will identify recommended staffing levels. These recommendations pertain only to the detective function. We will address the Narcotic/Vice function and Task Force positions later in our reporting.

Criminal Investigations Section (Detectives) Recommendations:

- Consideration should be given to revising Policy 11-001, Investigations, to more comprehensively define the duties and responsibilities of the section. (Recommendation No. 22.)

- To reduce the workload burden on detectives, utilize solvability factors to determine the viability of assiging cases and discontinue the practice of assiging cases when there are insufficient investigative leads. (Recommendation No. 23.)

- The utilization of part-time retired police personnel with investigative experience should be considered to supplement staffing during periods of vacancies. Such personnel may conduct a variety of tasks in CID and throughout the department. (Recommendation No. 24.)

- Consistent with a previous recommendation, consideration should be given to utilizing part-time retired personnel with investigative experience to examine cold homicide and sexual assault cases to determine if investigative leads may be available based upon new technologies or other factors. Where appropriate, those cases may then be assigned to a detective for follow-up. (Recommendation No. 25.)

- Consideration should be given to developing a rotation schedule for CID assignments. Should the department choose to retain its present policy relative to permanent assignments, consideration should be given to, at the very least, converting one position in each of the Persons and Property Crimes Units to a rotational position. (Recommendation No. 26.)

- CPSM recommends that staffing levels should be set as follows: Crimes Against Persons Unit, one sergeant and five detectives; Crimes Against Property Unit, one sergeant and five detectives; Sex Offender Registrant Unit, one detective. (Recommendation No. 27.)

- CPSM recommends the creation of a Crime Scene Investigations Unit staffed by civilians. Should a dedicated CSI Unit not materialize, two additional detectives should be added to the above staffing level recommendation to serve as CID Crime Scene Investigators in support of other detectives. The current practice of having patrol officers handle crime scene investigations at lower level crime scenes would continue. (Recommendation No. 28.)

CRIME SCENE INVESTIGATIONS / FORENSICS

Next, we will more fully examine the issue of crime scene investigations. While we have touched on this above, since it is a collateral duty for detectives, we believe that the issue of crime scene investigations is vitally important and warrants a more comprehensive examination.

The Pulaski County Sheriff's Department has no dedicated Crime Scene Investigations (CSI) Unit. Rather, the responsibility for the collection of evidence at major crime scenes falls to the assigned detective, or as is far more often the case, the patrol deputy assigned to the call for service for more routine crimes.

In today's policing environment, forensic evidence, especially trace and biological evidence, is of critical importance in solving crime and successfully prosecuting offenders. Investigators must

have a high degree of training, experience, skill, and commitment to master this art. Each is of vital importance to this effort.

The complexity of such work is best illustrated by a review of the following list of duties that could be required of a PCSO detective at a crime scene:

- Identifies, collects, and preserves evidence at a crime scene.

- Searches and processes crime scene for latent fingerprints.

- Searches and processes crime scene for biological and trace evidence such has hair and fibers.

- Collects and processes DNA evidence.

- Utilizes available technology and materials to identify and collect evidence not visible to the naked eye.

- Creates plaster casts of shoe and/or tire impressions, etc.

- Photographs and diagrams crime scene.

- Photographs and fingerprints suspects, victims, witnesses as necessary.

- Prepares crime scene sketches suitable for court presentation from measurements and rough drafts taken and prepared at the scene.

- Assists in the reconstruction of crimes to include determining the course of events from physical evidence obtained, bullet trajectory, analysis of blood patterns, positions of victims and/or weapons, etc.

- Operates mobile crime lab and equipment, including power generator, camera, static print lifter, presumptive blood kit, gunshot residue test kit, and evidence vacuum.

- Transports evidence to evidence locker and/or state crime lab.

- Establishes and maintains records to ensure proper chain of custody for court presentation and compliance with state statutes and department policies.

- Produces detailed written crime scene reports to support other investigative activities and support the identification and prosecution of offenders.

- Testifies in court as an expert witness regarding collection, processing, testing, and preservation of evidence collected

- Performs routine maintenance and repairs on equipment, and stocks supplies required for crime scene investigations.

- Instructs and/or trains others regarding crime scene processing techniques.

These are laborious, time-consuming tasks that in major cases such as homicide investigations, kidnapping, sexual assaults, etc. can take many hours and in some cases days into weeks to complete. Dedicated forensic specialists, not generalists who have multiple other responsibilities (i.e., patrol officers and detectives), are vital to this effort. And as mentioned, extensive training and experience is required to master each of these tasks.

CPSM believes that burdening detectives with the responsibility for collection of physical evidence at major crime scenes is not appropriate. Detectives have another equally important

role that should not be put on hold while the time-consuming process of processing a crime scene for physical evidence occurs.

That role involves a myriad of other critically important investigative steps such as interviewing witnesses and suspects, and following up on leads both in the field as well as in the office. This may call for searching law enforcement databases, social media platforms, preparing photo line-ups, obtaining arrest and/or search warrants, and any number of other investigative activities, all with the goal of identifying and apprehending the offender. As well, each step is time sensitive since delays can allow for the suspect to flee the area or re-offend. These are not duties that can or should be put on hold while the detectives conduct the laborious process of collecting physical evidence.

And as it relates to the efforts of patrol officers/deputies, CPSM often finds in our assessments of agencies across the country that those without a dedicated CSU unit routinely report that the quality of their crime scene investigations is wanting. As patrol officers/deputies at times are trying to balance a multitude of responsibilities including pending calls for service, the time-consuming process of scouring a crime scene and collecting evidence does not receive the attention that is required. As a result, detectives are limited in their investigative follow-up abilities. When CPSM inquired of CID staff, we were advised, anecdotally, that this is the case here as well. This is not a surprise, as it has been the case in agencies in which we worked as well.

Policy

PCSO does not have a policy pertaining to Crime Scene Investigations. Given the importance of this function as it relates to solving crime and criminal prosecution, this is surprising. It is possible that this results from the lack of a dedicated unit being responsible for this function, and rather is a shared responsibility between the Patrol Division and the CIS (detective) function. Nonetheless, CPSM would urge the department to develop a policy covering Crime Scene Investigations.

The following is an excerpt from a policy for another agency that CPSM assessed. That particular agency has a dedicated crime scene unit. The example is provided here to show both the importance of a policy in defining responsibilities, and how an agency utilizes dedicated full-time crime scene investigators.

> *"Minor crime scene investigations are those that are limited to simple diagrams, simple fingerprint dusting, or collecting and preserving items for laboratory processing. Misdemeanor offenses and property (crimes) frequently fall within this category."*

> *"Major crime scene investigations are those that require expertise or specialization in the collection of evidence (such as photography, swabs, casts, or collection of fluids, fibers, and hair, special fingerprinting techniques, and complex measurements). Crime scene officers or crime scene investigators will conduct major crime scene investigations."*

CSI Training

As we have noted, in the absence of a dedicated Crime Scene Investigations Unit, the task of processing individual crime scenes falls upon CID detectives for major cases, and patrol officers for more minor cases such as residential burglaries, recovered stolen automobiles, automobile burglaries, etc. As a result, all detectives are required to attend State Certified Basic Crime Scene Processing training. Detectives assigned to the Persons Crimes Unit are required to attend Advanced Crime Scene Certification. Additionally, detectives also attend specialized training in the following:

- Digital Forensics.

- Arson Investigation.

- Shooting Scene Reconstruction.

- Auto Theft Investigation.

Patrol officers receive limited crime scene investigation training in the police academy, and limited in-service training, which CPSM maintains is inadequate to develop expertise in this field.

As we discussed in the introduction, forensic investigation of crime scenes is a highly specialized duty. Successful identification and collection of evidence, especially trace and biological evidence, is of paramount importance in successfully solving crimes and prosecuting offenders. Investigators must have a high degree of training, experience, skill, and commitment to master this art. We restate this here as the training demands to establish the expertise necessary to truly master this skill is extensive. While the training received by PCSO detectives is commendable and provides for basic necessities in some cases, it falls short of what is required to develop requisite expertise for the most complex of cases.

For example, in the following table we include a training matrix from another agency that excels in this field. The actual training matrix has much more detailed information. We include here only the main headings relative to the types of training required/desired to reflect the volume of courses required to develop expertise in this field.

TABLE 6-4: Sample Training Matrix for Dedicated Crime Scene Investigators

Type	Class
Basic Crime Scene	Legal Issues of Crime Scene Searches
	Basic Crime Scene Photography
	Practical Crime Scene Processing/Investigation
	Evidence Collection and Processing
	Basic Crime Scene Investigations
	Crime Scene for Investigators
	Crime Scene Investigation
Adv. Crime Scene	Basic Crime Scene Academy
	Adv. Crime Scene Investigations
Latent Print Processing	Print Processing, Collection & Photography
Photography	Crime Scene and Evidence Photography
	Basic/Adv. Forensic Photography
	Forensic Fire Inv. Photography
	Low Light, Night, Inclement Wx Photography
Adv. Photography	Firearms for the Det. And CSI
	Death Investigation 101
Firearms	Death Investigations
Death Investigations	Child Death Investigations

Type	Class
Child Death Investigations	Child and Infant Death Investigations
	Photoshop, PowerPoint, Diagrams for CSI
	Forensic Science Courtroom Testimony
Testimony	Courtroom Testimony: Practical Approach
Reporting	Cellebrite Certified Operator
	Susteen – DataPilot
CCO	DEI
Digital Evidence	FARO - On-Scene
	Drone Observer
	IBIS – Collection
	Fingerprint Recognition & Comparison (AFIS)
	Basic Latent Print Examination
AFIS (Basic)	Intro to the Science of Fingerprint Class
	Basic/Intm. Fingerprint Comparison
	Fingerprint Comparison, ID, and AFIS Plotting
	Palm Print Techniques
	Adv. Latent Palm Print Comparison
AFIS (Palms)	Latent Palm Print Comparison
	Basic Latent Print Comparison
	Comprehensive Adv. Latent Print
AFIS (Adv.)	Shooting Incident Documentation
Shooting Incident Reconstruction	Basic Shooting Reconstruction
	Shooting Incident Reconstruction
	Forensic Firearm/Toolmark ID Shooting Recon
Adv. Shooting Recon	Adv. Shooting Reconstruction
Basic Bloodstain	Bloodstain Pattern Documentation
	Bloodstain Pattern Analysis Level I
	Documentation of Bloodstain Evidence
Adv. Bloodstain	Bloodstain Pattern Analysis Level II
	Adv. Bloodstain Pattern Analysis
	Recovery of Human Remains Workshop
	Buried Body and Surface Skeleton
Buried Body	Clandestine Grave Search & Recovery
	Crime Scene Reconstruction - Level I
	Crime Scene Reconstruction - Level II
Adv. Crime Scene Processing	Drone Operator
	DVR Examiner (VERA)
Part 107 - UAS License	DVR Assessment & Video Recovery
DVR/Video Processing	Fundamentals of Video Evidence
	Forensic Video Analysis

Type	Class
	Remote Online Training – ClearID
	Remote Online Training - Intro to Omnivore
	Remote Online Training - Ffmpeg Convert
	Remote Online Training - dTective Effects
FARO	FARO - Zone Core
	FARO Zone Point Cloud Crime
	FARO Zone Point Cloud Crash
	FARO Zone Adv. Diagramming
	FARO Zone 3D (Online)
	BCERT (Computers)
	MDE (Handheld Devices)
Computer Forensics	CCO/CCPA
Mobile Device Analysis	MADE
	CASA
Adv. Mobile Device Analysis	Mac Forensics Training
	BNIT
Adv. Digital Forensics	NITRO
	Memory Forensics & Malware Analysis
	Digital Currency Course

As one can see, both the training and duties associated with crime scene investigation is exhaustive. It is not a function that should be assigned as a collateral duty. Detectives have other pressing duties when responding to a crime scenes such as interviewing victims, witnesses, and suspects as well as other investigative leads including searches of law enforcement data sources and social media platforms, to name a few.

CPSM also asserts that the CSI function can and should be performed by civilian employees who specialize in this field. The reasons are many and include not being subject to rotation or promotion out of assignments responsible for this work, and potential cost savings. As many agencies struggle to hire commissioned deputies/officers (including PCSO), incorporating civilian employees into the workforce where possible is a highly desirable option to carrying vacancies.

CSI Case Management

PCSO does not utilize a case management system for crime scene investigations. Rather, details on crime scene investigations processed by both Patrol and CID are simply recorded in the incident crime report.

The absence of a dedicated case management software program specific to crime scene investigations is problematic. There is no reasonable way to determine the volume of workload associated with total cases processed, important information as to factors such as the number of cases with workable evidence, information on the number of fingerprints submitted through the Automated Fingerprint Identification System (AFIS), the number of DNA samples submitted for match through the Combined DNA Index System (CODIS), matching "hits" for both AFIS and CODIS records, and a variety of other data is not available. This is important information for managers as they assess the effectiveness of the department's efforts collectively, as well as

those of individual investigators. The department should migrate toward the use of a comprehensive CSI-specific case management program.

CSI / Forensics Summary

As previously noted, CSI work is often highly complex and requires extensive training and experience to develop requisite expertise. It is not work that can be mastered as a collateral duty to a primary assignment.

CPSM suggests that Pulaski County and the PCSO consider the migration to a dedicated professional forensics team made up of civilians who specialize in the identification, collection, and preservation of physical evidence. Such a unit could and would provide CSI services with equal or greater competency to that provided at present, likely at a significantly reduced cost.

Additionally, whereas a detective may be promoted to duties not involving crime scene investigation, civilian forensic specialists would not be subject to reassignment or promotion outside of this assignment. This ensures that the extensive training and expertise developed is not lost. Sworn resources could then concentrate on their primary duties, or be redirected to other department functions facing staffing shortfalls. CPSM recognizes that this plan would take years to fully implement, but is nonetheless worthy of consideration.

The International Association for Identification is the largest professional crime scene investigators association and establishes standards for forensic excellence. Certification by IAI is considered the "Gold Standard." IAI could serve as a great source to assist in the development of a plan toward such a conversion.

A robust case management software program is needed to track the effectiveness of CSI efforts. At present such information is contained only in individual crime reports and does not allow for the reasonable evaluation of the effectiveness of the department's CSI efforts by command-level personnel.

As well, a new CSI policy outlining duties and responsibilities for this function is needed. Agencies with dedicated CSI units could serve as a good source from which to obtain sample policies.

Finally, if a CSI Unit is formed, contact with smaller agencies within Pulaski County should be initiated to determine if there is interest in making this service available on a cost-of-service basis.

Crime Scene Investigations / Forensics Recommendations:

- A policy delineating the roles and responsibilities of crime scene investigators should be developed. (Recommendation No. 29.)

- Crime scene-specific software should be utilized to enable tracking and assessment of the department's efforts in the collection of forensic evidence. (Recommendation No. 30.)

- Consideration should be given to instituting a dedicated Crime Scene Investigation Unit, staffed by five full-time civilian crime scene investigation specialists (one supervisor and four Crime Scene Techs). If established, the unit would be responsible for collection of evidence at both major and minor crime scenes, thus relieving both detectives and patrol officers of these duties. (Recommendation No. 31.)

- If the above recommendation is adopted, consideration should be given to making CSI services available to smaller agencies within Pulaski County on a cost-of-service basis. (Recommendation No. 32.)

- As discussed in reporting on the Criminal Investigations Section (Detectives), absent the development of a formal Crime Scene Investigations Unit, two additional detectives should added to the detective complement as crime scene investigations specialists and the collection of forensic and physical evidence at less serious crime scenes will remain the responsibility of the Patrol Division. (Recommendation No. 33.)

NARCOTICS / VICE UNIT

The nexus between narcotics and vice crimes has long been recognized as has the nexus between narcotics and vice crimes and community health. For that reason, virtually all law enforcement agencies, except the smallest of agencies, have created specialized units to address these offenses.

Staffing

In Pulaski County, the Narcotics / Vice Unit is a long-standing program. However, due to staffing shortfalls and the pandemic, the unit was shuttered in 2020 when the then two detectives in the unit resigned from PCSO to join the Arkansas State Police. When shuttered, CID staff reported that the unit had an authorized staff of one sergeant and four deputies. However, as is the case with the Detective Section, staffing allocations here and throughout the department are unclear.

When staffing and pandemic conditions improved, the PCSO reactivated the Narcotics / Vice Unit in October 2022. At this time, however, the unit's staffing is one sergeant and two deputies. This staffing level is insufficient to adequately conduct covert operations including surveillance, drug purchases, stings, etc. We will address this in our recommendations to follow.

Policy

Policy 11-002, Criminal Investigations Division, Narcotics Unit, addresses duties specific to this function. Nine pages in length and last revised 5/18/2020, the policy provides detailed guidelines for the various responsibilities of the unit. These areas include investigative procedures, seizure procedures for both currency and drugs, forfeiture proceedings, management of informants, criminal investigative files, etc. CPSM reviewed this policy and found it to be comprehensive and in keeping with best practices.

Staff reports that much of the time since the reactivation has been spent on training and support of a short-staffed Criminal Investigations Section (Detectives) function. Narcotics detectives have been assisting on homicide, rape, arson, even illegal dumping cases, among others. It is unknown when the detective function will be fully staffed.

When operating fully as a Narcotics / Vice Section, workload is generally self-initiated or though community tips. CPSM does not go into detail about how such units operate due to the confidential nature of such investigations. And as the unit has not truly begun operating or focusing on narcotic and vice crimes, limited workload data is not useful for consideration here.

Summary

At the time of the site visit, the Narcotics / Vice Unit was not operating as such, at least on a regular basis. Rather, the limited staff were largely assisting the core detective function with general crime investigations. As such, there is little to report on here. This is a vitally important assignment, and one that like many others, in which vacancies should be filled as soon as possible, and the unit be allowed to focus on its core responsibilities.

As with other CID functions, this is considered a permanent assignment. We reiterate our position here, and for the same reasons as articulated in our reporting on the detective function, that establishing a rotation schedule is in the best interest of the PCSO. Here, it becomes even more important due to the nature of this work. We would suggest a three-year assignment, with a department option to extend the assignment for one year.

Narcotics / Vice Section Recommendations:

- CPSM recommends that the staffing level for the Narcotics / Vice Unit be established at one Sergeant and four detectives. (Recommendation No. 34.)

- Consideration should be given to developing a rotation schedule for the Narcotics / Vice Unit. (Recommendation No. 35.)

REGIONAL TASK FORCES

Offenders involved in the commission of crimes know no borders. Law enforcement partnerships at all levels of government—federal, state, and local—are both necessary and beneficial. These partnerships enable collaboration to address organized crime and other major criminal activity that threatens the peace and security of our communities. Local agencies especially benefit from these partnerships as few have the resources to individually address intrastate and interstate criminal networks or web-based crimes.

To address this reality, many agencies, including PCSO, participate in multi-agency task forces. PCSO has recently participated in two such task forces; the U.S. Marshals Service Task Force and the Drug Enforcement Administration (DEA) Task Force, although the DEA position is unstaffed at present due to vacancies within the department.

CPSM strongly supports PCSO's participation in these task forces and would encourage its participation in others such as the Internet Crimes Against Children (ICAC) and the Alcohol Tobacco and Firearms Task Forces. These partnerships bring significant investigative resources to bear to include personnel, equipment, and technology, something that agencies with limited resources such as PCSO simply cannot afford to do independently. The cost / benefit for Pulaski County and the broader region is unquestionable.

U.S. Marshals Service Task Force

In the early 2000s, PCSO entered into a partnership with the U.S. Marshals Service to enhance its efforts to apprehend the most dangerous fugitives and assist in high profile investigations. Such regional efforts occur in the form of task forces across the country and often involve federal, state, and local agencies working collectively toward shared ends. An "MOU" is established between participating agencies consistent with virtually all such task forces.

PCSO is part of the Eastern Arkansas Fugitive Task Force (EAFTF). Currently, the EAFTF consists of 13 full-time law enforcement officers. Three members are from the USMS and ten additional officers are from participating agencies including PCSO, Little Rock PD, North Little Rock PD, Jacksonville PD, and Pine Bluff PD. All officers are sworn in as U.S. Deputy Marshals to allow for them to cross jurisdictional boundaries.

The PCSO detective works out of the Little Rock office of the task force, and while technically assigned under the supervision of the PCSO Narcotics / Vice Sergeant, is functionally supervised within the task force. The work schedule varies to meet operational needs. Summary workload data for the task force was not readily available.

Again, CPSM strongly supports such regional participation. We would suggest, however, that this also be a rotational assignment. CPSM has reviewed multiple MOUs for such task forces, and consistently, the MOUs are structured to allow for, if not encourage, such a rotation schedule.

Drug Enforcement Administration Task Force

At present, there is no detective assigned to this function due to staffing shortages throughout the department. It was last staffed in 2019. As staffing levels improve throughout the department, it is anticipated that this position will be filled at some future date.

Task Force Recommendations:

- As staffing permits, the department should rejoin the DEA Task Force. (Recommendation No. 36.)

- As staffing permits, detectives should be assigned to additional task forces to include the Internet Crimes Against Children Task Force. (Recommendation No. 37.)

CRIME ANALYSIS UNIT (CAU)

The systematic analysis of data and information is valued by law enforcement agencies seeking to improve their effectiveness. Crime analysts review all police reports with the goal of identifying patterns as they emerge. A crime analyst can identify developing problems and alert command and operational staff to the activity as soon as possible so that effective tactics and strategies can be employed to prevent and reduce crime. The crime analysis function is integral to good policing and the appropriate utilization of limited police resources.

The PCSO has one full-time civilian Crime Analyst who reports directly to the CID Lieutenant, but has frequent interactions with the CID Captain as well. She works Monday through Friday, 8:00 a.m. to 4:30 p.m.

CPSM was not able to locate a department policy specific to the Crime Analysis function, nor was the analyst aware of the existence of any such policy. The department should consider creating a policy describing the purpose and expectations of the Analyst. This should include persons or units receiving analysis or reports and a periodic mechanism for evaluating these work products for their usefulness.

Essential Job Functions

The PCSO Crime Analyst performs an extensive list of work duties. These include:

- Collects, collates, and analyzes a variety of economic, geographic, and social information in support of crime analysis activities; utilizes various sources including calls for service, census and demographic data, and other related data.

- Collects and analyzes information collected from all areas of the Sheriff's Office (detention facility, patrol, investigations, etc.) to aid in the identification of crime trends.

- Develops and prepares charts, graphs, maps, reports, and related materials in order to track and present findings related to criminal activity.

- Creates confidential law enforcement bulletins regarding crime trends, wanted persons, and officer safety.

- Analyzes calls for service by types of criminal and non-criminal activity, time of day, day of week, and response times; makes recommendations to improve existing techniques or methods and increase efficiency.

- Assists in generating and preparing local, state, and federally mandated Uniform Crime and Arrest Reports; assists in developing year end statistical reports.

- Assists in monitoring the state and county active parole population; gathers intelligence data on known parolees and violent crime suspects.

- Assists in providing on-going traffic analysis; runs specialized reports that include traffic accidents and citations.

- Maintains a variety of maps within the Sheriff's Office, including county districts; ensures sufficient copies are available for deputies.

- Assists in developing and maintaining internet crime data statistics and resources for the community's use on the Sheriff Department's web site.

- Acts as a liaison between the general public and the Sheriff's Office; responds to telephone calls and questions from outside agencies and the general public related to non-sensitive crime information.

- Utilizes an internal record management system to store and manage data used in statistical analysis of crime information.

Reports/Publications Generated

In meeting these duties, the Crime Analyst generates the following reports for utilization by both department administrative staff and operating units such as Patrol and Criminal Investigations:

- Auto Hot Sheet.

- Backup Admin Numbers.

- CAD Response Analysis.

- Criminal Investigations Monthly Stats.

- CompStat.

- Homicide Data.

- Maps.

- Temporal Analysis.

- Threshold Analysis.

- Intelligence Analysis.

- Warrant List.

- Property & Persons Crime Comparisons.

- Daily Reports:

  - Average Response Time.

  - Calls for Service to Report Totals.

□ Daily Synopsis.

□ Domestic Violence Incident Table.

□ Repeat Domestic Violence Addresses.

CompStat

CompStat is a computerization and quantification program utilized by law enforcement managers to examine crime trends with an emphasis on information-sharing and assigning responsibility and accountability in addressing those trends.

The Crime Analyst is responsible for preparing monthly reports for use in this process. This involves the following:

■ Compiling statistical information from the following divisions, sections, and units:

□ Criminal Investigations Division.

□ Communications & Training.

□ Warrants & Judicial.

□ Patrol.

□ Professional Standards Unit.

□ Personnel.

□ Detention – Housing & Security.

□ Detention – Intake.

□ Detention – Operations & Support.

□ School Resource Officer.

□ Drone Program.

■ Compiling a book with all of the statistical information from each area listed above.

■ Printing the CompStat book and index materials for the Sheriff and Deputy Chiefs.

■ Creating maps and a one-page CompStat Report for each division.

■ Combining all PowerPoints in a slideshow presentation for day-of CompStat.

■ Running the CompStat slideshow presentation during monthly CompStat meetings.

This CompStat work effort requires one full week of the analyst's time and results in the production of an approximately 60-page report, again, prepared on a monthly basis.

Requests for Data

The Crime Analyst reported that they responded to approximately 1,861 data requests in 2022. These included ongoing data reports as discussed above as well as one-time requests. They are broken down as follows:

■ Administration – 1,830.

- Investigations – 5.

- Outside Agency – 6.

- Training – 1.

- Public Affairs – 4.

- Patrol – 15.

Technology

The analysts uses a wide variety of technologies to support their work. These include:

- Central Square Public Safety Suite.

- ArcGISPro.

- Microsoft Access, Excel, Word, and Outlook.

- Google Chrome.

Training / Professional Organizations

The Crime Analyst has undergone extensive training and is highly skilled. In fact, the level of training and certifications attained is exemplary. Included in the training they have undergone are:

- National White Collar Crime Center – IA099 Basic Analyst Skills & Requirements.

- National White Collar Crime Center – IA098 Introduction to Intelligence.

- Criminal Justice Information Services – Level 3 Security Awareness Certification.

- Alpha Group Center for Crime & Intelligence Analysis Training – Basic Elements of Criminal Intelligence Analysis.

- Alpha Group Center for Crime & Intelligence Analysis Training – Criminal Intelligence Analysis.

- UAMS Arkansas Geriatric Education Collaborative – First Responder Dementia Training.

- Arkansas Crime Information Center – Basic Certification.

- IALEIA – Basic Analyst Certification.

- University of Colorado - Bachelor of Arts – Major: Anthropology; Minor: Religious Studies.

- Capella University – Master of Science of Public Safety; Specialization in Criminal Justice (Graduation with Distinction).

- At present, undergoing training in the IADLEST Traffic Safety Course.

The Crime Analyst belongs to the International Association of Law Enforcement Intelligence Analysts, IALEIA. This is a worthwhile endeavor helping to ensure that she has access to information regarding the most currently available best practices.

Crime Analysis Summary

It is abundantly clear that the Crime Analysis function is working at full capacity. We noted however, that there is no predictive policing component to the work product of the unit. When

we inquired as to the capability of producing such, staff indicated that the system has the capacity to produce reports, but the workload demands are such that no time is available to do so. Given the extensive workload demands that we have identified in this reporting, it is of no surprise to CPSM consultants that this is the case.

CPSM urges PCSO to conduct a cost/benefit analysis of each of the functions presently performed by the Crime Analyst to determine if the product produced continues to be of significant value, or would other opportunities such as predictive policing products be of greater value to the organization.

Crime Analysis Recommendations:

■ Consider writing a Crime Analysis Unit policy to ensure that the information developed by the crime analyst is necessary, received by the appropriate persons, acted upon by such persons, and, on an annual basis, evaluated for its continued usefulness. (Recommendation No. 38.)

■ Evaluate the value and capacity to include a predictive policing element in the work product of the CAU. If determined to be of value, reduce present workload demands by eliminating non-essential work products. Absent the ability to eliminate non-essential work products, additional staffing will be required to perform this function. (Recommendation No. 39.)

VICTIM ASSISTANCE PROGRAM (VAP)

The PCSO Victim Assistance Program is a new initiative by PCSO that began providing crime victims with support services on August 1, 2022. The following excerpt from the department policy reflects the mission and objective of the program:

> *"The Pulaski County Sheriff's Office is committed to the development, implementation, and continuation of appropriate victim/witness services. It is the desire of our agency to develop a better rapport between law enforcement professionals and those persons within our society who have been directly affected by crime. By so doing, we help to ensure that a witness or victim's interests are protected and that they are treated with fairness, compassion, and dignity."*

Staff indicated that this is a county/department-funded program, without benefit of grant funding.

The VAP is staffed by one full-time civilian Victim Advocate Coordinator who reports directly to the CID Lieutenant. She works Monday through Friday, 8:00 a.m. to 4:30 p.m., but is subject to call-out on death cases, or as necessary. We note here that during the assessment process leading up to the site visit, the Victim Advocate Coordinator accepted a promotional opportunity within PCSO and at the time of the site visit the position was vacant. The position was subsequently filled in May.

The Victim Assistance Program is guided by Policy 11-004. CPSM consultants reviewed the policy and found it to be comprehensive. The six-page policy, first published in September 2022, details the roles and responsibilities of all PCSO personnel including Patrol, Investigations, Public Affairs, and of course the Victim Advocate Coordinator. Next, as we discuss roles and responsibilities of staff, we list just some of the services provided to victims and the roles and responsibilities of department staff.

Essential Job Functions

- Provide 24-hour crisis intervention for homicides, rapes, and severe domestic violence cases.

- Contact all other victims within 24 to 72 hours after the crime has been reported; each victim will be assigned a staff member to act as an advocate.

- Encourage victims to cooperate with law enforcement.

- Train deputies and provide them with informational cards to distribute to victims during initial contact. This card provides the victim the necessary information regarding the status of their case and referral numbers for service providers.

- Network and collaborate with service providers throughout the Pulaski County area to provide such services as rental assistance, food, clothing, and other short-term needs.

- Network with providers that specialize in hearing impaired, visually impaired, and language barriers.

- Follow-up contact with victim within 10 days and depending on the severity of the incident, once a week. Volunteers will make telephone reassurance calls to check with the victim (at this early stage of the program, no volunteers have yet to be incorporated into the program).

- Collaborate with community service providers to provide emergency shelter in hotels and provide temporary transportation.

- Assist in scheduling line-ups, interviews, and other required appearances at the convenience of the victim/witness; at the option of the agency provide transportation, if feasible.

- Assist in explaining procedures involved in the prosecution of cases.

- Assist in the prompt return of personal property.

- Provide information from the Attorney General's office regarding the Crime Reparations Fund and assist with application if needed.

- Assistance with Orders of Protection.

- Provide victim notification upon arrest and during post-arrest processing of the suspect.

- Provide services to families and personnel of the Pulaski County Sheriff's Office who have suffered line of duty injuries or death.

- Assist the Training Division with the academy and in-service training regarding the Victim Services Program.

Workload Data

From the inception of the program through the end of December 2022 (five months), 207 crime victims received services through the Victim Assistance Program. This is clearly just the beginning in terms of workload as the program swings into full gear.

Training / Professional Organizations

At this early stage of the Victim Assistance Program, the Victim Advocate was in the process of acquiring certification through the National Advocate Credentialing Program (NACP) as well as the Arkansas Sexual Assault Services Program and the Arkansas Domestic Violence Services Program. Additional training is available through the Arkansas Office of Victims of Crime Advocacy program. The newly hired Advocate will need to begin this certification training.

Summary

Victim assistance services as comprehensive as those provided by PCSO are not often available in many communities. These services will greatly assist Pulaski County crime victims at one of their most vulnerable times. Pulaski County and the PCSO are to be commended for this level of service commitment to its crime victims.

Victim Assistance Program Recommendation:

■ Historically, grant funding on a limited basis has been available in support of victim services to include salaries for positions such as the Crime Advocate Coordinator. Periodic efforts should be made to acquire grant funding and allow for existing funding to be re-purposed to areas of PCSO where grant funding is less available. (Recommendation No. 40.)

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SECTION 7. JUDICIAL AND WARRANTS DIVISIONS

Civil procedure is routinely an underestimated risk to law enforcement; rural law enforcement agencies are often faced with overwhelming demand for serving of civil procedures, lack of staffing, and the lack of preparation when confronted with a contested eviction. All too often we hear on the news of an officer or deputy being involved in a firefight during civil enforcement.

The Pulaski County Sheriff's Office has a Judicial Division comprised of eight deputy sheriffs, a Sergeant, and a Lieutenant who also supervises the Warrants Division, who are all working under the leadership of a Sheriff's Captain to enforce civil remedies. At the time of the CPSM site visit, the division was only operating with seven deputies, yet once operated with nine a few years ago. The primary functions of this unit include, but are not limited to:

- Receiving and serving civil process (summons, notices, subpoenas, court orders, writs).

- Returning civil process to issuing court.

- Serving/enforcing body attachments, forthwith orders, and child custody orders.

- Collecting fees for civil process.

- Processing cash bonds from the Pulaski County Regional Detention Facility.

- Mental and alcohol commitments.

- Enforcing writs of execution (seizing real or personal property).

- Advertising, posting, and conducting sales of seized property.

- Serving/enforcing domestic abuse orders.

- Providing bailiff duties for the Pulaski County District Court, Pulaski County Circuit Courts, Arkansas Supreme Court, and the Arkansas Court of Appeals as needed.

CPSM was advised that since 2020, this division has been experiencing a steady increase of civil process in need of service, specifically with Writs of Possession as noted in the following table.

TABLE 7-1: Writs of Possession (Evictions), 2020–April 2023

2020	2021	2022	2023 (Jan.–April)
696	1,087	1,287	542

Source: Pulaski County Sheriff's Office

CPSM was advised that starting in 2020, Judicial deputies have also experienced an increase of lockouts in which tenants are removed from their residence based upon a Writ of Possession served on the occupant, as noted in the following table.

TABLE 7-2: Lockouts, 2020–April 2023

2020	2021	2022	2023 (Jan.–April)
416	1,126	1,580	676

Source: Pulaski County Sheriff's Office

CPSM was further advised there was a moratorium on Writs of Possession in 2020 due to the COVID-19 pandemic but the workload has steadily increased ever since. CPSM was advised that staffing shortages remain an issue due to the reassignment of two personnel. Deputies are trying to catch up with this work but were admittedly two weeks behind on lockouts, which directly impacts community members who are relying on Sheriff's personnel to assist in the recovery of their residential or commercial property. One employee stated, "It feels like we are drowning" as the work demands continue unabated and there is no relief in sight. Two deputies are assigned to serve Writs of Possession and perform lockouts. They are assigned to two geographical locations, north and south, separated by the Arkansas River.

CPSM was advised that the two deputies who were reassigned were primarily responsible for serving domestic orders received from the courts, which include notices of hearings, ex-parte orders of protection and final orders of protection. This very important and time-sensitive function is now the responsibility of the five deputies who serve civil process and who are assigned to specific geographic areas the county. These deputies are referred to as "Route Deputies;" they serve summons, subpoenas, unlawful detainers, notices, forthwith orders, mental summons, involuntary mental commitments, and other ancillary papers.

PCSO records show that inn 2020 these deputies attempted to serve approximately 11,500 articles of civil process. Up until several years ago, one deputy was responsible for the yearly service of approximately 250 to 300 body attachments, mostly related to non-payment of child support from the Arkansas Department of Child Support Enforcement. At the time of the CPSM site visit, that number had grown to 612 active attachments. PCSO admitted that with all the workload demands it is very difficult to serve judicial notices in a timely fashion.

At the time of the CPSM site visit, most Judicial personnel were consistently serving process in the field and not present in the courthouse. In the event of an emergency in the courthouse, limited PCSO enforcement personnel would be relied upon to respond. CPSM was provided lots of data regarding day-to-day activities, and it appears that the Judicial Division is in need of greater staffing to meet Judicial demands and the constitutional responsibilities bestowed on the Sheriff's Office. Assuming the PCSO could receive appropriations to fund additional positions, CPSM asked the Judicial staff to provide a realistic assessment of the personnel needs of the division. The following tables show actual staffing and the staffing that the PSO assesses is needed to realistically cover day-to-day operations and areas of responsibilities.

TABLE 7-3: Existing Personnel Roster and Duties, 2023, Judicial Division

Sergeant	Judicial Supervisor
Deputy	North Executions/Possessions/Body Attachments
Deputy	South Executions/Possessions/Body Attachments
Deputy	Route 1 (Downtown/Mid Town/Airport/Fourche Dam LR)
Deputy	Route 2 (LR/County Area South of Interstate 30)
Deputy	Route 3 (LR/County Area West of University Ave, South of the Arkansas River, North of Interstate 30. This route includes Roland and Little Italy.)
Deputy	Route 4 (Sherwood/Jacksonville/NLR/County Area East of Highway 107, North of the Arkansas River)
Deputy	Route 5 (Sherwood/NLR/Maumelle/County Area east of Highway 107, North of Arkansas River)

Source: Pulaski County Sheriff's Office

TABLE 7-4: Assessed Personnel and Duties, Judicial Division

*Sergeant	Judicial Supervisor
*Executions Deputy 1 North	Execution/Possessions East of Highway 107, North of AR. River
*Executions Deputy 2 North	Execution/Possessions West of Highway 107, North of AR. River
+Executions Deputy 3 South	Execution/Possessions East of University Ave., South of AR. River
+Executions Deputy 4 South	Execution/Possessions West of University Ave., South of AR River
*Body Attachment Deputy 1	Body Attachment North of the Arkansas River
+Body Attachment Deputy 2	Body Attachment South of the Arkansas River
+Body Attachment Deputy 3	Body Attachment (Relief)
+Domestic Order Deputy 1	Domestic Orders North of the Arkansas River
+Domestic Order Deputy 2	Domestic Orders South of the Arkansas River
+Domestic Order Deputy 3	South Domestic Orders (Relief)
*Route 1 Deputy	Route 1 (Downtown/Mid Town LR, West of Interstate 30, East of University Ave, of the AR. River, North of Interstate 30)
*Route 2 Deputy	Route 2 (East LR/Airport/Fourche Dam, East of Interstate 30, North of Interstate 440, South of the AR. River)
*Route 3 Deputy	Route 3 (LR/County Area West of University Ave, South of the AR. River, North of Interstate 630)
*Route 4 Deputy	Route 4 (LR/County Area West of University Ave, South of the AR. River, South of Interstate 630, North of Interstate 30)
*Route 5 Deputy	Route 5 (SWLR/County Areas South of Interstates 30 and 440)
+Route 6 Deputy	Route 6 (Sherwood/Jacksonville/NLR/County Area East of Highway 107, North of the AR. River)
+Route 7 Deputy	Route 7 (Sherwood/NLR/Maumelle/County River Area East of Highway 107, North of the AR. River)

Note: * = Existing; + = Proposed.
Source: Pulaski County Sheriff's Office

The assessment by PCSO Judicial staff are that nine additional deputies would be needed to address the mounting workload that is spread over ab area of 800 square miles. These additional resources would also allow for staffing the Civil Office as needed and providing patrol services to the interior and exterior of the county courthouse. CPSM did not review funding, benefits, or burdens associated with staffing these positions. These are policy decisions to be undertaken by the Sheriff of Pulaski County.

CPSM recommends a focus group or ad-hoc committee be established to further investigate funding streams, the feasibility of creating additional staff positions, and reviewing actual position coverage and the operational necessities to serve certain processes. CPSM also recommends this ad-hoc committee explore the possibilities of diverting a certain amount workload, where feasible baring constitutional responsibilities, to third-party vendors or community-based process servers. Based upon the tremendous risk involved and the number of active responsibilities, the workload supports adding personnel to the Judicial Division just to even attempt to catch up to community demands and expectations.

Judicial Division Recommendations:

- CPSM recommends a focus group or ad-hoc committee be established to further investigate funding streams, the feasibility of creating additional staff positions, and reviewing actual

position coverage and the operational necessities to serve civil processes. (Recommendation No. 41.)

■ CPSM also recommends this ad-hoc committee explore the possibilities of diverting a certain amount of workload, where feasible baring Constitutional responsibilities, to third-party vendors or community-based process servers. (Recommendation No. 42.)

WARRANTS DIVISION

The Pulaski County Sheriff's Office has a Warrants Division comprised of three deputy sheriffs, a Sergeant, and a Lieutenant who also supervises the Judicial Division, who are all working under the leadership of a Sheriff's Captain, to enforce warrants and extraditions. Up until several years ago, the division was staffed by six deputies. By its own admission, the PCSO is unable to focus as much attention on proactive enforcement of warrant service as is desirable. CPSM was advised that the county currently holds 10,922 active warrants. In 2016, Warrant deputies arrested 1,876 persons and the numbers have fluctuated ever since. The following table shows the Warrant Division's activities over the past several years.

TABLE 7-5: Persons Arrested by Warrant Division, 2016–2022

2016	1,876
2017	338
2018	901
2019	2,296
2020	1,194
2021	1,402
2022	932

Source: Pulaski County Sheriff's Office

CPSM was advised that in 2017, two deputy positions were removed from the Warrants Division and not reinstated. In 2020, another deputy position was removed. CPSM examined documents that showed the Warrant Division deputies are tasked with extraditing prisoners from both in-state and out-of-state detention facilities after other jurisdictions have detain persons with active warrants. Removing wanted criminals is an important factor in supporting crime reduction strategies for any community. It is common for the Federal Bureau of Investigation, Bureau of Alcohol, Tobacco, and Firearms, along with other state and local resources, to utilize arrest warrant sweeps to remove violent fugitives from the community.

CPSM also reviewed a Memorandum of Understanding signed in January 2021 between the Pulaski County Sheriff's Office and the U.S. Marshals Service Fugitive Task Force. At the time of this writing, one PCSO deputy was assigned to this task force. This collaboration aids and provides expertise in support of fugitive investigations that pose an immediate threat to the public in the State of Arkansas. The U.S. Marshals currently lead 56 local fugitive task forces that operate under the Presidential Threat Protection Act of 2000. This collaboration is a best practice supported by hundreds of local police, sheriffs, and federal entities around the nation.

Discussion with PCSO staff revealed the strain on personnel and highlighted the fact that lack of human resources is not permitting the proactive enforcement of warrant service in Pulaski County. For instance, someone wanted for a felony offense often knows they are wanted by authorities because they missed a court appearance or sentencing hearing. This outlier of society is often on the run, living at a location unbeknownst to law enforcement, maybe taking

advantage of other community members, and committing additional crimes strictly as a way to survive. The arrest and removal of these fugitives can create a safer community and eliminate future crimes from taking place.

Over the past several years. PCSO has been tracking extradition travel mileage for Warrant deputies responsible for extraditions and warrant pick-up in and out of the State of Arkansas. The following table is quite revealing and helps highlight the operational needs of the division.

TABLE 7-6: Total Travel Mileage for Warrant Extradition, 2020–April 2023

Year	Annual Mileage
2020	53,236
2021	60,865
2022	61,842
2023 (Jan.–April)	16,248

Source: PCSO

To truly address the warrants overloading the judicial system of Pulaski County, PCSO should evaluate repurposing and/or staffing a violent crimes apprehension unit. CPSM suggests a standalone team comprised of six deputies and a Sergeant / Field Supervisor. This would provide for a team of three deputies and a Sergeant to make contact and cover at residential or commercial locations where a suspected fugitive may be seeking refuge. The additional three deputies would take containment positions when operations are underway, eliminating the possibility of further flight by the would-be fugitive. Again, CPSM did not review funding, benefits, or burdens associated with staffing these positions. These are policy decisions to be undertaken by the Sheriff of Pulaski County. CPSM recommends a focus group or ad-hoc committee be established to further investigate creating additional staff positions, and to review actual position coverage and the operational necessities to serve proactive warrant service. Based upon the number of outstanding warrants, it is our contention that the workload points to the need for additional personnel resources to be added to the Warrants Division

Warrants Division Recommendation:

■ CPSM recommends a focus group or ad-hoc committee be established to further investigate creating additional staff positions, and to review actual position coverage and the operational necessities to serve proactive warrant service. We suggest a standalone team comprised of six deputies and a Sergeant / Field Supervisor. This would provide for a team of three deputies and a Sergeant team to make contact and cover at residential or commercial locations where a suspected fugitive may be seeking refuge. The additional three deputies would take containment positions when operations are underway, eliminating the possibility of further flight by the would-be fugitive. This approach will also be deemed as due diligence. (Recommendation No. 43.)

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SECTION 8. SPECIALTY UNITS

SPECIAL WEAPONS AND TACTICS UNIT (SWAT)

SWAT teams have a history in law enforcement dating back to the late 1960s. The utilization of trained and skilled law enforcement tactical units, when called upon to assist in the resolution of critical incidents, has been demonstrated nationwide to substantially reduce the risk of injury and loss of life to citizens, officers, and suspects alike. The PCSO's website identified this unit as, *"The Special Weapons and Tactics Team is an all-volunteer, part-time unit comprised of members of the Pulaski County Sheriff's Office Enforcement Branch. All members maintain full-time positions in various areas throughout the Sheriff's Office, including warrants, patrol, investigations, training, and other areas. The SWAT team is used for high-risk search warrants, hostage situations, and barricade suspect incidents. Members must maintain a level of readiness and must be prepared for a call-out at any time. All members must qualify with every type of weapon and tool used by the SWAT team….".*

The concept of a Special Weapons and Tactics (SWAT) team is to provide an organized and structured response to critical, high-risk situations which may be beyond the capabilities of field officers, and to minimize the danger posed by such occurrences to officers and the public. It should be the goal of any SWAT team to resolve each situation encountered using only that force which is objectively reasonable to manage the situation safely and successfully. Though the potential for violent encounters is a part of everyday law enforcement, from time-to-time agencies are confronted with situations where specialized equipment and training are advantageous in attempting to safely resolve an incident. For that reason, virtually all agencies have developed, equipped, and trained teams of personnel for such a response.

The Pulaski County Sheriff's Office has established a SWAT Team for such circumstances in accordance with Policy 13-002, which was reviewed and found to be current, up to date, and based on sound principles. The policy establishes the activation, deployment, training, and equipment available to the SWAT components. Policies and procedures specific to SWAT Team responsibilities, training, and operations should be established and maintained by the PCSO. Best practices suggest policies should take into consideration the guidelines and standardized training recommendations contained within the policy document. Policies and procedures should address, at a minimum:

- Locally identified missions the team can reasonably expect to respond to and is capable of performing, which it does.

- Team organization and function, which are not clearly defined.

- Personnel selection, retention, and removal, which are not clearly defined.

- Training and required competencies, which the policy does minimally.

- Criteria and procedures for activation and deployment, which it does.

- Command and control issues, including a clearly defined command structure, defined minimally under activation.

- Multi-agency response/regional agreements, which do not exist.

- Out-of-jurisdiction response, which is not clearly defined.

- Integration with specialized units/functions and supporting resources, which it does not.

CPSM recommends a robust policy review in order to strengthen organizational guidelines, the selection process, and specialized unit integration. This recommendation as well as incorporating a Training Matrix and SWAT Manual will be discussed further in the section.

In April 2018, the National Tactical Officers Association (NTOA) published the Tactical Response and Operations Standard for Law Enforcement Agencies as a guideline. The document defines the types of teams to include SWAT Tier 1 teams, SWAT Tier 2 teams, Tactical Response teams, and Perimeter Control and Containment teams. The tiers are based upon the ability to handle hostage rescue, barricaded subjects, sniper operations, high-risk warrant service and high-risk apprehension, high-risk security operations, terrorism response, special assignments, and other incidents that exceed the capability and/or capacity of an agency's first responders and/or investigative units.

Per the NTOA guideline, SWAT Tier 1 teams require at least 26 members to resolve an incident in one operational period. SWAT Tier 2 teams, with a 19-member minimum, do not have the appropriate number of personnel for handling hostage rescues, but maintain all the necessary mission capabilities. A SWAT Tier 2 team may still be faced with conducting an emergency hostage rescue if circumstances require it. A Tactical Response team is recommended to have at least 15 members and can conduct any single or combination of capabilities to include barricaded subject operations, sniper operations, high-risk warrant service and high-risk apprehension, high-risk security operations, and terrorism response operations. A Perimeter Control and Containment team may deploy any number of appropriately trained personnel to establish a perimeter and tactical command.

During CPSM's site visit, members of the SWAT Team were interviewed, and the SWAT Armory (logistics area) was visited. At the time of the visit, PCSO's SWAT Team had been in existence for 20 years; it is a collateral assignment staffed by 15 operators, including a reserve deputy. Upon deployment, SWAT has access to a team of STAR Medics who integrate onto the entry team. There is also access to a reserve military hazardous material specialist as needed.

TABLE 8-1: SWAT Unit Composition

	Lt.	Sgt.	Cpl.	Officer	Total
SWAT Total	2	4	0	9	15
Crisis Negotiations					
Other?				1	1
Total	**2**	**4**	**0**	**10**	**16**

Source: PCSO

CPSM was advised that over the past three years, the SWAT Unit activated and deployed as shown in the following table.

TABLE 8-2: SWAT Unit Deployments, 2020–2023 YTD

	2020	2021	2022	2023	Total
Total Operations			3	1	4
Search Warrants		0	0	0	0
Non-S/W Operations			3	1	4
Dynamic S/W Served		0	0	0	0
Surround / Call-Outs			2	0	2
Total			**8**	**2**	**10**

Source: PCSO

Even though there is limited work, activity, and deployment by the Pulaski County SWAT Team, the need for tactical team development and special response preparation has become a necessity due to the increase in active shooter events, mass casualty incidents, and school/workplace violence across the nation. Preparation ensures the community of Pulaski County that the Sheriff's Office possesses the capacity, training, and operational expertise to respond and stop violence immediately, which is a best practice supported by the International Association of Chiefs of Police.

During our conversations, a needs assessment review was discussed that included SWAT transportation vehicles, armor and armored vehicles, less lethal devices, delivery systems, night vision, laser optics, training, ammunition, out-of-date safety equipment, protective vests, and the team's operational readiness. A needs assessment is a process for determining the needs, otherwise known as "gaps," between current and desired outcomes. When used properly, this assessment provides valuable insight into a team's processes and highlights areas for efficiency improvements.

Gun Vaults Recommended for Security

CPSM inspected the equipment used by the SWAT Team; the rifle installation platforms in the police vehicle appear to be somewhat inadequate considering all the specialized equipment that must be secured by team members. Each deputy is issued a take-home vehicle; CPSM noted locking mechanisms for the patrol rifle in between the front seats of the cab.

CPSM recommends the use of gun vaults in police vehicles. Gun vaults provide a secure and tamper-proof storage solution for firearms, ammunition, diversionary devices, and other necessary SWAT equipment. With robust locking mechanisms and reinforced construction, these vaults effectively deter theft, ensuring that firearms remain in the hands of trained personnel. Unauthorized access to firearms poses significant risks, including criminal misuse, accidental discharge, or potential harm to innocent individuals. Gun vaults mitigate these dangers by establishing strict access controls.

The installation of a trunk vault also minimizes the risk of theft. Law enforcement officers often encounter situations where they must temporarily leave their vehicles unattended. Without proper storage, firearms within police vehicles that are taken home by sworn employees can become targets for theft. Gun vaults serve as a protective barrier, making it significantly more difficult for criminals to steal firearms. This reduces the likelihood of weapons falling into the wrong hands and helps prevent the potential misuse of firearms in criminal activities. This practice also enhances officer safety in multiple ways. By storing firearms securely, officers can confidently focus on their duties without concerns about accidental discharges or unauthorized access by others. Furthermore, in situations where quick access to firearms, ammunition magazines, and diversionary devices are necessary, gun vaults provide officers with a reliable and organized system, ensuring rapid response times when faced with potential threats.

An overriding goal of any law enforcement agency is to maintain public trust and confidence. The presence of gun vaults promotes transparency and accountability, fostering public trust and confidence in law enforcement agencies. By employing standardized storage measures, police departments demonstrate their commitment to responsible firearms management. This proactive approach showcases a commitment to public safety, reinforcing the notion that officers prioritize the secure handling of firearms while on duty. Gun vaults securely hold firearms in a manner that prevents unintentional triggers or mishandling. Properly stored firearms within gun vaults are less susceptible to accidental discharges caused by sudden movements and improper storage during transportation.

Leadership and Team Capability

At the time of the CPSM site visit, PCSO SWAT was fortunate to have a SWAT Commander who is the current President of the five-region Arkansas Tactical Officers Association and who has built relationships throughout the southern United States. This position is significant, and the SWAT Commander was very informative and knowledgeable as to the responsibility and accountability for the overall operation of the Special Weapons and Tactics Team. The SWAT Commander is the direct line supervisor of the Sergeants, Team Leaders, and all personnel assigned to SWAT. At the scene of a SWAT operation, the SWAT Commander or his/her designee will have tactical command and be responsible for the overall team activity and the accomplishment of the mission. Additionally, the SWAT Commander is responsible for ensuring that a review of policies and procedures, which regulate SWAT, is conducted annually. The position is additionally responsible for the planning and oversight of the monthly training sessions and the approval of all after-action reports. This span of control is a best practice aligned with the National Tactical Officers Association standards.

CPSM recommends command staff leadership conduct an in-house "needs assessment" of the SWAT Team regarding the personnel complement, equipment, training, and budget demands. CPSM was advised by PCSO that there are 20 slots allotted on the team, but only 15 are filled. As is common with all but the largest jurisdictions, members on the SWAT Team serve in a collateral role to their primary duty assignment, be that Patrol, Detectives, School Resource Officers, etc.

Should an incident exceed the PCSO SWAT Team's capabilities, the department should rely upon neighboring jurisdictions to overcome a critical incident. CPSM recommends PCSO develop Memoranda of Understanding (MOU), working relationships, and/or training evolutions with neighboring jurisdiction SWAT teams as an added resource and best practice. CPSM was advised PCSO had a mutual aid plan with other agencies but we did not review any agreements or MOUs.

Need for Training Matrix, Manual

CPSM did not find a formal tracking mechanism that would serve as a risk management tool for all things related to SWAT. The team is guided under a sound Policy 13-002, but neither a Training Matrix nor SWAT Manual exists.

A Training Matrix is used to establish core competencies for specialized equipment and standards for unit operators assigned to SWAT operations and to track training evolutions. The matrix should identify qualified individuals as subject matter experts, certified instructors, ensure performance standards are being followed, and allow for succession planning.

A SWAT Manual is intended to establish the unit mandate, structure, and general operating procedures for special weapons and tactics beyond the scope of policy. It should include the command-and-control structure, team functions, specialized equipment, mission planning, post incident management, after actions, training evolutions, high-risk entry checklists, supervisory roles, and a myriad of other disciplines. Such a manual should provide a baseline that is limited to that of an administrative guide for decision making before the fact and as a guide for a team to act. It is not to be considered as a standard for external judgment of the propriety of the action taken. That is a matter of established law and a process for courts and juries reviewing specific facts of a given incident. PCSO should not create a manual as a replacement for any existing legal standards and the general application of tactics, movements, and resources to conclude a field incident.

Team Selection

Membership of the PCSO SWAT team is voluntary, and openings are announced through memorandum or emails. Interested personnel must pass an oral interview, physical agility testing, weapons proficiency, and current team evaluation. A list of successful applicants will be placed on an eligibility roster and appointments will be approved as directed by the SWAT Commander. CPSM recommends a more detailed selection, retention, and removal process be clearly established in the existing SWAT policy.

Training

The PCSO SWAT Commander designates monthly training toward team proficiencies. CPSM was advised there are no Arkansas state minimum standards of training other than precision rifle training; designated operators must qualify with their weapon platforms once a month. CPSM was advised the SWAT team, pursuant to Policy 13-002D1(a), mandates monthly training for 12 hours on the last Thursday of each month. Training includes firearms proficiencies, movement, and tactical qualifications of specialty issued weapons at least once a month as well. There is no formal documentation as to the training received, who attended, or a lesson plan for later review.

A Training Matrix, as a risk management tool, will detail training evolutions, perishable skills taught, and attendance. As shooting is also a perishable skill, detailed attention should be given to time on the firing line because weapons training is paramount to maintaining operational readiness. As well, other training tenets of successful mission objectives such as containment, isolation, evacuation, de-escalation, risk assessments, and tactical communication are necessary to achieve successful outcomes for any SWAT team. Greater awareness can also be achieved if PCSO SWAT Team Leaders are individually assigned for short terms to other jurisdictional teams in order to integrate skills, build relationships, and bring tactics back to PCSO subject matter experts. This may even include multijurisdictional training evolutions as suggested in a prior recommendation.

As the SWAT Team serves as a collateral responsibility, meeting the training threshold can be a challenge. CPSM was provided training data that covered 2022. We were advised that at the beginning of Summer and in November the team operators received tactical instruction over a block of 24 hours, twice from the Arkansas Tactical Officers Association. The National Tactical Officers Association guidelines for training call for a recommended 192 to 480 hours per year in addition to 40 hours per year for the entire team to train together. CPSM recommends the SWAT Team follow NTOA standards to ensure best practices. It appears the PCSO SWAT operatives may meet the low threshold of training recommendations as a whole but closer tracking would account for individual officer performance by way of a Training Matrix.

CPSM recommends the Tactical Unit SOPs be reviewed annually and be updated as necessary to meet current law and best practices and to identify training of subject matter experts as internal instructors, which at the same time will necessitate a path of succession. The National Tactical Officers Association, as well as the ATOA, is dedicated to improving tactics and safety through education, peer contacts, and the sharing of tactical information. A review of the Arkansas Tactical Officers Association website showed shared responsibilities and training opportunities. These organizations of subject matter experts provide training for members of tactical teams through an annual conference and ongoing in-service tactical training classes. Training includes but is not limited to:

- Chemical agent instructor course.

- SWAT commander basic and advanced.

- Long rifle basic, intermediate, and advanced courses.

- Noise flash diversionary device instructor course.

- Low-light instructor course.

- SWAT team leader course.

- Ballistic shield operator course.

- Breaching school.

- Less lethal Instructor course.

- MRAP / Bearcat Operations.

PCSO SWAT leadership should also consider sending potential members to the National Tactical, Operational, or Strategic Leadership certification classes sponsored by the National Tactical Officers Association Academy in partnership with the International Academy of Public Safety. These classes certify SWAT operators in tactical command, leadership principles, and decision making by way of on-line education, residency courses, and capstone projects through a continuum of high-quality education that can benefit an entire SWAT program.

Regionalization

Some agencies the size of Pulaski and smaller have moved to a regional, multi-agency SWAT team approach, with three to five agencies working together to field a SWAT team. This can reduce the financial burden of operating a team, and it also alleviates the issue of having to backfill positions on overtime for training days. If PCSO were to consolidate its SWAT team with surrounding agencies, it could reduce the number of officers needed to staff a team while increasing the opportunity to acquire additional equipment and subject matter experts.

As things now stand once a month a total of 15 SWAT team members participate in monthly SWAT training. In agencies the size of PCSO, most of those officers are spread out in various assignments. This can be a huge burden for the agency as it must compensate other officers with overtime to replace those SWAT members, and filling positions can be difficult if the agency or shift is already staffed at a minimum. Moreover, should an incident require a SWAT response the future, the team's deployment would create staffing issues during a protracted incident.

While regionalization is sometimes not popular among line personnel or command staff, a regional approach must be given some consideration in today's reality with limited demand, limited resources, strained budget, and limited personnel.

Crisis Negotiations Unit

The PCSO SWAT Team has a Crisis Negotiations component that responds to critical incidents. A Crisis Negotiations Team is a designated group of personnel specifically selected, trained, and equipped to assist in the resolution of critical incidents by utilizing communication, intelligence gathering, and negotiation with criminal suspects and other persons. It is also a best practice as supported by the National Council of Negotiations Associations (NCNA).

CNT members are not part of the tactical element of SWAT. The CNT is managed by a Captain and supervised by Lieutenants. Where appropriate, the CNT will attempt to establish a dialogue with a barricaded individual, hostage taker, or suicidal subject to resolve the incident. CNT can also be used to gather information and intelligence via interviews with witnesses, victims, and/or suspects. CNT may be deployed to establish dialogue outside of a full SWAT deployment.

Situations involving suicidal or emotionally disturbed persons may be suited to the skill sets of CNT, without deploying the tactical element of SWAT.

According to their own description, the PCSO Crisis Negotiations Unit is *"An all-volunteer, part time unit comprised of members of the Pulaski County Sheriff's Office Enforcement and Detention branch. All members maintain full positions in various areas throughout the Sheriff's Office, including patrol, investigations, warrants, detention, and communications. The Crisis Negotiations Unit is used for hostage and barricaded subject incidents. Members must maintain a level of readiness and must be prepared for a call-out at any time. Members must complete a week-long Hostage Negotiation training class."*

CPSM did not review any specific policy, written documentation, or command structure as it pertains to the Crisis Negotiation Team. Therefore, we would have the same recommendation regarding the development of a Training Matrix and CNT Manual for this specialized detail. These documents could assist the PCSO in determining areas of responsibility for individual Crisis Negotiation Teams (CNT) and in developing an annual CNT training plan. Crisis Negotiators should maintain proficiency in and train to core competencies. These core competencies should include but are not limited to:

- Communications skills.

- Equipment and technical knowledge.

- Homicide / suicide indicators / mental disorders.

- Knowledge of incident management, team roles, and responsibilities.

- Risk assessment / Incident evaluation.

- Behavioral / emotional factors.

- After action / Incident reporting.

- Drug / alcohol / medication interactions.

- Emerging technology issues.

- Extremist groups.

- Faith-based awareness.

- Joint training with tactical units and other groups.

- Juvenile issues.

- Language barrier / communication issues.

- Legal issues and case law regarding crisis negotiations.

- Media influences and issues.

- Social media influence and socio-cultural / ethnic awareness.

- Special circumstances such as negotiation with known persons, agency personnel, etc.

- Suicidology ("Suicide by Cop").

SWAT / CNT Recommendations

■ CPSM recommends PCSO develop Memoranda of Understanding, working relationships, and/or training evolutions with neighboring jurisdiction SWAT team as an added resource and best practice. (Recommendation No 44.)

■ CPSM recommends a robust policy review to strengthen organizational guidelines, the SWAT Team selection process, and specialized unit integration. (Recommendation No. 45.)

■ CPSM recommends the development of an online Training Matrix and SWAT Manual. A training matrix would establish a list of core competencies for specialized equipment and standards for unit operators assigned to SWAT / CNT operations and track training evolutions. The Matrix would identify qualified individuals, ensure performance standards are being followed, and allow for succession planning. A SWAT / CNTS Manual is intended to establish the unit mandates, structure, and general operating procedures for Special Weapons and Tactics and Crisis Negotiations beyond the scope of policy. (Recommendation No. 46.)

■ PCSO SWAT leadership should also consider sending potential members to the National Tactical, Operational, or Strategic Leadership certification classes sponsored by the National Tactical Officers Association Academy in partnership with the International Academy of Public Safety. (Recommendation No. 47.)

■ CPSM recommends command staff leadership conduct an in-house "Needs Assessment" of the SWAT team regarding the personnel complement, equipment, training, and budget demands. (Recommendation No. 48.)

■ CPSM recommends a more detailed selection, retention, and removal process be clearly established in the existing SWAT Policy. (Recommendation No. 49.)

■ CPSM recommends the installation of gun vaults in police vehicles for the safe storage of firearms, and as containment magazines for diversionary devices or other necessary SWAT equipment. (Recommendation No. 50.)

WATER PATROL

Pulaski County has 50 miles of navigable water running through the center of the county in the form of the Arkansas River. There are also two dams on the Arkansas river overseen by the U.S. Army Corps of Engineers, as well as other critical infrastructure such as two pedestrian bridges, five traffic bridges, one railroad bridge crossing, ten pipelines, two marinas, and nine boat launches. Additionally, other areas under the PCSO's span of control include 14 public parks with Arkansas River shorelines, three camping/recreational vehicle areas on the Arkansas River, the Maumelle River, the Little Maumelle River, and 110 named lakes and reservoirs.

The PCSO Water Patrol Unit is the only public safety agency in Pulaski County that conducts underwater operations. Since 2010, this team has been part of the Maritime Security Council of the U.S. Coast Guard's Lower Mississippi region. The water patrol function is inherently dangerous and takes a special skillset to master. All safety regulations must be followed and enforced at all levels of the chain of command to include areas such as training, environmental limitations such as fatigue, visibility, excessive cubic feet of waterflow per second, inspections, maintenance of craft and equipment, weather, and dive site conditions. Maintenance of the equipment is paramount as it must be relied upon during real-time operations.

The Water Patrol Unit is allotted an ancillary 14-person team of 10 Deputies, two Sergeants, one Lieutenant, and one Captain assigned to enforcement operations. There were only 11 positions

filled at the time of the CPSM site visit. This team of professionals must be highly trained in boat operations, waterway laws and regulations, underwater recovery, search, and rescue. Objectives of the Water Patrol Unit are focused on the response, search, and recovery of drowning victims; evidence recovery; and any water-related activity approved by the PCSO. The Water Patrol Unit is funded by the Arkansas Game & Fish Commission through recreational boater registration fees and as well through federal grant funding.

The Water Patrol Unit operates six watercraft and three support vehicles as follows:

- 2000 Sea Ark 25' (2001 Ford F250).
- 2011 Sea Ark 28' (2011 Ford F250).
- 2004 Express 23' (2015 Dodge 2500).
- 2017 Havoc 16'.
- 2022 Avid Mag 23'.
- 2022 Avid Mag 23'.

This team operates under the guidelines of General Policy 07-007 entitled Water Patrol / Dive Team and regulations set forth by the Arkansas Game & Fish Commission and U.S. Coast Guard. CPSM reviewed the extensive PCSO policy and mandates within, noting safety was at the forefront of all procedures. The policy was up to date, well written, and comprehensive.

Each dive operation of the Water Patrol Unit involves a minimum of four to six personnel, consisting of a Lieutenant or Sergeant serving as Incident Commander, a Safety Officer depending on deployment operations, a Primary Diver and Back-up Diver as well as a primary Dive Tender and Back-up Dive Tender. Each team member is expected to be certified in PADI Open Water Scuba certification, Advanced Open Water certification, and Rescue Dive certifications. Outside of dive operations, a minimum of two deputies are utilized for any call-outs, which then may solicit a further response from the team.

During the CPSM site visit, members of the Water Patrol team were interviewed. They discussed staffing, equipment, procedures, training, inspections, debriefs, reporting, medical considerations, and daily concerns. CPSM was provided with a comprehensive list of Water Patrol activity that encapsulated Water Patrol Deployments and Rescue Operations. CPSM was advised that the documented total reflected minimum operations due to improper coding in the CAD system. CPSM recommends training at the dispatch level so the PCSO can properly capture water-borne incidents and deployments separate from any normal patrol function or coding.

CPSM also recommends developing a Training Matrix to capture qualifications of the team's subject matter experts as well as to capture disciplines taught during training evolutions, which could provide a medium for succession planning. PCSO provided CPSM data on Water Patro's activities as shown in the following table.

TABLE 8-3: Water Patrol / Rescue Operations, 2020–2022

Event	2020	2021	2022
Water Patrol	18	12	20
Rescue Operations	4	5	1

Source: PCSO

CPSM also reviewed an after-action report of a randomly-selected operation from 2022 that the Water Patrol was deployed to. A PCSO general report will be written on all Water Patrol call-outs and Water Patrol activities where boats are used (General Policy 07-007III(Y)4). The report was very detailed and included meta data that team accounts for every day during daily missions and responses, as follows:

- PCSO Watercraft: Unit 753.

- Air Temperature: 89.

- Water Temperature: 71.

- Weather Conditions: Clear.

- Flow Rate: 142,996.

- Water Patrol Personnel: Redacted.

- Other Personnel: Redacted.

- Personnel Injuries: None.

- Water Patrol Equipment damaged: None.

CPSM had conversations with PCSO regarding daily patrol operations on the water and were advised those do not occur as a normal practice or deployment. CPSM recommends the PCSO Water Patrol deputies seek membership and alignment with the National Association of State Boating Law Administrators (NASBLA) to enhance training opportunities, updates on waterway management, and for the development of public policy, advocacy, and tactics aligned with U.S. Coast Guard Operations.

Conversations on Expansion of Water Patrol

CPSM understands conversations on the expansion of the Water Patrol were being explored and were supported by numerous personnel who were interviewed. CPSM dove deeper into the strategy of building a dedicated waterway patrol force, on the Arkansas River and its shores as well, as this environ can serve as a corridor for drug trafficking, smuggling, environmental pollution, illegal dumping, impaired boating, boating accidents, as well as violence and property crimes.

Expanding the PCSO Water Patrol for routine, 24-hour patrols on the Arkansas River would obviously require careful planning and the consideration of various factors. While we take no stance, CPSM's recommended strategy to accomplish this goal is based on a broad philosophical overview; legal advisers should be consulted before any actions are taken or implemented, as follows:

Needs Assessment: PCSO leadership, subject matter experts, and legal advisors should conduct a Needs Assessment to determine the specific requirements, budget, personnel, logistics, and challenges related to policing the river. Key areas of concern should also be identified, such as illegal activities, safety issues, environmental protection, and mutual aid partners. PCSO should also evaluate existing resources and infrastructure available for policing the Arkansas River. Stakeholders should develop or review existing legislation and regulations governing the river's jurisdiction and define the authority / responsibilities of the PCSO deputies. Additionally, PCSO should ensure cooperation and coordination with relevant local, regional, and national authorities.

Partnerships: PCSO should build partnerships and collaboration with other law enforcement agencies, such as Little Rock PD, Jefferson County SO, Perry County SO, the U.S. Coast Guard, the Arkansas Game & Fish Commission, and prosecuting authorities. This collaboration should extend to local communities and river stakeholders to address shared concerns. PCSO must establish communication channels and protocols for information sharing and joint operations. Additionally, PCSO would have to recruit and train qualified deputies or regionalize the service, and define the required qualifications, skills, and training programs that extend beyond existing practices.

Equipment and Procedures: PCSO would also need to acquire the appropriate equipment, vessels, and logistics for prevention, intervention, and enforcement activities. The deployments must ensure the availability of communication systems, navigational aids, and safety gear as well as developing patrol routes and schedules based on identified risk areas and crime patterns. The PCSO must define procedures for responding to emergencies, accidents, and distress calls while developing surveillance techniques, such as CCTV cameras, drone deployments, and radar systems.

Public Education: The PCSO would need to enhance public awareness and community engagement by conducting public awareness campaigns to educate Arkansas River users about safety regulations and environmental protections. A system should encourage the reporting of suspicious activities and incidents through dedicated hotlines or online platforms as well as traditional methods. This could be built around organizing community events, training sessions, or workshops to foster collaboration and build trust.

Administration: The PCSO would need to carry over its existing systems for enforcing laws and regulations, including issuing warnings, citations, or fines. It would also have to collaborate with detectives, prosecutors, and legal advisors to strengthen the legal framework and penalties for river-related offenses. With these directives, the PCSO would need to develop performance indicators to assess the effectiveness of the river police force by regularly monitoring activities, response times, and crime statistics. Crime analysts should analyze data and feedback to identify areas for improvement and collaboratively adjust strategies accordingly.

Training: Finally, the PCSO would need to provide ongoing training and professional development opportunities for deputies assigned to the Arkansas River; stay up to date with the latest technologies, best practices, and legal developments; and continuously adapt the strategies based on feedback, changing circumstances, and emerging threats.

Again, this strategy serves as a general framework, and it is important to adapt it to the specific needs and conditions of the Arkansas River and Pulaski County Sheriff's Office capabilities. As well, CPSM did not review funding, benefits, or burdens associated with expanding the service and staffing required, new positions. These are policy decisions to be undertaken by the Sheriff of Pulaski County.

During our conversations, CPSM was provided with the following strategy as presented by the PCSO Water Unit:

Water Patrol Unit – Full-Time Status

The following is the projected needs of the Water Patrol Unit, if and when it is to be deployed as a full-time, 24-hou, water patrol operation:

33 Positions:
* One Captain.*
* Two Lieutenants.*

Six Sergeants.
Twenty-Four Deputies.

This would allow for the deployment of two rotations of personnel, which would include two day-shift Lieutenants (one per rotation); two day-shift Sergeants, two relief Sergeants, and two night-shift Sergeants (one each per rotation); 12 day-shift deputies and 12 night-shift deputies (12 per rotation. six day-shift and six night-shift). This deployment would allow for effective coverage and response to the numerous bodies of water located in Pulaski County, in a prompt, safe, and efficient manner. This deployment and rotation strategy would also allow for effective coverage in the event of sickness or approved vacation time.

Currently, PCSO General Policy 07-007 determines the following deployment of personnel on Dive Operations:

Incident Commander (Lieutenant or Sergeant). *
Safety Officer (determined by the I.C. upon deployment). *
Primary Diver (A).
Back-Up Diver (B.)
Primary Tender (A).
Back-Up Tender (B).

*Currently the minimum number of personnel to dive is four;, these positions are not vital to a recovery or dive operation, but are utilized when the situation warrants. In the event only four personnel are responding, whoever is assigned to the "Back-Up Diver (B)" position is considered the "Safety Officer." Deployment strategy for a full-time Water Patrol Unit would place the primary areas of responsibility to the Arkansas River and Lake Maumelle. With full-time personnel present, patrol zones would include the Arkansas River, West of Murray Lock and Dam (Murray Lake), the Arkansas River, East of Murray Lock and Dam (David D. Terry Lake), and Lake Maumelle. Personnel assigned to these areas would respond, together, as a complete unit in the event of a water emergency in Pulaski County.

The number of personnel needed is primarily based on safety concerns of the personnel involved, but also the numerous areas that are the responsibility of the Sheriff's Office within Pulaski County. Primary areas of concern are the Arkansas River, which is designated 'Marine 40 – M40,' a primary waterway for trade for the United States, and Lake Maumelle, which is the largest freshwater reservoir in Pulaski County and serves over 500,000 customers throughout eight counties.

Water Patrol Recommendations:

- CPSM recommends training at the dispatch level so the PCSO can capture a true picture of water-borne incidents and deployments, separate from any normal patrol function or coding. (Recommendation No. 51.)

- CPSM also recommends developing a Training Matrix to capture qualifications of the team's subject matter experts as well as capturing disciplines taught during training evolutions, which could provide a medium for true succession planning. (Recommendation No. 52.)

- CPSM recommends the PCSO Water Patrol deputies seek membership or collaboration with the National Association of State Boating Law Administrators (NASBLA) to enhance training opportunities, get updates on waterway management, and develop public policy, advocacy, and tactics aligned with U.S. Coast Guard Operations. (Recommendation No. 53.)

ACCIDENT RECONSTRUCTION

Automobile accidents are common across the roadways of the United States. Until safer vehicles are developed and/or all drivers follow the rules of the road, accidents will continue to occur, and people will lose their lives in these events. The Arkansas Department of Transportation (ADOT) in alignment with the Arkansas Strategic Highway Safety Plan (SHSP) suggests most accidents involve only property damage to vehicles, but fatalities have been on the rise.

FIGURE 8-1: Traffic Fatalities in Arkansas, 2016–2020
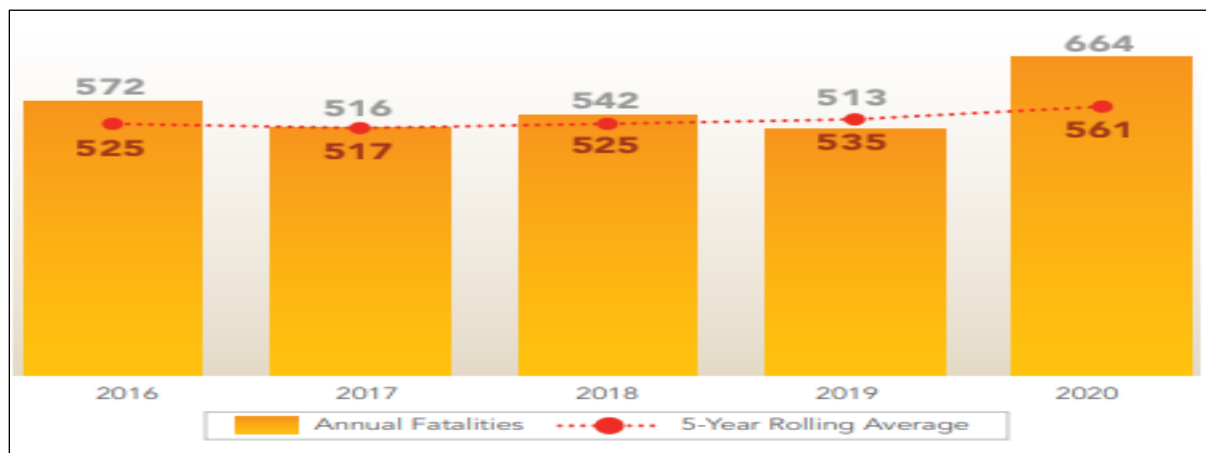
Source: Arkansas Department of Transportation Strategic Highway Safety Plan 2022

The primary collision factor of every fatal collision often varies but the most common causes across the United States involve intoxication, speeding, unrestrained passengers, distracted driving, or drowsy drivers. The Pulaski County Sheriff's Office has a dedicated team of Accident Reconstruction Specialists to investigate injury traffic collisions. The Accident Reconstruction Team consists of collateral-duty deputies who are highly trained specialists, and who respond to fatal and serious bodily injury calls for service. Their focus is to determine how and why accidents occur, recreating the events leading up to the incident and the collision itself. CPSM reviewed the available Pulaski County collision data that involved injuries for 2019 to 2021 to include issued traffic citations. Fatal collision data was not readily available to CPSM at the time of this writing.

TABLE 8-4: Injury Collisions, Traffic Citations Issued, 2019–2021

Activity	2019	2020	2021
Injury Collisions	136	153	174
Citations Issued	2,395	1,424	2,236

Source: Pulaski County Sheriff's Office

The Accident Reconstruction Team is made up of one deputy and two sergeants who are on call and expected to roll out to all fatal scenes. PCSO also has a dedicated equipment truck that contains specialized tools for reconstruction, such as a 360-degree camera. Members of this team receive training regarding reconstruction techniques and disciplines from the Institute of Police Technology and Management (IPTM) and the Texas Engineering Extension Service (TEEX). The team operates under the guidelines of Branch Directive E07-002, which was current as of July 2021. CPSM reviewed the Directive; it provides for team responsibilities, on-scene functions, collision reconstruction, off-site vehicle examination, and mandatory chemical testing at all fatalities pursuant to Arkansas Code Chapter 65 (2) 5-65-208.

CPSM conducted interviews during the site visit but did not obtain hard data as to the number of fatal accidents over the past several years. CPSM was told that the Accident Reconstruction Team has responded to 28 to 30 call-outs over the past three years and has five active investigations underway at the time of the site visit. Every accident that can be prevented can save lives and save the community tens of thousands of dollars in damages and liability. CPSM recommends team members further their expertise by joining professional organizations such as the Association of Professional Accident Reconstruction Specialists to further their training, and gain access to resources and networking among peers.

Enforcement and Reducing Accidents

The PCSO should embrace the mission of reducing accidents, reducing injuries, and saving lives through enforcement, education, and roadway improvement by way of engineering. This is a sound practice to implement enforcement strategies on the roadways, along with tangible statistics for police administration to work with the local Department of Transportation. This allows for mitigation to occur by way of infrastructure improvements, upgrading traffic signals, adding turning lanes, installing signage and pavement markings, pedestrian countdown timers, etc.

There is no industry standard for the number of citations expected of a patrol deputy, and establishing quotas is both undesirable and unlawful. As part of the overall work effort, PCSO 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 of law enforcement personnel.

The average number of citations per officer in the PCSO reflects a priority or lack thereof on the part of at least some officers, if not the department as a whole, to traffic enforcement efforts and strategies. Staffing shortages and the constant demand of workload described in the Rule of 60 discussion may also be a factor, but this is not apparent in Pulaski County. There are many considerations that go into the level of commitment given to traffic enforcement at any police agency. Included would be the department's performance expectations, key performance indicators, and the level of demand for other services such as crime and community disorder.

CPSM recommends that the data from the top 10 high-collision intersections around the county be scrutinized for primary collision factors, roadway conditions, and causes, which can then be summarized in a monthly report. These statistics must be shared with patrol supervisors to review and disseminate to field enforcement teams, as well as other municipal entities to ensure traffic stops are occurring where needed, to address the principal safety issues through intervention and enforcement.

Additionally, the primary collision factors of these accidents should be further examined to capture driver conduct behind such incidents as well. This could translate to the Accident Reconstruction Team disseminating a, "Moving Citation of the Month" advisement to increase awareness and enforcement as needed to mitigate most common causes of accidents. CPSM recommends the creation of a written traffic safety plan, monthly reports using traffic crash data to identify times/days/locations/causes of traffic crashes, and holding patrol shifts accountable for implementing the plan.

Accident Reconstruction Recommendations:

- CPSM recommends the development of a written traffic safety plan all employees can understand and be accountable to enforce. (Recommendation No. 54.)

- CPSM recommends Accident Reconstruction team members further their expertise by joining professional organizations such as the Association of Professional Accident Reconstruction Specialists, which can further their training, and provide access to resources and networking among peers. (Recommendation No. 55.)

- CPSM recommends data from the top 10 high-collision intersections from the traffic complaint log be used to generate a monthly report for supervisors to review and share with field enforcement teams, and other municipal entities, to ensure traffic stops are occurring where needed to address safety issues. (Recommendation No. 56.)

- CPSM recommends identifying the primary collision factors of the most prevalent collisions in order to create a "Moving Citation of the Month" advisement to increase awareness and enforcement as needed to mitigate most common causes of traffic accidents. (Recommendation No. 57.)

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SECTION 9. DEPARTMENT-WIDE FUNCTIONS AND ACTIVITIES

INTERNAL AFFAIRS

It is a core responsibility and duty of every Sheriff's Office and its Sheriff to build community trust and credibility through various organizational access points. One of the highest priorities is to ensure police accountability through its personnel investigation process. Every Sheriff's Office will receive formal and informal complaints from the community as well as initiate personnel investigations from within the department.

According to PCSO statistics, 28 citizen complaints were filed against Sheriff's personnel in 2021 and 21 complaints were filed in 2022. The Sheriff must ensure proper handling and investigation of all complaints with the understanding each law enforcement agency may incorporate a different process. The PCSO must have a system and communicate with the community and department members as to how it will conduct personnel investigation by following guiding principles. These approaches are widely supported by the International Association of Chiefs of Police (IACP), Police Executive Research Forum (PERF), and the National Internal Affairs Investigators Association (NIAIA) regarding public complaint processes.

Pursuant to General Policy 03-002, the Pulaski County Sheriff's Office accepts all complaints of misconduct or lack of performance against its members courteously and objectively from any person. Any citizen or county employee can initiate a complaint against a PCSO employee. The complaint can be made orally or written on a Professional Standards Complaint Form. CPSM was provided with a complaint form, which was last revised in 2007. This form is not located on-line or posted to the PCSO website for easy access by the public. A deeper search did find a Pulaski County Government Title VI Complaint Form that appeared to be specific to the county and not associated with the PCSO form.

All complaints are issued a complaint number and routed into the Blue Team system for tracking, assignment, and collection of data or evidence. Complaints are routed for further investigation to the employees' chain of command, recommendations are made at every level, with final direction of further investigation by the Bureau Chief. If the allegation is of a serious nature, the supervisor, with authorization from a Captain or above, shall relieve the employee of duty and take his/her credentials, issued weapon, and badge (Policy 03-002IIIB4).

One approach, as recommended by the International Chiefs of Police, U.S. Department of Justice, and Bureau of Justice Assistance, is to encourage best practices and adopt Sheriff's Office standards through a checklist to ensure steps and thorough completion of an investigation. CPSM recommends PCSO consider the development of a "Professional Standards" checklist to accommodate this practice. Along with a standard department checklist, CPSM recommends PCSO also consider the development of an investigation manual to guide investigators in advancing their learning with "how-to" documents and other resources to expand their professional development. This approach would encourage best practices in adopting a department standard through a checklist and templates to ensure thorough completion of an investigation.

Investigations

Pulaski County Sheriff General Policy 03-003 establishes the procedures to investigate allegations of on-duty or off-duty misconduct and complaints. CPSM reviewed the policy and found it to be

fair and balanced. If there is even a hint that there is criminal behavior on the part of the employee, the investigation should bifurcate into both a criminal investigation and an administrative investigation. The International Association of Chiefs of Police Internal Affairs Strategy for Best Practices states, *"The difference between a criminal or administrative investigation is distinct. Each requires careful procedures be taken at each step, in order to comply with the law and agency policy and procedures, while taking care not to jeopardize prosecution, should that become necessary. Some departments run these investigations simultaneously while others prefer to complete the criminal investigation prior to beginning the administrative investigation."* (BP-InternalAffairs.pdf (theiacp.org)

The Professional Standards Unit had a total of 53 internal affairs cases for 2022, with 23 from the Enforcement Division and 30 from Detention.

In 2021 the Professional Standards Unit had a total of 60 internal affairs cases, with Enforcement at 36 and Detention at 24.

In 2022. The PCSO has a total of 48 Divisional cases, with 13 from Enforcement and 35 from Detention.

In 2021, the Pulaski County Sheriff's Office had a total of 53 Divisional cases, with 14 from Detention and 39 from Enforcement.

If a criminal investigation is needed, Miranda rights would be applicable, and the process should be no different than any other criminal investigation. What is not clear in the PCSO Policy is the bifurcated distinction of Criminal vs. Administrative Investigative actions. The Bureau Chief may direct an investigation to criminal investigators but the policy does not speak further of the administrative process and the co-mingling of investigative material. CPSM recommends General Policy 03-003 be further examined to clearly define the process of Criminal vs. Administrative Investigative responsibilities.

All other allegations can be assigned to either Internal Affairs or the subject employee's Division Commander at the discretion of the Bureau Chief. The complaint and investigative material will be loaded into Blue Team during the investigation. Subject employees will be advised of the investigation and at some point, they will be interviewed. If the investigation is administrative in nature, employees are advised of the Garrity Admonition. Garrity warnings advise the employee that failure to fully disclose information related to the office held may result in disciplinary action up to and including dismissal. [GARRITY v. State of New Jersey (385 US 493)].

Once an Administrative Investigation is completed, an employee can be cleared of the allegation, counseled, provided additional training, or disciplined. PCSO General Policy 03-005 provides steps of discipline, namely a Written Warning, Written Reprimand, Suspension, Demotion, or Termination. According to PCSO statistics from 2022, 23 deputies resigned while under investigation for numerous allegations. The policy provided to CPSM was last revised on 10/1/2009. CPSM recommends this policy be reviewed and updated as needed.

IAPro (Case Management) and Blue Team (Incident Reporting) Platforms

The demands for better police accountability, advanced management, and higher transparency evolved into a need for enhanced law enforcement software solutions such as the Blue Team, IAPro, or Guardian Systems These software products assist in managing the inflow of performance data, producing measurable outputs to improve consistent performance, while monitoring professional behavior. Many national law enforcement agencies utilize internal

systems or off-the-shelf products that sometimes fall short of public expectations and fail to develop performance measures to ensure the systems are producing usable outcomes. Using a prepackaged software solution overcomes the challenges of internally developing effective and affordable software to improve work cultures and performance with early intervention methods. It is a national top management priority for all law enforcement executives and the PCSO is in line with these high standards.

An early intervention system, much like Blue Team, is a data-based management tool designed to track incidents of officer performance and identify officers whose performance exhibits good outcomes or exhibits potential performance issues. The system allows for warning triggers so an agency can provide early intervention (EI), most commonly in the form of positive discussions, counseling, or training to improve performance. EI systems have emerged as an important mechanism for ensuring police accountability. An EI system does more than just focus on a few problem officers; it provides a platform to track critical incident data and identify emerging issues in training and performance. It allows for the inputting of regular reports, research, and best practices outcomes. Behavior management systems have been highly recommended by the International Association of Chiefs of Police (IACP) and the U.S. DOJ's Office of Community Oriented Policing Services (COPS) for the past 20 years.

The Blue Team and IAPro systems are highly recommended by professional organizations as proactive management tools useful for identifying a wide range of challenges and not just systems to focus on officer performance. A 2018 report by the National Policing Institute, in collaboration with the Commission on Accreditation for Law Enforcement Agencies (CALEA), strongly recommended the use of management systems to track performance and behavior standards in all police operations.

The PCSO has proven to be a contemporary local government entity as it continually strives to implement best practices and management systems for improvement. Since 2019, the PCSO has committed to using the Blue Team system for tracking law enforcement actions. The PCSO's use of the Blue Team system is not specifically guided by policies other than mandating data input; however, PCSO has user manuals to assist in its daily use. Blue Team and IAPro offer technical assistance and are available for PCSO on an as-needed basis.

The Blue Team tracking system streamlines intake and assessment, holding files, audio and video recordings, interviews, evidence, and other tangible data up and down the chain of command. It has several different components and PCSO uses its main function in providing input for complaints, use of force, show of force, performance, and traffic accident data. The system also offers the ability to electronically enter and maintain Narcan administration incidents, employee drug testing, early intervention warnings of employee performance, pursuit reviews, employee applications, body-worn camera violations, firearm discharges, property damage, awards and commendations, employee evaluations, and tracking the distribution of gift cards to would-be traffic violators. The software tools encourage improved performance by recognizing positive work by all employees and not just negative experiences. Performance tracking is used to document incidents and allows for tracking or input from supervisors regarding positive and negative performance.

Functional Use of Blue Team

In assessing the use of the system by PCSO, we found the procedure protocol begins at the police supervisor level with the input of an event into the system or at the direction of the Professional Standards Unit Lieutenant. A next-level notification is sent to a manager (Lieutenant or Captain) who carefully reviews the event, which is accompanied by a police report and digital entry summary by the supervisor, usually narrative from a police report. After the review, the Lieutenant will make recommendations, decisions, or defer the event for further review.

Lieutenants have authorization to request an internal affairs investigation, training, or counseling before the incident is moved to the Division Chief for review and approval. The Sheriff has final authority to defer any incident for further investigation, counseling, or training or for final rendering of the event. The Blue Team Tracking system is also used by the PCSO for early intervention notifications of serious events such as complaints, force encounters, and vehicle pursuits for further evaluation. In 2022 PCSO documented 17 vehicle pursuits initiated by the Enforcement Division.

The early intervention (EI) system used by PCSO is an advanced management approach to address performance or behavior issues, with built-in trigger points for higher-level notifications. The PCSO threshold for early warning is set to four events in a calendar year. The system tracks the following events:

- Force encounters.

- Vehicle pursuits.

- Traffic accidents involving PCSO on-duty employees, of which 32 events occurred in 2022.

- All internal and external complaints.

- Awards, commendations, and public/peer recognition.

- Disciplinary history.

The approach to early intervention is for the Administrative Lieutenant to carefully review all early warning incidents and determine if further training, counseling, or investigation is warranted as well as engaging in a performance review with the subject employee. PCSO's use of the early intervention system could also include a trigger point for attendance and use of sick days that may warrant examination and potential action. The approval of Blue Team tracking includes the upload and review of body-warn camera video associated with the entry and it is a best practice approach to accountability to view the rapidly unfolding events deputies are faced with.

In our review of the use of the system in various areas, we found the PCSO utilizes the Blue Team system to nearly its full potential. CPSM recommends that PCSO further its functional use of the early intervention system to include all employees in order to encourage a two-way equitable discussion regarding training, equipment, supervision, policy, and field practices. Currently, PCSO uses the intervention system to initiate employee discussions when the threshold is reached with concerns of performance. This recommendation is fully discussed in the force encounter review, and it includes ensuring that all employees who trigger the threshold will be involved in the early intervention discussion with supervision for fairness and equity. Overall, PCSO's use of the Blue Team tracking system is the industry's best standard in terms of internal police accountability and public expectations.

Force Encounters

The national initiative to improve performance and behavior during force encounters is a high priority of all police institutions and is a public expectation in developing best practice approaches in the application of force, de-escalation, and intervention training. The sanctity and preservation of all human life is a core value and drives the goal of developing better force encounter techniques to reduce the number of force incidents through de-escalation. This aspect of the CPSM report carefully assesses training, administrative process, policies, and field practices of the Pulaski County Sheriff's Office.

In 2022, PCSO documented 177 use of force incidents to include 24 events originated by Enforcement Deputies and 153 events from Detention. In 2021, PCSO documented 330 Use of Force Incidents to include 52 events originated by Enforcement Deputies and 278 from Detention. Uses of force included control holds, focused blows, firm grip, OC spray, use of the restraint chair, handcuffing, impact weapons, leg restraints, subjects taken to the ground, punches and Taser deployment.

Law enforcement must have a commitment to the community to uphold its responsibility to incorporate the most contemporary policies regarding traditional and emerging issues. Policies that serve as operational guidelines are critical to the effective and efficient management of any organization. Given the mission of law enforcement, and ever-changing laws that regulate the performance of such, a comprehensive and current policy manual is vital.

However, few law enforcement agencies, including the Pulaski County Sheriff's Office, have resources available to continually maintain a comprehensive, up-to-date policy manual. This is a daunting task and for that reason, the CPSM recommends the PCSO contract with an online resource of customizable, state-specific law enforcement policies that are updated in response to state and federal court case decisions such as Lexipol for assistance. Lexipol provides access to a library of customized state specific law enforcement policies that are automatically updated in response to changing state laws and court decisions. It offers daily training bulletins, tracks employee compliance in acknowledging receipt of policy changes, training videos, and platforms to meet training needs. The subscription offers guidance on policy updates and can help create a greater understanding of guiding mission objectives and best practices.

The most useful policies are developed with clear and firm guidance for preferred operational outcomes. Yet, there is no model policy that meets all the needs of any police agency nor a policy that fits every incident imaginable. Instead, the development and assessment of policies is an ongoing process that requires adherence to U.S. Supreme Court rulings, federal/state statutes, local ordinances, regulations, and judicial and administrative decisions. Policies must also include guidelines and procedures for an array of law enforcement challenges, while taking into account an understanding of political and community perspectives and customs, as well as, in some cases, aligning with provisions of collective bargaining agreements. Policy development must also include consultation from an agency's legal advisors before implementation. Therefore, agencies must decide how to maintain up-to-date policies that incorporate national standards and model policies with general order manuals.

CPSM reviewed PCSO General Policy 05-001 and found it to be comprehensive as it discussed force, force options, deadly force, the discharging of weapons, showings of force, non-lethal weapons, resistance, prohibited acts, medical considerations, reporting requirements, supervisor responsibilities, investigations, and annual analysis. The latest policy review date was listed as12/29/2022; the policy includes language that meets both state and federal requirements and as well as provides guidance for all personnel when encountering an incident involving the use of force. The PCSO's Professional Standards Unit provided CPSM with a 2022 Annual Report. It was thorough and covered division responsibilities, divisional case review, use of force and show of force data, and discipline.

CPSM offers three recommendations regarding policy 05-001 that PCSO should consider.

- The first is to broaden the definitions on page 3 to include terms for "Duty to Intervene." *"A police officer is under a duty to intercede and prevent fellow officers from subjecting a citizen to excessive force and may be held liable for his failure to do so if he observes the use of force and has sufficient time to act to prevent." (Figueroa v. Mazza 2016)*. This can

assist frontline personnel in better understanding the intent of using intervention tactics as well as applying the techniques and reporting language.

- Second, the policy should be expanded to include the efforts of pursuing de-escalation as a guiding principle for officers. De-escalation language in policies is highly recommended by Lexipol, PERF, and IACP as a guiding light for frontline police officers.

- CPSM also recommends that PCSO consider expanding the language in Policy 05-001 and the process for reporting incidents into the Blue Team tracking system while separating incidents where there was a show of force on a person. This will provide a comprehensive recording of force applications while continuing to track other types of actions such as deputies controlling by pointing a gun, taser, batons, or OC Spray/JPX.

In our examination of use of force investigation policies, procedures, reporting, and supervisor responsibilities, CPSM noted these reports are reviewed singularly up the chain of command, via the Blue Team tracking system. Outside of a briefing pursuant to General Policy 05-001 VI(A)1a, and after a Deadly Force Encounter and the Deadly Force Review (05-001VI(G)1, there is no mention of a review board regarding other force encounters. Review boards provide in-depth reviews of incidents in force encounters to measure and assess the types of techniques used, emerging concerns, and other critical aspects of force encounters. The use of review boards has two common processes, one of which is to convene a board to discuss more serious incidents. It does not appear PCSO utilizes this process, which we confirmed with PCSO staff.

The secondary process is used on all force encounter events and requires incidents to be entered and approved by levels of management through the Blue Team system. The use of the Blue Team enables PCSO to capture data and serves as a strong management model. This process also includes the review of all BWC footage by the reviewing supervisors and the Administrative Lieutenant to ensure accountability and proper reporting of the force incident. Nonetheless, not convening a use of force review board for all force encounters is a concern that should be addressed.

CPSM recommends a collaborative approach to ensure all categorical force incidents are reviewed in the same manner among all command staff members and subject matter experts in a group setting. This allows for the assembly of all command staff members, subject matter experts, and legal counsel to discuss the incidents as command staff provides recommendation to the Pulaski County Sheriff, or his designee. This ensures a learning organization and those with less experience will expand their skills through the command staff discussions on force encounters and de-escalation. This type of approach allows the Sheriff or his designee, based on all discussions and recommendations from command staff members, to decide if the force encounter was within policy or not.

PCSO's current system in categorizing use of force as any control holds or force to control a suspect as the lowest end of force encounters as well as pointing a service weapon to control a suspect as a force encounter event is a unique and seldom used national approach. This can significantly increase the number of reviews by the recommended collaborative board and can be modified to include only categorical force encounters as force applications, not showings of force. The collaborative approach offers additional benefits by allowing the Sheriff, or his designee to listen to unique dynamics of an incident, with comments from the command staff, while allowing for the law enforcement culture to become a learning organization through the experience of reviewing and discussing force encounters as a collaborative team.

Use of force reviews should include recommendations by supervisors after their review of each incident. This allows for recommendation for further training, counseling, or de-escalation training

to improve officer performance. All incidents of force encounter reporting should be accompanied by body-worn camera footage. The video should be reviewed by the subject employee's supervisor and Administrative Lieutenant, who assesses the incident by way of reviewing the police report and the Blue Team tracking system to ensure consistency in the various documentation. The Administrative Lieutenant also has responsibility to make recommendations to the Division Chief if any incident warrants further investigation, personnel complaint, or criminal review by the county's prosecuting attorneys. It is recommended that PCSO consider a change in policy 05-001 to include Use of Force Review Boards to ensure all force encounters are reviewed collaboratively by the command staff, subject matter experts, and legal counsel before the Sheriff or his designee makes final decisions.

Review boards stimulate discussion on early intervention actions that are not normally used unless an employee reaches a threshold, especially when incidents are within policy. Encouraging discussions with all employees can be a positive experience to discuss advanced training needs, equipment, supervision, or other officer level concerns without a negative experience for officers. This will further the reviews and establish a fair and equitable approach to managing threshold events for all personnel. This information is listed in the Blue Team system evaluation in an earlier segment of this report.

Nationally, there is no direct standard in how many force encounter incidents a deputy should be involved in because there can be a variance in the number of random interactions, varying work conditions such as a custody environment, and many other variables that are difficult to quantify. The value of reviewing data and evaluating each force encounter is difficult; however, PCSO's data collection offers unique perspectives in reviewing incidents. Several of the pillars from the President's 21st Century Policing Taskforce are achieved in this force encounters review by PCSO such as training, education, police oversight, and office safety. A review board can provide an opportunity to understand the circumstances of an incident, quality and degree of force required, type of communication, de-escalation, as well as many other evaluation points.

Per policy, the department recommends an annual force encounter report be sent to the Sheriff no later than February 15 of each year. CPSM recommends that use of force data be published to show stakeholders and the community a greater level of transparency. A published annual report would benefit PCSO and accomplish the 21st Century Policing pillars on building trust and increasing legitimacy. The annual report by the Sheriff's Office could be used to help inform the County Administration as well as serve as an opportunity to build community trust and public responsibility.

Finally, CPSM recommends the PCSO evaluate a system-based, automated review and analysis platform such as Truleo for body-worn camera video. This technology is at the forefront of accountability and transparency in modern policing as it processes body-worn camera data through behavior and officer safety analytics. The approach, by way of automated review, trains officers, can promote the PCSO, elevates professionalism, and serves as a great platform for risk management.

Internal Affairs Recommendations:

- CPSM recommends the Professional Standards Complaint Form be posted clearly on the Pulaski County Sheriff's Office website with capabilities to auto-fill data and submit directly to the Professional Standards Unit. (Recommendation No. 58.)

- CPSM recommends PCSO consider the development of a "Professional Standards" checklist. (Recommendation No. 59.)

- CPSM recommends General Policy 03-003 be further examined to clearly define the process of Criminal vs. Administrative Investigative responsibilities. (Recommendation No. 60.)

- CPSM recommends PCSO also consider the development of an investigation manual to guide investigators in advancing their learning with "how-to" documents and other resources to expand their professional development. (Recommendation No. 61.)

- CPSM recommends General Policy 03-005 be reviewed and updated if needed as it was last revised in 2009. (Recommendation No. 62.)

- It is recommended PCSO further its use of the early intervention system to include a broader discussion with all employees to encourage a two-way equitable discussion regarding training, equipment, supervision, policy, and field practices. (Recommendation No. 63.)

- CPSM recommends PCSO broaden the definitions of Policy 05-001 to include terms and definitions for the "Duty to Intercede." (Recommendation No. 64.)

- CPSM recommends Policy 05-001 should be expanded to include the efforts of pursuing de-escalation as a guiding principle for officers. De-escalation language in policies is highly recommended by Lexipol, PERF, and IACP as a guiding light for frontline police officers and deputies. (Recommendation No. 65.)

- CPSM also recommends that PCSO consider expanding the language in policy 05-001 and the process for reporting incidents into the Blue Team tracking system while separating incidents where there was a show of force on a person. (Recommendation No. 66.)

- CPSM recommends a collaborative approach to create a formal Review Board to ensure all categorical force incidents are reviewed in the same method among all command staff members and subject matter experts collaboratively. (Recommendation No. 67.)

- CPSM recommends use of force data be published to show a greater level of transparency to stakeholders and the community. (Recommendation No. 68.)

- CPSM recommends the PCSO evaluate a system-based, automated review and analysis platform such as Truleo for body-worn camera video. This technology is at the forefront of accountability and transparency in modern policing; it processes body-worn camera data through behavior and officer safety analytics. The approach, by way of automated review, trains officers, can promote the PCSO, elevates professionalism, and serves as a great platform for risk management. (Recommendation No. 69.)

Observation: A search of the PCSO website shows a wide variety of information available to the community regarding PCSO recruitment, a department overview, detention information, social media, and a list of community / victim resources to name a few. One key component missing from the website is a list of Sheriff's Office policies that should be easily accessible directly on the front page. Providing policies to the public online reduces administrative time from processing Freedom of Information Act Requests. It also shows greater transparency and helps educate the community that there is nothing to hide. Several reputable organizations such as the Commission on Accreditation for Law Enforcement Agencies, Power DMS, and Lexipol LLC Knowledge Management Systems agree with this proactive practice in line with the President's Task Force on 21st Century Policing regarding building trust and legitimacy.

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PROPERTY AND EVIDENCE UNIT

The Pulaski County Sheriff's Office Property and Evidence (P&E) Unit is considered the custodian of all items collected by PCSO personnel or submitted for safekeeping, found property, items collected as evidence, or items to be destroyed. The unit is also responsible for the proper storage of all these items, the preservation of the items for possible future analysis, and the lawful release or dispositions of property.

Property and evidence is one of the highest risk operations in any law enforcement agency. The intake, processing, storage, and disposal of evidence and property are important functions for any agency. It is especially true for weapons, narcotics, currency, and valuable jewelry. Police agencies across the country have often faced 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 leading 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 property and evidence function.

The P&E Unit is part of the Administrative Support Division, which is commanded by a Captain. A Lieutenant in the Training Division is responsible for the management of the unit, while a Sergeant in the Training Division supervises the one deputy assigned who is tasked with the duties and responsibilities of the unit's intake, care, and disposal of the department's property. Most law enforcement agencies studied by CPSM have property technicians who are civilian personnel and not sworn personnel. The responsibilities involved in working in a property and evidence facility do not require a sworn deputy. In light of struggles to hire and retain sworn personnel, CPSM recommends PCSO create a civilian property technician position for the unity, thus allowing the sworn deputy to be re-assigned elsewhere in the organization.

The one assigned deputy currently works a 5/8 work schedule from 8:00 am to 4:30 pm. It is recommended that the deputy work a 4/10 work schedule from 7:30 am to 6:00 pm, which would allow the property room to remain open longer on the four work-days so that the working public would have much more access to pick up their property.

When the P&E deputy is off work for any reason, the P&E responsibilities fall to the Training Lieutenant and Sergeant to ensure the evidence is being logged and stored.

The P&E unit is open to the public during the deputy's work hours. Citizens may come in at any time and do not need to call ahead or schedule an appointment. Consideration should be given to requiring citizens to schedule an appointment, which would allow the deputy to be more productive and not be constantly pulled away to assist citizens whenever they may arrive.

P&E Unit Storage

The P&E unit is physically located in the Pulaski County Justice Center located at 2900 S. Woodrow in Little Rock. One section of the unit is located on the main floor of the facility; a separate storage area is located downstairs in the section of the facility that used to operate as a jail. The main upstairs storage area has roll-away shelving, which provides for greater storage capacity. The roll-away shelving was installed approximately five years ago and greatly enhanced the storage capacity of the room. Although the shelving provided more capacity, the main storage room and the downstairs storage area are now almost to full capacity. As can be seen in Figure 9-1, there is not much more room available in the current storage areas. Unless some action is taken to create more storage space, the existing spaces will soon be over capacity.

A large portion of the downstairs storage space (old jail) is being taken up by murder evidence that the State of Arkansas requires law enforcement agencies to retain for 99 years. However, the P&E deputy has done a good job of putting the materials into separate cells.

There are only a few options available to create additional storage for the unit: (1) locate an additional storage space within the current facility, (2) locate additional storage space outside the current facility, or (3) begin immediately to purge property already adjudicated by the court. With the current staffing of only one deputy, it would be a herculean task for the deputy to make significant inroads into the storage backlog while handling his intake and release obligations.

CPSM recommends that the PCSO undertake a purging campaign by temporarily using whatever resources that can be spared from within.

Obviously, what is mentioned above is only a temporary solution to provide some relief in the storage areas. To move forward with a long-term solution would require the department to add personnel to the unit. It was learned that at one time there were three personnel assigned to the P&E Unit; however, through attrition, two of those positions were lost. CPSM recommends the department move forward with adding an additional P&E technician position to the unit to focus primarily on the purging of adjudicated evidence.

RMS System

The department's Central Square/Zuercher RMS system is used for the tracking of property and evidence items that are logged into and out of the P&E area. Any internal or external documents related to the item of evidence are then scanned into the system. It was reported that there are no current issues with the system, or its access to information. However, the scanners used to scan the barcodes do not function in the downstairs storage area.

Facility Security

Entry into the P&E facility is by key card access and the information is retained and searchable. At the end of the hallway leading to the entry door into the P&E unit there is a camera that captures video of anyone entering the unit. Once inside the unit, there is a small preparation room where the deputies can process and package their evidence. Numerous wall lockers are located within this room, allowing easy access for the deputies to put their evidence into a secure location until it can be retrieved by the P&E deputy. This room has a camera that captures all the room's activity and also allows a view of the inner door into the actual unit containing the evidence items. The door into the unit is card key accessed and opens into an area containing two desks used by the P&E personnel.

Inside the unit, there is another door separating the room containing general evidence items from another room containing weapons, narcotics, and a safe. There is no key card access to that door, and the door was left open during the site visit although the unit had been closed. There is no camera monitoring the door into the room containing the narcotics, weapons, and valuables that are locked in the safe. Those items are the most critical and most vulnerable of all law enforcement evidence and must be highly secured. It is recommended the department install a key card access to the inner door and a camera pointed at the door to capture ingress and egress.

It was learned that the video from the two cameras (hallway/P&E preparation room) are maintained on a server at the agency. However, the department could not provide a definitive span of time that the video is maintained other than somewhere between 7 days and 60 days.

Since many events are not identified until weeks after an occurrence, it is recommended that all video footage be retained for at least 60 days.

Policy

The purpose of the P&E policies is to establish guidelines for maintaining the integrity of the evidentiary chain of custody and other property that has been taken into custody by the Pulaski County Sheriff's Office.

Policy governing the P&E unit can be found in the Pulaski County Sheriff's Department General Policy. The policies are covered in sections 08-005 (Evidence Control) and 08-006 (Property Disposition). It is unknown when the last revision was to the evidence control section; however, the property disposition section was last revised in 2013. Both policies state that the next revision or review of the policy will take place in October 2023. P&E policy, like all police policies, should be reviewed each year for any federal or state statutory changes, and to ensure best practices are being followed.

Intake

Officers prepare the evidence in the preparation area located at the main facility inside the P&E room. The room has all the necessary forms, bags, tags, etc. needed to adequately book evidence. All items then have a computer entry and bar code label affixed, using the computer in the room. Deputies will then place the item of evidence in the lockers. The property deputy removes the evidence from the lockers each morning, ensures it is packaged and tagged properly, and then scans the bar code and places the property in its assigned area. Firearms, cash, and narcotics held as evidence are stored in their own separate area.

Freezers/Refrigeration

The department has a small evidence refrigerator (30X20) in the P&E room for evidence required to be kept refrigerated; however, there is no monitoring system on it to alert staff if it quits working or is not working sufficiently to keep the temperature within established parameters. Evidence stored in police refrigeration units is biological evidence such as DNA, etc. that is common in felony cases. Oftentimes, the biological evidence is the only evidence identifying the suspect in criminal cases and is the most important piece of evidence. It is imperative that precautions are in place to ensure that the evidence remains at the established parameters. CPSM recommends purchasing refrigeration monitoring units for the refrigerator.

Inspections

Inspections of the P&E unit are conducted on a semiannual basis and are the responsibility of the Support Services Division supervisor. The supervisor provides a written report regarding the inspection as it pertains to the following:

- Verification that property and evidence is being stored in a manner consistent with proper procedures.

- Random comparisons of records with actual property will be done during the inspection.

- Verification that property having no further evidentiary value is being disposed of promptly and properly.

- Provide evidence the P&E unit is clean and ensure the proper functioning of doors, locks, and alarm systems.

Property Audits

An often overlooked area in the property and evidence function concerns inspections and audits. The purpose of a property and evidence room audit is to review how well the department receives, inventories, and establishes chain of custody with regards to property and evidence. It also reports how well a department maintains property and evidence while it is in its custody, as well as how the department releases evidence for investigations and court purposes. Agencies have begun to recognize that the consequences of mismanagement of property and evidence can lead to agency embarrassment, lost court cases, loss of public confidence, and financial loss.

PCSO should be commended for enduring the semiannual audits of the property and evidence room are being completed. During their audits, no items of evidence failed to be located or misplaced.

Training

The only training that the evidence technician received was on-the-job training provided by the previous P&E technician. Due to the importance of the unit and the responsibility placed upon the technician to be the guardian of the property and evidence, CPSM recommends that the department provide additional training to the technician. The department should provide training through the International Association of Property and Evidence (IAPE) and strive for the evidence technician to achieve Certified Property and Evidence (CPES) designation. The designation attests to the technician's training, familiarization with IAPE Professional Standards, and that they have demonstrated their knowledge of the standards and best practices by having successfully completed a written examination. The evidence technician should also attend the annual IAPE conference to receive ongoing professional training.

Workload

P&E units take in many items each year and PCSO's unit is no exception. Over the past three years, the unit has seen intake of an average of 5,000 items per year. The PCSO was unable to provide numbers relative to the number of items purged as it would have required them to go back through all the cases where items were adjudicated. Likewise, it was unable to provide the number of items destroyed.

It is evident by looking at the storage areas and after speaking to the P&E Technician and his supervisor that the department is taking in much more property than it is destroying or purging. Although the department could not provide data relative to the destruction or purging of evidence, anecdotal evidence it provided indicated that the PCSO is most likely intaking 75 percent more property and evidence than it is destroying or purging (See the following figure.)

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FIGURE 9-1: Overcrowded Storage in Property and Evidence

Property Disposition

An important component of having a well-managed P&E unit is maintaining a robust purge and destruction process. Without it, P&E facilities can become messy, unorganized, and chaotic. Policy 08-006 covers the guidelines for the disposal of property items taken into custody by PCSO members in connection with their duties. The policy states the department must dispose of property in a manner authorized by law and in a systematic way to prevent the overwhelming accumulation of property items. All evidence stored by the Pulaski County Sheriff's Office will be held until the criminal or traffic case involving the property has been adjudicated and all appeals pertaining to the evidence have been exhausted, or a decision has been made that the evidence will not be used due to the expiration of the statute of limitations under A.C.A. 5-1-109.

With the approval of the Captain, Chief Deputy, and a court order, property may be converted to use by PCSO.

Destruction of Weapons and Narcotics

Weapons destruction is conducted on an as-needed basis. Firearms and narcotics pending destruction have a strong likelihood to be pilfered from storage as there is generally no longer any interest in the item for prosecution or release, so the sooner they can be removed from the unit, the sooner the likelihood ceases to exist.

When deputies receive notice from the courts that a case has been adjudicated, the item is listed on a court order for destruction which is then signed by a judge. Once the order is signed by the judge, the evidence is inventoried for accuracy and then assigned to either be sent to the incinerator or the metal shredder for destruction.

It was learned that the last weapons destruction was done in November 2021, and the last narcotics destruction was done in May 2022. When a court disposition is received involving a firearm, the firearm is retrieved from its assigned area and verified through ACIC and NCIC that it can be destroyed. Firearms are tagged for destruction, boxed up, and sent to a certified metal shredding business.

Property and Evidence Recommendations:

- CPSM recommends the department create a civilian P&E Technician position to replace the sworn deputy, who could then be assigned elsewhere in the organization. (Recommendation No. 70.)

- Change the P&E deputy's work hours from a 5/8 work schedule to a 4/10 work schedule. (Recommendation No. 71.)

- Consideration should be given to requiring citizens to schedule an appointment when they want to retrieve property. This would allow the deputy to be more productive and not be constantly pulled away to assist citizens whenever they may arrive. (Recommendation No. 72.)

- It is recommended the PCSO install a key card access to the inner door of the P&E Unity and a camera pointed at the door to capture ingress and egress. (Recommendation No. 73.)

- CPSM recommends the PCSO retain all video footage from the P&E cameras for at least 60 days. (Recommendation No. 74.)

- CPSM recommends one additional technician position be added to the P&E unit to focus on the purging of adjudicated evidence. (Recommendation No. 75.)

- Ensure the P&E Unit's policies are reviewed each year so they remain current with any statutory changes and best practices. (Recommendation No. 76.)

- The evidence technician should become certified through IAPE. (Recommendation No. 77.)

- The evidence technician should attend the annual IAPE conference for ongoing professional training. (Recommendation No. 78.)

- CPSM recommends purchasing refrigeration monitoring units for the refrigerator. (Recommendation No. 79.)

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COMMUNICATIONS UNIT

The duties and responsibilities of those who serve our communities by accepting and processing emergency calls from the public have grown exponentially over recent years. The industry, as a whole, is challenged by the type and nature of the calls received. Factors that affect the quality of service are the heavy workload, constant changes within the PSAP, changes in technology, as well as customer expectations.

Communications is a vital component of an effective law enforcement agency. Often the first point of contact for a citizen seeking assistance, a 911 operator plays 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, deputies, and fire personnel alike.

A communications center can and should also 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 staff should 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. While no formal records are kept for this activity, and it would not be prudent to do so, we suspect that the 911 Center does a good job assisting with additional information.

The dispatch/communications function is a vital component of an effective law enforcement agency and fire department. Dispatch operators serve in two primary rolls; (1) Answering 911 and non-emergency telephone calls, and (2) Radio dispatching calls for service. The PCSO Dispatch Center serves as the Public Safety Answering Point (PSAP) for all Pulaski County Sheriff/Fire calls for service. However, the State of Arkansas recently passed a law that within three years (2025) Pulaski County will be divided into three separate PSAP centers. Pulaski County will be partnering with Jacksonville PD.

The Pulaski County Sheriff's Communications Center is staffed with civilian personnel working together as 911 call takers and law enforcement/fire dispatchers. The Center is commanded by the Training Lieutenant.

All 911 calls that are emergency medical type calls are transferred to Metropolitan Emergency Services Triage, thus no PCSO dispatchers are emergency medically trained. The dispatchers also dispatch calls for 17 volunteer fire departments.

An additional responsibility of the dispatchers during their shift is to monitor all security cameras within the Sheriff's Office.

The Center's standard operating procedures are located in the Branch Directive E09-0001 (Communications/Dispatch and Procedures). The policy is eight pages in length and was last revised in July 2021.

The agency currently uses Central Square Pro Suite by Zuercher for its CAD/RMS system. Pro Suite is a unified system to maximize efficiency. It has been several years since the agency last had an upgrade to the system. However, the agency recently received funding from the county to purchase a new CAD/RMS and is the process of putting out an RFP for the current system's replacement.

Communications Facility

The 911 Center is currently located on the top floor of the PCSO main facility. As the building was constructed in 1976, it is in need of some remodeling and updating. The Center has five areas in which dispatch personnel can work; however, the area is small and cramped. There are also no windows that provide natural light into the dispatch center. Unfortunately with no new facility planned in the near future for PCSO, CPSM recommends the agency bring in a specialist in design who may be able to redesign the area into a more comfortable and roomier environment.

It was learned that there had not been an ergonomic study done on any of the desks or chairs within the unit, although CPSM was told the PCSO is in the process of purchasing new chairs for the unit. All of the desks (dispatch stations) are stationary positions and cannot be moved. CPSM recommends the department bring in an ergonomic expert to provide an assessment of the current dispatch stations, and attempt to make it more ergonomic friendly for the dispatch personnel.

Communications Center Staffing/Schedule

There are two primary duties in all dispatch centers; (1) radio dispatch, and (2) answering 911 emergency and general telephone calls. In the case of PCSO, it has four positions within the Communications Center: (1) Call Taker, (2) Police Dispatcher, (3) Fire Dispatcher, and (4) Records (dispatcher who updates calls and conducts computer checks).

The Communications Center is staffed at all times by a minimum of four dispatch personnel, one supervisor and three dispatchers. However, it was learned that the supervisor position is a working supervisor position. In many agencies, dispatch supervisors frequently and appropriately perform some routine dispatch and call-taker duties, especially during peak hours. However, at PCSO the supervisors must fill a position as a dispatcher their entire shift, while also being tasked with their supervisorial responsibilities. Mixing these responsibilities (dispatch/supervisor) can come at the peril of the supervisors failing to perform their supervisory roles. The PCSO supervisors must handle their supervisory responsibilities of coaching, training, and evaluating outside of their regular shift hours.

A primary reason for the occurrence of unconstitutional actions against citizens is the lack of supervision and leadership oversight within our police agencies. Having a supervisor staff a position in the communications center full-time is not an appropriate philosophy for adequate supervision, and can lead to one of the leading causes of litigation in law enforcement, which is the "failure to supervise." CPSM would recommend adding one additional dispatcher to each shift to enable the supervisors to handle their supervisory duties.

It was also learned that when a supervisor is on vacation, sick, or takes a day off, the department does backfill the position with another supervisor. If that occurs, the most senior dispatcher (by tenure) is the supervisor for the shift. Unfortunately, none of the dispatchers have received any supervisory training. CPSM recommends that when a supervisor takes vacation, is sick, or takes a day off, they be replaced with another supervisor, or at least a senior dispatcher who has had some supervisory training.

The following table reflects all authorized (budgeted) staffing assigned to the Communications Center. It shows authorized positions, actual staffing, vacancies, and recommended new personnel.

TABLE 9-1: Communications Personnel

TABLE 9-1: Communications Personnel

Position	Authorized	Actual	Vacant	Recommended New FTEs
Supervisor	4	4	0	0
Dispatcher*	16	16	0	4
Total	**20**	**20**	**0**	**4**

Note: * One of the dispatchers is currently on military leave.

Shift Schedule

The Center's personnel work on a12-hour schedule, as shown in the following table.

TABLE 9-2: Communications Center Shift Schedule

1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30
T	W	T	F	S	S	M	T	W	T	F	S	S	M	T	W	T	F	S	S	M	T	W	T	F	S	S	M	T	W
A	OD	OD	A	A	A	OD	OD	A	A	OD	OD	OD	A	A	OD	OD	A	A	A	OD	OD	A	A	OD	OD	OD	A	A	OD
A	OD	OD	A	A	A	OD	OD	A	A	OD	OD	OD	A	A	OD	OD	A	A	A	OD	OD	A	A	OD	OD	OD	A	A	OD
A	OD	OD	A	A	A	OD	OD	A	A	OD	OD	OD	A	A	OD	OD	A	A	A	OD	OD	A	A	OD	OD	OD	A	A	OD
A	OD	OD	A	A	A	OD	OD	A	A	OD	OD	OD	A	A	OD	OD	A	A	A	OD	OD	A	A	OD	OD	OD	A	A	OD
A	OD	OD	A	A	A	OD	OD	A	A	OD	OD	OD	A	A	OD	OD	A	A	A	OD	OD	A	A	OD	OD	OD	A	A	OD
OD	A	A	OD	OD	OD	A	A	OD	OD	A	A	A	OD	OD	A	A	OD	OD	OD	A	A	OD	OD	A	A	A	OD	OD	A
OD	A	A	OD	OD	OD	A	A	OD	OD	A	A	A	OD	OD	A	A	OD	OD	OD	A	A	OD	OD	A	A	A	OD	OD	A
OD	A	A	OD	OD	OD	A	A	OD	OD	A	A	A	OD	OD	A	A	OD	OD	OD	A	A	OD	OD	A	A	A	OD	OD	A
OD	A	A	OD	OD	OD	A	A	OD	OD	A	A	A	OD	OD	A	A	OD	OD	OD	A	A	OD	OD	A	A	A	OD	OD	A
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Although there are many variations of modified shift schedules including many variations of the 12-hour shift schedule, this variation seems to function appropriately for PCSO. The current schedule allows each dispatcher the ability to have every other weekend off. CPSM does not recommend any changes to the current schedule.

PCSO communications personnel are assigned to their shifts and do not rotate shifts, so in essence they can remain on one shift indefinitely. The department states that everyone is content and happy with their shifts and changing shifts has not been a problem. However, studies have shown that rotating shifts can enhance an employee's satisfaction. Currently, if someone is assigned to the graveyard shift, they are on that shift potentially forever, unless an

opportunity would arise where they could go to the day shift. CPSM recommends that PCSO consider a rotation schedule for dispatchers.

Dispatcher Stress

Police dispatchers perform a complex and stressful function, but the critical role they play is often misunderstood by police administrators, police officers, and citizens. Police dispatchers must be able to handle incoming calls, dispatch police officers, transfer calls to appropriate agencies, coordinate multiple units for emergency calls, record computer requests by field units, and process written reports in some cases. Police dispatchers experience specific stressors unique to their position. These stressors include being relegated to a low position within the police department hierarchy, insufficient training, lack of support and positive reinforcement from police officers and managers, shift work, lack of control, antiquated equipment, confinement and lack of interpersonal communication, lack of breaks, negative citizen contacts, lack of personal development, and insufficient pay.

Experts suggest a number of recommendations that might diminish occupational stress associated with dispatch work. This includes the following: designated quiet rooms; ergonomically sound equipment and properly ventilated rooms; consistent rotating shifts; explicit guidelines for handling difficult calls; proximal feedback about outcomes of (particularly difficult) calls; positive feedback from supervisors; regular mandatory educational programs; and institutionalized paid stress leave. Additionally, it is recommended that all dispatchers receive an annual psychological debriefing with a psychological professional.

Training

Because of the complexities of the dispatcher position, personnel should receive ongoing professional training so that they remain highly trained. However, there is no ongoing professional training occurring at PCSO after the dispatcher is initially fully trained. CPSM recommends the dispatchers attend the Association of Public Safety Communications Officials (APCO) conference each year to receive additional training.

Dispatch supervisors do not attend supervisory training. Supervisors should attend supervisory training that focuses on the following subjects:

- Values and Ethics.

- Role Identification / Stress.

- Leadership Styles/Assertive Leadership.

- Legal and Liability Issues.

- Employee Performance Appraisal and Employee Counseling/ Discipline.

- Communications / Employee Relations and Administrative Support.

Entry-level Training

New dispatchers hired by PCSO must successfully pass a rigorous training program consisting of four to six weeks in each the following positions:

- Call taker.

- Fire dispatcher.

- Prime 2 (records checks).

- Prime 1 (police dispatch).

In any of those four segments of their training program, the dispatcher can be extended for a short time until they successfully pass that phase of training. During each phase of the training, the new dispatcher is assigned to one specific person during the entire phase. Most, if not all, PCSO dispatchers didn't attend Basic Dispatcher School until they had already passed the OJT at the agency.

CPSM recommends that department create a Dispatch FTO manual similar to what new recruit deputies use during their training in order to document the dispatcher's training.

Tactical Dispatch Training
The primary objective of a tactical dispatch team (TDT) is to assist patrol during high-risk incidents, SWAT operations, and planned special events. Tactical dispatchers support the incident tactical commanders in the execution of their duties during the course of a critical incident. A tactical dispatcher's duties include, but are not limited to:

- Act as the primary dispatcher for high-risk or planned events on a dedicated radio channel.

- Understand/decipher radio traffic re: tactical communications.

- Assist in logistical planning re: special events or command post operations.

- Familiar with the policies and procedures regarding department protocol for tactical operations.

- Deploy with the SWAT team for high-risk or planned events.

- Scribe negotiations.

- Brief critical information to specific commanders based on their duties and responsibilities.

- Assist the Incident Commander with maintaining radio traffic in-field.

- Create maps, diagrams, or sketches to assist command staff.

- Work alongside outside agencies during large-scale mutual aid events.

- Maintain personnel rosters, check-in forms, and unit location changes.

- Perform creative and unfamiliar mutual aid operations as necessary.

CPSM recommends that department send at least two dispatchers to Tactical Dispatcher Training.

Telephone Call/Workload Demand
In addition to serving as the 911 Public Safety Answering Point (PSAP) where all 911 calls are received, the unit also receives various other calls via the department's telephone lines. In 2021, the Center answered a total of 144,131 incoming telephone calls. This equates to an average of one call every 3.64 minutes. Of course, call volume would be higher during peak activity times, and lower during slower times of the day. Of that number, 48,685 (33 percent) were 911 calls. The remaining 95,446 (67 percent) were nonemergency and/or general business calls.

In 2022, the Center answered a total of 134,338 incoming telephone calls. This equates to an average of one call every 3.91 minutes. Of course, call volume would be higher during peak activity times, and lower during slower times of the day. Of that number, 42,857 (31 percent)

were 911 calls. The remaining 91,481(69 percent) were nonemergency and/or general business calls. This represents a significant volume of nonemergency call activity for the center.

In CPSM studies, 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.

In the table that follows, we compare incoming call demand from 2021 and 2022.

TABLE 9-3: Telephone Incoming Call Load and Radio Dispatches, 2021 and 2022

Year	2021	2022
All Calls	144,131	134,338
911 Calls	48,685	42,857
911 % of Total Calls	33.62%	31.90%
General Information Calls	95,446	91,481

As seen in the above table, in 2021, 66 percent of telephone calls received by the Center were non-911 calls. In 2022, 68 percent of the calls were non-911 calls. While some of these calls are appropriately handled by dispatch, in many cases, dispatch simply re-routes the caller to the appropriate party. These nonemergency calls can have a significant negative impact on the 911/dispatch operation.

High-Priority Calls

All law enforcement agencies prioritize calls for service based upon the seriousness of the call. The highest priority calls are referred to as Priority P calls. While department's definitions of a Priority P call may vary from agency to agency, such calls should include those involving life safety and in-progress crimes. For such calls, citizens expect and demand that their police department be adequately staffed and prepared to respond in a timely fashion. While the data report contains considerable information concerning response times to all priorities of calls for service and should be reviewed in its entirety, here we will focus on the highest priority of calls for service.

The following table shows the average response time to Priority 1 calls as well as all other calls (all other priorities). Data calculations are based on what is commonly practiced at law enforcement agencies: 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 9-4: PCSO Average and 90th Percentile Response Times, by Priority

Priority	Minutes			Calls	90th Percentile Response Time, Minutes
	Dispatch	Travel	Response		
1	3.4	12.3	15.7	4,771	28.3
2	4.9	16.6	21.5	4,603	41.4
3	5.1	16.2	21.3	1,544	41.5
4	10.5	17.2	27.8	6,848	62.6
Unknown	1.9	10.9	12.9	11	17.2
Total	**6.7**	**15.7**	**22.3**	**17,777**	**45.8**
Injury accident	2.8	8.4	11.2	325	18.4

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

The table's data shows that the dispatch time for a priority 1 call is 3.4 minutes. That dispatch time when dispatching life safety and in-progress crime calls is excessive. Again, although there is no national benchmark for the dispatch time of calls, most law enforcement agencies strive for a P-1 call to be dispatched within 60 to 90 seconds. CPSM recommends that PCSO review its process of dispatching calls in order to reduce the P-1 dispatch time.

As well, a total response time of 15.7 minutes to a priority P-1 call seems excessive when dealing with a life-safety incident or an active shooter or other aggravated assault. However, because of the immense distance a deputy must sometimes travel in Pulaski County to reach a call, it might not be that excessive given there are usually only six deputies working for the entire county. There are just too many variables associated with the travel time to identify a consistent reason for these lengthy times. Things such as traffic conditions, what the officer is doing when assigned the call, and the distance that the officer must travel when assigned the call all affect travel time.

Response Times

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 processing and travel time. Dispatch processing 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.

The computer-aided dispatch (CAD) system has been programmed to assign priorities to calls based upon the nature of the call. Best practices are to always review the assigned priorities for relevancy and community expectations. PCSO should annually review the priorities it assigns to calls to ensure they are still appropriate.

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FIGURE 9-2: Average Response Times, by Hour of Day, Winter and Summer 2022
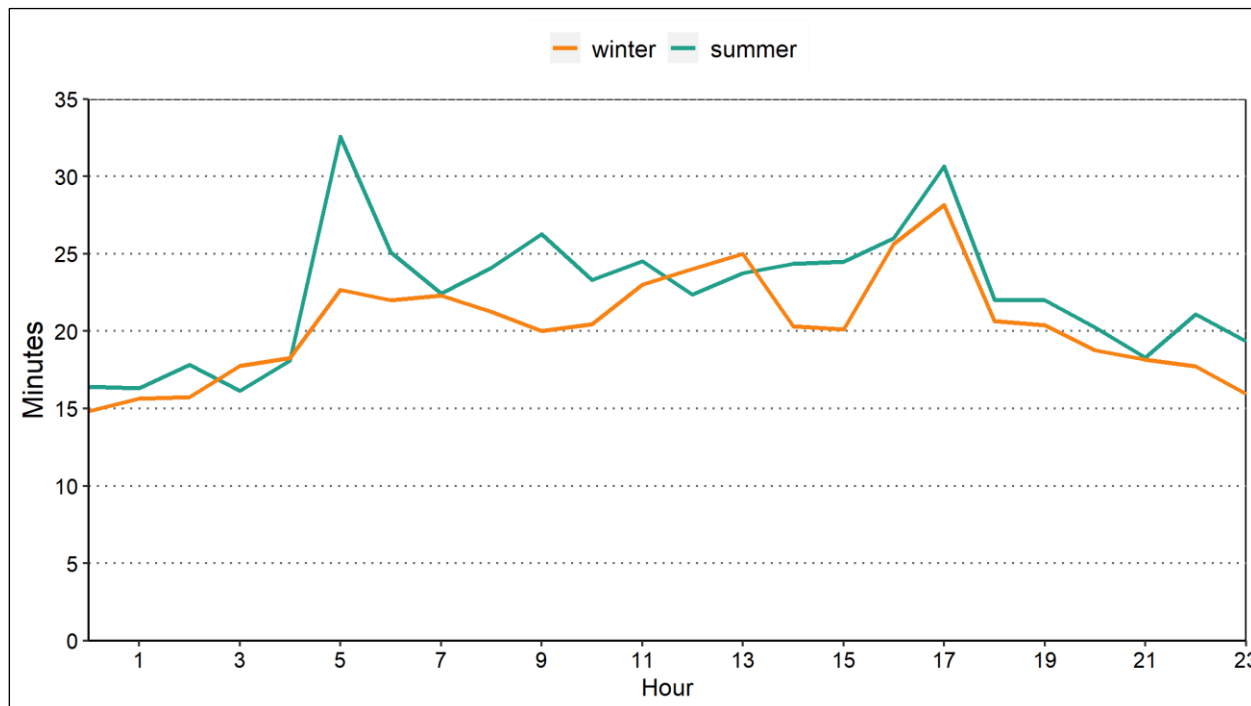
Observations:

- Average response times varied significantly by the hour of the day.

- In winter, the longest response times were between 5:00 p.m. and 6:00 p.m., with an average of 28.2 minutes.

- In winter, the shortest response times were between 12:00 a.m. and 1:00 a.m., with an average of 14.8 minutes.

- In summer, the longest response times were between 5:00 a.m. and 6:00 a.m., with an average of 32.6 minutes.

- In summer, the shortest response times were between 3:00 a.m. and 4:00 a.m., with an average of 16.2 minutes.

- Police response times are taking longer in many jurisdictions across the United States and experts attribute that to departments struggling with staffing shortages created when large numbers of officers quit or retired. For a high-priority call (emergency call) the average response time can be as low as 3 minutes to as long as 15 minutes. There are no national benchmarks for law enforcement responses; however, most police agencies would like to see a four- to six-minute response time to high-priority calls..

- As observed in the table above, all of PCSO's calls for service, whether it be winter or summer, have an average response time of 15 minutes or above. Although sometimes there are several variables that affect an officer's response, this average response time is high compared to other law enforcement agencies we have studied. However, oftentimes the geographic size of the beat areas that sheriff's departments often patrol can be extremely

large in size compared to municipalities, which may have much smaller beat areas. This could account for much of the time involved in their responses. Also, the number of personnel working at any given time could account for an extended response time. If fewer deputies are working and are having to handle a larger area, they oftentimes must travel a farther distance than if more deputies are working.

■ It is also not unusual to see higher response times during the morning and afternoon hours. That higher response time is due to the amount of traffic associated with people travelling to their work from their home in the morning, and from their work to their home in the evening.

FIGURE 9-3: Average Response Time Components, by District
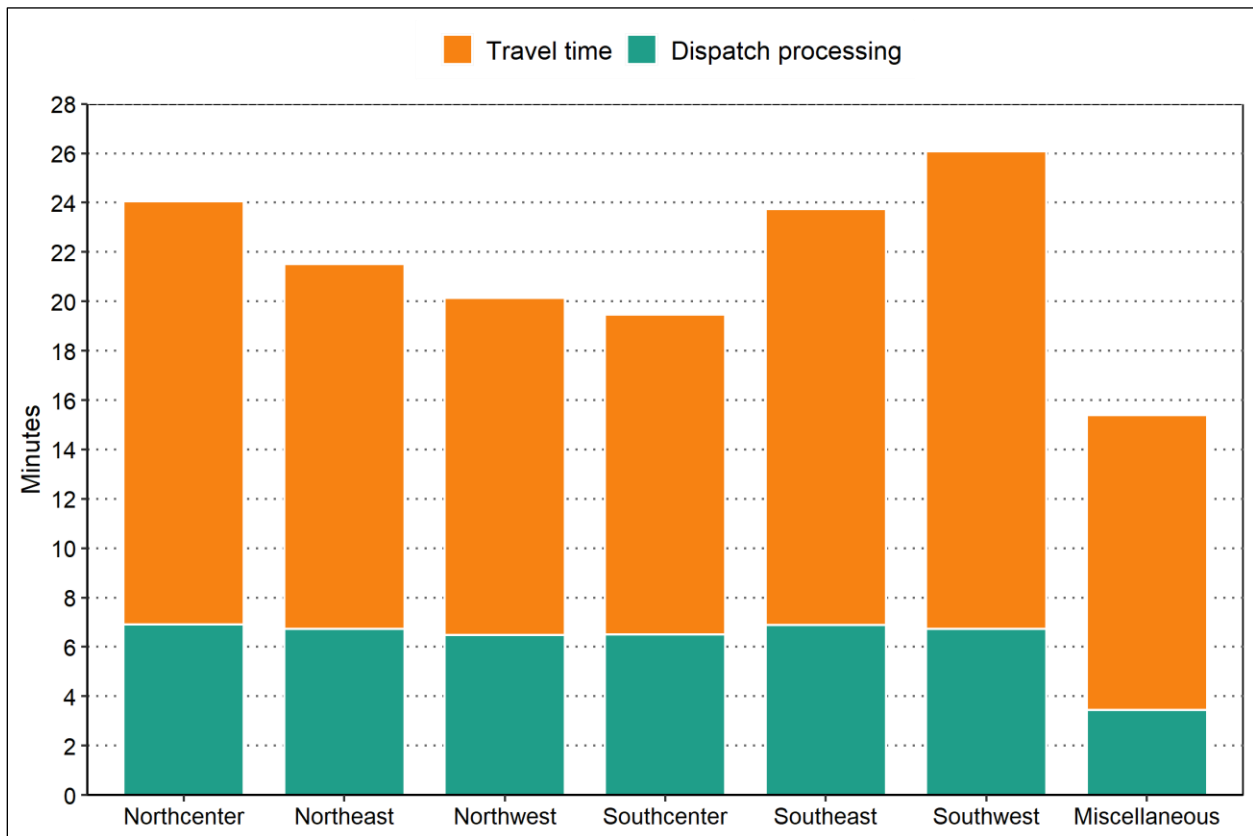
TABLE 9-5: Average Response Time Components, by District

District	Minutes			Calls
	Dispatch	Travel	Response	
Northcenter	6.9	17.2	24.1	3,805
Northeast	6.7	14.8	21.5	2,733
Northwest	6.5	13.7	20.1	2,784
Southcenter	6.5	13.0	19.5	3,568
Southeast	6.9	16.9	23.7	2,156
Southwest	6.7	19.3	26.1	2,613
Miscellaneous	3.4	12.0	15.4	118
Total	**6.7**	**15.7**	**22.3**	**17,777**

Observations:

- Districts share similar average dispatch processing times, about 6 to 7 minutes.

- Excluding calls in the miscellaneous category, the Southcenter district had the shortest average response time.

Quality Assurance

The duties and responsibilities of those who serve our communities by accepting and processing emergency calls from the public have grown exponentially over recent years. The industry, as a whole, is challenged by the type and nature of the calls received. Factors that affect the quality of service received can be the heavy workload, constant changes within the PSAP, changes in technology, as well as customer expectations. The process of quality assurance includes reviewing prior performance, keeping operators informed of how they are being monitored, including transparent assessment criteria, and ensuring the latest in data analytics technology is used for the most accurate results. Periodic review of random tape-recorded calls handled by each 911dispatcher or call taker is important to ensure quality control and help to identify training and or performance issues.

Currently, PCSO does not do any quality assurance to check the quality of the phone calls being taken by their dispatchers. With the lone supervisor on each shift working a position the entire shift, it is not surprising that they cannot do those extra things to improve their dispatching accountability.

CPSM recommends that when the PCSO is able to hire the four new recommended dispatchers that it begin a quality assurance program in dispatch.

Communications Recommendations:

- CPSM recommends that when a supervisor takes vacation, is sick, or takes a day off, they be replaced with another supervisor, or at least a senior dispatcher who has had some supervisory training. (Recommendation No. 80.)

- PCSO should annually review the priority levels assigned to calls to ensure they are still appropriate. (Recommendation No. 81.)

- CPSM recommends that PCSO consider a rotation schedule for dispatchers. (Recommendation No. 82.)

- PCSO would be prudent to look at ways that can reduce dispatch time. (Recommendation No. 83.)

- It is recommended that all dispatchers receive an annual psychological debriefing with a psychological professional. (Recommendation No. 84.)

- CPSM recommends that dispatchers attend the APCO conference each year to receive additional training. (Recommendation No. 85.)

- CPSM recommends the PCSO send at least two dispatchers to Tactical Dispatcher Training. (Recommendation No. 86.)

- Supervisors should attend supervisory training. (Recommendation No. 87.)

- CPSM recommends the agency bring in a specialist in design who may be able to redesign the dispatch area into a more comfortable and roomier environment. (Recommendation No. 88.)

- CPSM recommends the department bring in an ergonomic expert to provide an assessment of the current dispatch stations, and attempt to make it more ergonomic friendly for the dispatch personnel. (Recommendation No. 89.)

- CPSM recommends that when the PCSO is able to hire the four new recommended dispatchers that it begin a quality assurance program in dispatch. (Recommendation No. 90.)

RECORDS UNIT

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 also performed by the unit. Among the general duties performed daily are: expunging reports that are sealed by the court; answering telephone calls related to the records operation; handling walk-in customers at the front desk; organizing and maintaining reports in various databases; processing requests for criminal background checks; receiving and verifying payment for process changes, bonds posted, and miscellaneous billings; preparing bank deposits; organizing citations and sending originals to the court; and sorting and distributing the department's mail.

In addition, the unit also produces reports for NIBRS reporting, warrant statistics, validations, bank reconciliations, and bank audit records.

Policies concerning the unit can be found in the General Policy of the Sheriff, Sections 06-025 (Entry of Warrants) and 08-010 (Warrant Service Notification). Both sections were last reviewed and updated in May 2020, and another review was supposed to be completed in May 2021. However, it does not appear that the review was conducted.

The records management system (RMS) used by PCSO is OSSI Central Square and is an integrated law enforcement software product offered by Tiburon. The Records Supervisor did not know when the RMS was last updated, nor was she aware of when the next one would take place. The only reported problem with the system regarding the Records Unit is the NIBRS monthly reporting does not pick up the previous month's changes and updated incidents. The manager did not know when the next RMS upgrade was going to occur.

Records Staffing

The Records Unit is under the Administrative Support Division, which is commanded by a Captain, and overseen by the Training Lieutenant. The Records Supervisor handles the day-to-day management of the Records Unit, and provides direct supervision to the records clerks. The following table shows the current staffing assigned to the Records Unit.

TABLE 9-6: Records Unit Personnel

Rank	Authorized	Actual	Vacant
Police Records Supervisor	1	1	0
Enforcement Clerk	5	4	1
Total	**6**	**5**	**1**

At the current time, the Records Unit has one vacancy (enforcement clerk) which is still funded, and the department is in the process of hiring a person for that position.

Workload Demands

The unit does not serve as the general telephone answering point for the agency and only handles Records-related calls during their hours of operation.

All members of the unit are cross-trained in every aspect of the unit, and assigned work is governed by a weekly duty roster.

Almost every records unit studied by CPSM suffers from a backlog of data entry; however, PCSO does not. According to the Records Supervisor, their backlog in data entry does not usually exist beyond a day.

Work Schedules/Public Access Hours

Records personnel work a 5/8 schedule Monday through Friday. The Records Supervisor and clerks all work 8:00 a.m. to 4:30 p.m.

The public counter is open Monday through Friday from 8:00 a.m. to 4:30 p.m.

CPSM recommends the department consider allowing the Supervisor and clerks to work a modified shift schedule. Modified work schedules allow employees to work a different schedule than normal. Some of the benefits that have been noted regarding employees working a modified schedule are (1) improved employee productivity, (2) reduced operating costs, (3) increased employee retention, and (4) improved hiring potential. CPSM would recommend a 4/10 work schedule change for the unit.

An added benefit for the community with the modified schedule would be that the unit could remain open longer in the afternoon for those who would not be able to make it in to get a report by 4:30 p.m.

The change to a modified work schedule would be an easy transition for the unit. The following table shows a recommended schedule.

TABLE 9-7: Possible Modified Work Schedule for the Records Unit

	Mon.	Tues.	Wed.	Thurs.	Fri.	Sat.	Sun.
2 clerks	7:30 a.m. to 5:30 p.m.	7:30 a.m. to 5:30 p.m.	7:30 a.m. to 5:30 p.m.	7:30 a.m. to 5:30 p.m.	OFF	OFF	OFF
2 clerks	OFF	7:30 a.m. to 5:30 p.m.	7:30 a.m. to 5:30 p.m.	7:30 a.m. to 5:30 p.m.	7:30 a.m. to 5:30 p.m.	OFF	OFF

The Records Supervisor could then decide which shift she would prefer to work.

Records Retention Schedule

The unit abides by the state's Record Retention Laws for Arkansas Municipalities, which was last revised by the state in November 2017.

FBI NIBRS Reporting

Virtually all law enforcement agencies provide statistical data to the FBI on crime rates and clearances. Essentially, under NIBRS criteria, an incident of crime is reported as a single crime, even in the event of multiple offenses within that one incident. The reported offense is for the

most serious of the crimes from that single incident. For instance, an armed robbery that included an aggravated assault is reported as one incident, an armed robbery.

At the Pulaski County Sheriff's Office, the responsibility for reporting crime rates rests with the Records Unit, specifically the Records Supervisor. While this would seem to be a simple, straightforward task, it is anything but. To ensure consistency in reporting, the FBI has issued strict and detailed guidelines regarding classification and crime clearance criteria (coding). Among the important aspects of such reporting is to allow for the reporting agency to effectively measure its crime-fighting and solvability rates against other communities. This is not to be used to grade an agency against any other agency, but rather, to be used as a tool to better identify crime-fighting strategies and measure the effectiveness of the department and its investigators in solving crime. Should the department have low solvability (clearance) rates, or extraordinarily high rates, examination of the reasons should be undertaken. It may suggest a performance anomaly, or it may stem from improper coding.

While preventing crime is of utmost importance to law enforcement agencies, solving crime should also have parity. The solving of crimes, which results in the prosecution of offenders, not only prevents future crime, it also provides much-needed closure to crime victims. Clearance rates, as defined and measured by the FBI, are the benchmark for a department's effectiveness in solving crime.

The FBI establishes a three-pronged rule, each of which must be met to clear a case. For FBI reporting purposes, a crime is considered cleared when: (1) a law enforcement agency has arrested the offender; (2) the offender has been charged with the offense; AND (3) the offender is turned over to the court for prosecution (whether following arrest, court summons, or police notice). The arrest of one person may clear several crimes or the arrest of several persons may clear only one crime. There are clearances via exceptional means as well, but the exceptions are extremely limited and result in numbers that are not statistically sufficient to warrant consideration for our purposes here. Examples include the death of an offender or the lack of an extradition treaty with a foreign government in a nation to which the offender has fled.

PCSO currently reports all crimes to the FBI Uniform Crime Reporting Program. The FBI's UCR Program is a nationwide, cooperative statistical effort of nearly 18,000 city, university and college, county, state, tribal, and federal law enforcement agencies that voluntarily report data on crimes in their communities. The UCR Program collects offense information for murder and non-negligent manslaughter, forcible rape, robbery, aggravated assault, burglary, larceny-theft, motor vehicle theft, and arson. These are called Part I offenses and are serious felony crimes.

NIBRS is an incident-based reporting system now being transitioned to and used by law enforcement agencies in the United States for collecting and reporting data on crimes. Data are collected on every incident and arrest in the Group A offense category. Group A offenses are 46 specific crimes grouped in 22 offense categories. In addition to the Group A offenses, eleven Group B offenses are reported with only the arrest information.

At PCSO, this reporting is handled by the Records Supervisor based upon report data entered into the records management system by the deputies. Oftentimes, as in the case of PCSO, Records Unit personnel must spend time ensuring that the crime classifications on the reports are accurate and that the data entered was accurate. During discussion with the Records Supervisor, she said that she spends approximately 1-1/2 hours per day correcting crime data entered by deputies who she believes don't have an accurate understanding of the coding of calls. CPSM recommends the department provide additional training to deputies so they clearly understand how to accurately code a crime.

It was also learned that the Records Supervisor has never attended a training class or conference to understand and report data to NIBRS. What she knows about the NIBRS reporting is self-taught through many phone calls, and conversations with colleagues doing the same job. In fact, she created her own notebook on how to do NIBRS reporting. The Supervisor is to be commended for her diligence and determination in learning the system. Unfortunately, she said that she believes her reporting is only approximately 80 percent accurate because of not having had any training. CPSM recommends the department send the Records Supervisor to NIBRS training so she has a complete understanding when working with NIBRS.

Report Payment Options

The Records Unit accepts checks or cash for payments for police reports and other services. Accepting cash payments can be problematic for an organization.. There is always an opportunity for theft that presents itself to employees when they are working with cash. This does not imply that this is a problem within PCSO; however, there are headlines everyday where municipal employees have stolen from cash deposits. CPSM recognizes the need to continue the acceptance of cash for reports etc., but there must be a very stringent reporting and auditing system in place. CPSM learned that the unit has a robust auditing system for the cash taken in for police reports.

However, since COVID, the Records Unit has not been charging for reports for those individuals requesting them. This is not unusual in that many agencies changed their operations due to COVID and relaxed many policies that had been in place prior to COVID. Now that COVID is no longer such an overwhelming issue, CPSM recommends the PCSO again begin charging a fee for reports.

Obtaining of Police Reports

The department does not use a third-party vendor to make police reports available online. If a citizen is in need of a police report, they must physically come into PCSO facility or send a request by e-mail to the department. In CPSM's experience, the majority of the police reports requested by citizens are to satisfy the demands of their insurance company. When a citizen comes into the department, it requires a records clerk to wait on them, search for the report, make a copy, and then receive payment for the report. Each request, whether it be a walk in, or e-mail request, can take a clerk between 10 and 15 minutes. If that is multiplied times the number of requests, there could be many staff hours involved. CPSM recommends the department considering partnering with a vendor that can provide an online platform where citizens can obtain the reports.

The online option may save a significant amount of staff time. There are several platforms available to law enforcement agencies that provide online access to police crime and traffic accident reports. There are platforms that can be integrated with the department's RMS and because they are web-based, users can access them at any time from any web-enabled device. Each of these platforms (LexisNexis Police Reports, Coplogic,) all allow citizens to access and download a copy of crime reports without leaving their home or office. Most of these platforms also are no cost to the agency using them. By using such a system the PCSO will eliminate manual handling, save time, reduce clerk costs, and increase administrative efficiency. However, one of the biggest advantages to using one of these platforms is the improved service to the public, as citizens and insurance companies can purchase reports online at any time. CPSM recommends the PCSO consider partnering with a vendor that can provide an online platform where citizens can obtain reports.

Records Unit Recommendations:

- CPSM recommends the department consider allowing the Records Supervisor and Clerks to work a modified shift schedule. (Recommendation No. 91.)

- CPSM recommends that the department provide additional training to deputies so they clearly understand how to accurately code a crime when they file a report. Recommendation No. 92.)

- CPSM recommends the department send the Records Supervisor to NIBRS training so she has a complete understanding when working with NIBRS. (Recommendation No. 93.)

- CPSM recommends the department again begin charging a fee for reports. (Recommendation No. 94.)

- CPSM recommends the department considering partnering with a vendor that can provide an on-line platform where citizens can obtain police reports. (Recommendation No. 95.)

TRAINING UNIT

Training is one of the most important functions in a law enforcement organization. One of the primary issues being litigated today involving law enforcement is an agency's *"failure to train"* their personnel. Effective training is critical in providing essential information and minimizing risk and liability. The outcome of effective training can be measured 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, well-written and investigated reports, safe driving records, and appropriate implementation and documentation of use-of-force incidents.

The Training Unit provides training for both the enforcement side of the department and the detention side of the department.

The State of Arkansas Commission on Law Enforcement Standards and Training (CLEST) requires a minimum of 24 hours of annual in-service training for all uniformed members in order to maintain police officer certification. This training must include two hours of firearms qualification, two hours or racial profiling training, one hour of Duty to Intercede training, and 21 hours of "department electives." CLEST does not perform any on-site training audits.

Although the PCSO is mandated to provide 24 hours of continuing professional training, it strives to provide in excess of CLEST's mandated training hours. The PCSO provides much more continuing professional training to its sworn members than to civilian employees.

Training Budget

PCSO is the first law enforcement agency studied by this assessor where the commander of the unit (in PCSO's case the Lieutenant) didn't know how much the training budget was, and had no control of it. On the second day of the site visit, the Lieutenant shared with CPSM that he found out the training budget was $15,000. However, he said that he believes that they far exceed that each year providing training to enforcement deputies. PCSO should consider tracking training expenditures to determine how much it actually spends, and then create a line item in each year's budget for training. The Lieutenant should also have some responsibility in controlling the unit's budget.

Training RMS

All training records are maintained in the ACADIS system (the training system used by the Arkansas Commission on Law Enforcement Standards and Training), and also the department's platform Zuercher. The department also has some training records in Excel spreadsheets, and Access databases. CPSM recommends documenting all training into one database instead of in multiple locations.

Training Calendar

CPSM recommends that each department have a training calendar that is for a full year. PCSO has a training calendar that identifies its training schedule only two months in advance. Having a training calendar that describes training a year in advance greatly assists with scheduling.

Training Division Full-Time Staffing (Enforcement)

The Training Division is commanded by a Lieutenant who reports directly to the Chief Deputy of Enforcement. Reporting to the Enforcement Lieutenant are the following personnel:

TABLE 9-8: Training Unit Staffing

Positions (Enforcement)	2022 Budgeted	2022 Vacancies
Lieutenant	1	0
Sergeant*	2	1
Deputy**	2	1
Professional staff	2	0
Total	**7**	**2**

Notes: *Sergeant position is funded but cannot be filled due to staffing issues.
**Deputy position is funded but has not been filled in some time.

According to the training lieutenant, other than the vacancies identified that need to be filled, the training unit can adequately meet the needs of providing the current mandated training. CPSM recommends the agency fill the vacant positions as soon as possible.

Recruit Training Academy

The Pulaski County Law Enforcement Training Academy hosts only PCSO recruits at this time. PCSO provides recruit training for both the enforcement side of the agency and the detention side of the agency. When Sheriff Higgins began his first term as sheriff in 2019, one of the goals he wanted to accomplish was for the agency to begin operating its own training academy. Prior to the agency operating its own training academy, it used the Arkansas State Recruit Academy. One of the state's academy locations is in central Arkansas and is relatively close to Little Rock. Currently, the department operates two recruit academies a year for the enforcement side of the agency.

The first training academy presented by the agency began in 2020 and was a recruit academy for the detention side of the agency. The agency's first recruit academy class had 9 recruits and graduated 8. In 2021 the academy began with 15 recruits and lost 5. In 2022, the academy began with 23 and lost 3. According to a Department of Justice study, 75 percent to 85 percent of recruits who enter a police academy graduate from that academy. There are a variety of reasons why they don't, for example, the job isn't what they thought, not a good fit for them, poor decision making, cheating, poor physical fitness etc. PCSO's graduation rate is about average for agencies studied by CPSM.

Operating a recruit academy can be time-intensive and sometimes cost prohibitive. In the last two years, the PCSO graduated only 30 recruits from its academy. For each recruit class, the agency uses approximately 15 instructors who are all PCSO deputies. At times, the agency will outsource some of the legal training to private attorneys. CPSM recommends the department do a cost analysis and determine if operating its own academy is fiscally prudent to do so.

Recruit Pre-Academy Training Class

Many law enforcement agencies are finding success in enhancing their graduation rates with recruits when they provide a pre-academy training class. The pre-academy training classes are designed to enhance the successful completion of the law enforcement basic academy. Pre-academy classes usually include physical training programs as well as an academic orientation. Some of the classes offered are report writing, cultural diversity, leadership, professionalism, and ethics.

It was learned that PCSO does offer some training for the new recruits prior to the regular academy dependent upon when they are hired by the agency. If they are hired several weeks prior to the start of the basic academy, the agency will provide some academic training and physical training. CPSM recommends the department consider providing a pre-academy class to enhance the success of the recruits in the basic academy.

Training Facility

PCSO operates its recruit training academy in a stand-alone building on the Admin/Jail campus that is referred as the *"annex."* One of the most significant things about the building is that it has no restroom. Recruits must walk up to the main building on the campus to use the restroom. It is imperative the agency find an alternative to the current model of the recruits having to walk to the administration building to use the restroom.

It was learned that the "annex" could use new technology in order to provide a better quality of training.

When the department offers an emergency vehicle operations course it must utilize the Arkansas State Fairgrounds or a facility owned by Jacksonville PD.

Range

At the time of the site visit, the agency had just lost its lease to a privately owned range it was utilizing for firearms training. However, the PCSO is confident that it will be able to locate another facility that can be used for firearms training.

Reserve Deputy Program

PCSO's Reserve Deputy Program is a group of upstanding citizens who volunteer their time to the Pulaski County Sheriff's Office. The reserve deputies are utilized to provide two-person patrol units and other services and activities as required. Some of the extra activities that reserve deputies perform are:

- Child fingerprinting.

- Community awareness and safety.

- Security for various events, such as the Arkansas State Fair and the Special Olympics.

- Reserve deputies are also on an "on call" basis to respond to aid in the event of a natural disaster.

Individuals selected must undergo a vigorous background investigation and successfully complete certification guidelines as outlined by the State of Arkansas Commission on Law Enforcement standards and Training.

Currently, PCSO has 28 reserve deputies. Of those, only five have successfully passed FTO training and can work solo in the field. In today's reality, where every law enforcement agency is facing the problem of being understaffed, reserve deputies can greatly assist an agency. CPSM recommends the agency emphasize its recruitment of citizens who want to be reserve deputies.

Quartermaster

In addition to the responsibility of training all the deputies in the department, the Training Unit is also responsible for quartermaster duties for the department. The quartermaster is responsible for coordinating the provision of equipment and equipment repair to ensure operational readiness, and for maintaining the supplies needed in the daily operation of the Sheriff's Office. With more than 600 deputies (Sworn/Detention) in the agency, that can be a daunting task. Currently, a sworn deputy has the responsibility of being the quartermaster. In many law enforcement agencies, the quartermaster duties are handled by a civilian employee as opposed to a sworn employee. There is nothing in the job specifications that would require the position to be filled by a sworn employee. CPSM recommends the agency create a new civilian quartermaster position, thus relieving the sworn deputy of the responsibility.

Training Recommendations:

- CPSM recommends documenting all training into one database instead of in multiple locations. (Recommendation No. 96.)

- CPSM recommends the agency fill the vacant positions as soon as possible. (Recommendation No. 97.)

- It is imperative the agency find an alternative to the current model of the recruits in training having to walk to the administration building to use the restroom. (Recommendation No. 98.)

- It was learned that the "annex" could be equipped with new technology in order to provide a better quality of training to the recruits. (Recommendation No. 99.)

- CPSM recommends that the PCSO have a training calendar that is for a full year. (Recommendation No. 100.)

- CPSM recommends the department do a cost analysis and determine if operating its own academy is fiscally prudent to do so. (Recommendation No. 101.)

- CPSM recommends the department consider providing a pre-academy class to enhance the success of the recruits in the basic academy. (Recommendation No. 102.)

- CPSM recommends the agency emphasize recruitment of citizens who want to be reserve deputies. (Recommendation No. 103.)

- CPSM recommends the agency create a new civilian quartermaster position, thus relieving the sworn deputy of the responsibility. (Recommendation No. 104.)

- PCSO should consider tracking training expenditures to determine how much it actually spends, and then create a line item in each year's budget for training. The Lieutenant should also have some responsibility for controlling the unit's budget. (Recommendation No. 105.)

PERSONNEL, RECRUITMENT, AND RETENTION

Professional Standards Unit

The Professional Standards Unity is led by the Division Lieutenant, who reports directly to the Chief Deputy of the Enforcement Bureau. The main responsibility of this unit is to ensure the personnel integrity of the Sheriff's Office on both the enforcement side and detention side of operations. For this review, CPSM did not examine the detention side of operations even though some responsibilities of the employees overlap, are shared, or exist holistically. It is the responsibility of the Professional Standards Unit to thoroughly investigate citizen, employee, and administrative complaints regarding misconduct or lack of performance by Sheriff's Office employees. This team is also responsible for Recruitment, Hiring, Background Investigations and is accountable for investigating employee Uses of Force and Shows of Force. The internal affairs function was examined earlier in this report.

FIGURE 9-4: Professional Standards Unit
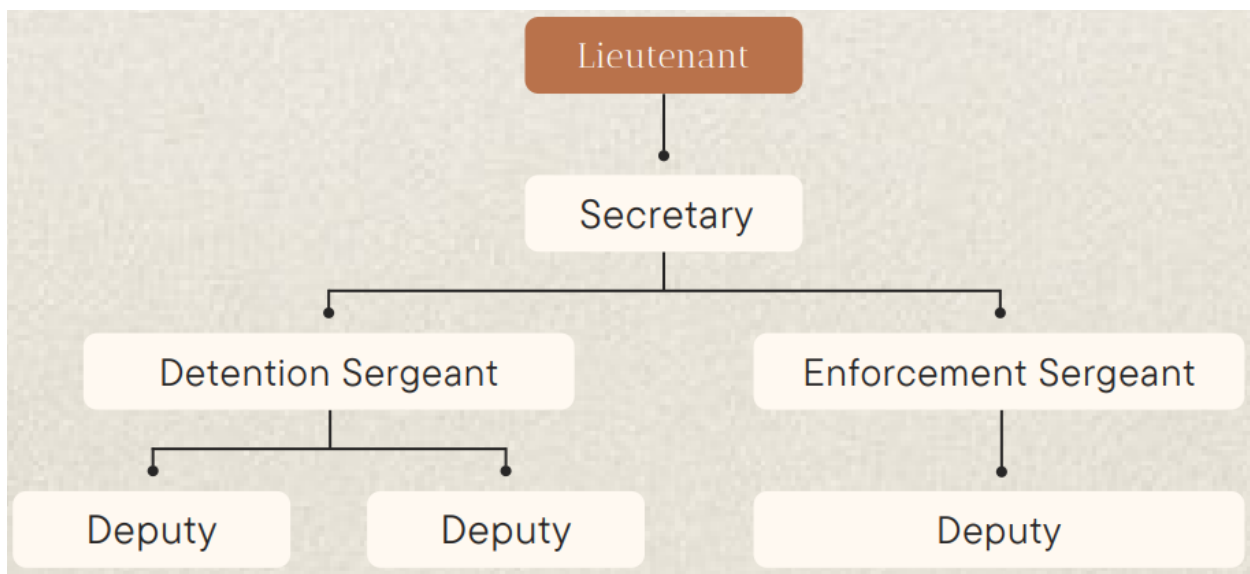
Source: Pulaski County Sheriff's Office

The Professional Standards organization chart provided to CPSM shows position assignments as outlined above. At the time of the CPSM site visit, the civilian secretary position was vacant; all other positions are sworn positions. The Lieutenant position's inclusive responsibilities cover many areas of supervision that include but are not limited to: the supervision of administrative and background investigations, recruiting, managing software solutions such as the IAPro (case management) and Blue Team (incident reporting) platforms, overseeing employee monthly drug screening, reviewing citation books, scheduling of administrative hearings, quarterly performance checks of employees through the Arkansas Crime Information Center, the drafting, updating, and publishing of department policies, financial audits, as well as instruction at the police academy. Many of these disciplines are covered in General Policies 03-001 through 03-014.

Two Sergeants are assigned to the Professional Standards Unit and have similar responsibilities, but each is singularly assigned to cover either Detention or Enforcement Operations. The Sergeants are internal affairs investigators who supervise background investigations, conduct drug screening, input data into the Blue Team platform, and receive walk-in or phone complaints. The deputies are assigned as background investigators and who perform these

functions when processing new employees and volunteer backgrounds. One background investigator serves as the agency's photographer, and another is the recruiting deputy.

Recruitment

Hiring, recruiting, and maintaining expert sworn law enforcement officers is one of the most important functions for the future of any law enforcement agency as well as succession planning. As of this writing, the PCSO had one sworn enforcement deputy position and 43 sworn detention deputy vacancies. The PCSO year-end review for 2023 showed 368 applications came through the enforcement side of the Sheriff's Office while 619 applicants were received for the detention side. This is close to 1,000 applications.

The Pulaski County Sheriff's Office must continually adapt to the needs of the community and evolve to obtain the best officers who possess a skill set geared toward a positive culture and community interaction. Recruitment is handled by the PSU Lieutenant and the ancillary recruiting deputy. Current job openings and a dedicated portal are posted on the PCSO's home page, which enables applicants to understand the process and provides instant application links. Additionally, this team utilizes social media as a recruitment tool for both enforcement and detention deputies, as well as reserve deputies. A search of the social media accounts showed recruitment posts that were clear, current, and efficient to applicants, utilizing QR codes for easy access and further information inquiries as seen in the following figure.

FIGURE 9-5: Sample PCSO Recruiting Posting on Social Media

Source: PCSO Facebook Postings

According to staff, recruiting efforts occur at historical black colleges and other universities across Arkansas; at various job fairs such as the Arkansas Workforce, Goodwill Inc., and Little Rock Job Corps; various high schools; the Conway Expo Center; the Watershed; the North Little Rock Health Fair; numerous community festivals; and Hispanic Community Heritage Events. This plan of action can help create a diverse workforce, including recruitment of lateral officers who

are certified from other departments. In terms of how the PCSO sworn staff demographics align with the demographics of the county, the PCSO provided a diversity breakdown from 2021 to CPSM that is shown in the following table.

TABLE 9-9: Pulaski County Demographics Compared to PCSO Demographics

	Total	Male	Female	White	African-American	Hispanic	Asian	LGTBQ
PCSO Sworn	126	89.47%	11.10%	40.15%	48.09%	1.58%	0%	UNK.
Pulaski County demographics*	400,000	48%	52%	56.5%	38.3%	6.5%	2.3%	

Note: *2021

Public safety agencies are facing ever-increasing pressure to ensure the racial, ethnic, and gender diversity of their employees aligns with the racial, ethnic, and gender diversity found in their communities. Police agencies that are rich in diversity are simply more likely to garner trust among all citizens because the agency is reflective of the community and is inclusive of officers of many backgrounds and experiences. As can be seen in the table above, the department is severely under-represented in female sworn officers. The staffing rosters for 2021 show that the PCSO had just 23 sworn positions held by females, not including supervisors or command staff. CPSM recommends PCSO continue to monitor and refine its recruitment plan biannually and work with the Human Resources Division to strive for a workforce that reflects the community, and place more focus on sworn female recruits and positions of leadership.

There are many strategies that can be used to focus on the hiring of females:

- Target gyms, women's sports teams, outdoor clubs, martial arts schools.

- Target the women in the army reserves, ROTC, military bases.

- Target women who engage in traditionally male hobbies.

- Target places that women frequent.

- Target community college women's sports programs.

Hiring Bonus

Law enforcement agencies across the country—large and small—are resorting to desperation-level tactics to recruit officers because a perfect storm of retirements, public scrutiny, and fear has drained the pool of public safety candidates. A 2021 report by the Police Executive Research Forum called the struggle to recruit officers and the sharp increase in resignations and retirements among existing ones a "workforce crisis." Many agencies have begun offering signing bonuses for experienced police officers and recruit officers to come to work for their agencies.

PCSO is currently offering a $5,000 hiring bonus to attract recruit level and experienced level law enforcement personnel. Other law enforcement agencies in the immediate area are providing slightly higher hiring bonuses; however, those other agencies are also struggling with finding and hiring qualified candidates. Although hiring bonuses are becoming commonplace in law enforcement, they are not always achieving the results that they are designed to achieve. Many departments are losing personnel who collect the hiring bonus when hired, and then still leave for other agencies. CPSM recommends that PCSO evaluate whether their hiring bonus is achieving what it is designed to achieve and determine if it should continue to be offered to attract candidates. If PCSO determines that the hiring bonus is in fact assisting them in hiring

qualified candidates, then it should continue to be offered by the agency. If it is determined that it is not, then PCSO must look at whether the amount they are offering should be raised to attract qualified candidates.

Hiring/Background Investigations

All candidates are encouraged to submit applications online to the County's Human Resource Department. Anyone meeting the standards will then be referred to the PCSO for further processing that includes an interview, extensive background checks, physical requirements, a written exercise, and psychological evaluation. PCSO currently utilizes three sworn deputies for conducting background checks on applicants. The unit advised CPSM that they averaged approximately 243 background checks, for all positions both Enforcement and Detention, over the past few years. This process, which is very time-consuming, could be outsourced to qualified retired annuitants or a third-party service provider. This which would allow the deputies to go back into fieldwork, add to the ranks of the enforcement team, or fill other sworn vacancies. CPSM was also advised that 267 applications for detention positions were backlogged and not yet into the Blue Team tracking system at the time of our site visit.

CPSM verified the sworn position requirements posted on the Pulaski County Human Resources web page, which includes a sign-in and application portal. Once hired, recruits will attend an enforcement academy class that runs twice a year as sponsored by and instructed by the PCSO. The class is held in the training annex. The class runs for 1,001 training hours. Upon successful completion, new deputies will enter into a 14-week Field Training program where they partner with an experienced training deputy. CPSM was provided with statistics of academy training and graduation rates as noted in the following table.

TABLE 9-10: PCSO Academy Enrollment and Graduation

Year	Attended	Graduated
2020	9	8
2021	15	10
2022 (YTD)	12	9

Source: Data provided by PCSO's Professional Standards Unit.

CPSM recommends that PCSO establish an employee referral system (ERS), a recruiting tactics that is advocated by the International Association of Chiefs of Police. An employee referral system has been shown to be one of the most effective recruitment techniques available. Every deputy in the department can be a potential recruiter. Much of the success of referral systems is attributed to deputies doing some form of informal assessment of an individual in the community to determine if they could perform well within the organization before approaching them or making a recommendation to the agency. Some research has found that officers who are recruited through employee referral systems are more likely to succeed in the selection process and be retained by the agency.

CPSM recommends the PCSO expand its recruitment techniques by reaching out to religious organizations and also evaluate development of an internship program for individuals interested in the law enforcement field.

Retention

An overarching goal of any law enforcement organization should be to maximize the factors attracting employees into an organization and limiting those factors pushing employees out of the organization. PCSO is struggling to retain deputies, with many leaving after completing their initial academy training and field training. As noted in the following table, the department has been losing almost 25 percent of its patrol force every year. During the site visit, the assessors heard over and over again from almost everyone in the organization about the issue. In fact, some shared that some recruits aren't even completing the academy before they are leaving for another law enforcement agency. In essence, what is occurring is that PCSO is training recruits for other agencies. That is an expensive proposition, as hiring and training a deputy to the point of solo patrol status can cost tens of thousands of dollars, maybe close to $100,000.

TABLE 9-11: PCSO Retirements and Resignations, 2020–2022

Year	Resignations	Retirements
2020	22	4
2021	15	3
2022	21	4

As seen by the table above, the resignations are extremely high for an agency of PCSO's size. There can be many reasons employees choose to leave a law enforcement agency, from such things as low pay and poor benefits, to poor equipment and poor training. Departments must be diligent in collecting data from those personnel leaving to determine the root causes for their leaving. CPSM recommends that PCSO attempt to contact all employees who have resigned from the agency in the last several years to ascertain their reasons for leaving the agency. Once that is completed, there may be common issues identified that can be addressed by the agency and the county. CPSM also recommends the agency work closely with the county's human resources department to attempt to find solutions to this significant problem.

Personnel, Recruitment, and Retention Recommendations:

■ CPSM recommends the PCSO establish an employee referral system (ERS), a recruiting tool that is advocated by the International Association of Chiefs of Police. An employee referral system has been shown to be one of the most effective recruitment techniques available. (Recommendation No. 106.)

■ CPSM recommends PCSO expand recruitment techniques beyond social media and create deeper contacts through religious organizations and expand programs for individuals interested in the field through internships. The OK Program of Pulaski County and Young Ladies of the Future Mentoring programs at the 2nd Annual Youth Empowerment workshop are excellent examples of PCSO's established partnerships to connect into the community. (Recommendation No. 107.)

■ CPSM recommends PCSO outsource sworn background investigations to qualified retired annuitants or a third-party service provider, which would enable the PCSO to repurpose sworn deputies back into field work, add sworn staff to the needs of oversaturated enforcement teams, or fill other sworn vacancies. (Recommendation No. 108.)

■ CPSM recommends PCSO continue to monitor and revise its recruitment plan biannually and work with the Human Resources Division to ensure a diverse workforce that aligns with community demographics, particularly to recruit female deputies. The Police Executive

Research Forum provides 10 action items for advancing women and strengthening policing in its series called Women in Police Leadership in 2023. (Recommendation No. 109.)

- PCSO should contact employees who have resigned to determine if there are root causes that have resulted in them leaving the organization. (Recommendation No. 110.)

- PCSO should evaluate whether their hiring bonus is achieving what it is designed to achieve and determine if it should continue to be offered to attract candidates. (Recommendation No. 111.)

PUBLIC AFFAIRS UNIT

The Public Affairs Unit handles all media relations, social media, neighborhood information and education, and all Freedom of Information (FOIA) requests. The Public Affairs Unit is managed and supervised by a Lieutenant who reports directly to the Chief Deputy. The Lieutenant has been full-time in the unit since 2016, and prior to that had been in the unit on a part-time basis. The unit is staffed by four full-time personnel. The unit works a 5/8 schedule 8:00 a.m. to 4:30 p.m. Monday through Friday.

TABLE 9-12: Public Affairs Unit Staffing

Position	Current Positions	Vacancy
Lieutenant	1	0
Neighborhood Coordinator	1	0
Media Specialist	1	0
FOIA Clerk	1	0
Total	**4**	**0**

The responsibilities of the members of the Public Affairs Unit, in broad terms, are:

- Lieutenant:
  - Manage and supervise the unit.
  - Act as primary Public Information Officer.
  - Act as back-up when FOIA Clerk is off.
- Neighborhood Coordinator:
  - Supervise and facilitate the Crime Watch program.
  - Facilitate Neighborhood meetings.
- Media Specialist:
  - Create and distribute all pamphlets provided by the agency.
  - Manage all of the agency's social media (Facebook, Twitter, Instagram, NextDoor).
- FOIA Clerk:
  - Handle all FOIA requests.

Community Involvement

The PCSO works with the community through Crime Watch neighborhood groups. The PCSO ha previously had a "Coffee with a Cop" program; however, it has been several years since it last held an event. Also, in conjunction with the FOP, the department sponsored "Shop with a Cop" several years ago as well. The PCSO should re-energize the two programs and begin providing them more frequently.

The Sheriff's Office is involved in a program in which The Ladies of Harley collect teddy bears and stuffed animals to give to the PCSO. The PCSO then distributes those teddy bears and stuffed animals to children who need comfort when involved in traumatic incidents. It was learned during the site visit that the Training Unit handles the coordination for the program. CPSM recommends that the program's coordination be handled by the Public Affairs Unit, where it seems that it would more appropriately fit with community involvement. CPSM also recommends that the department assess all events and programs the agency is involved in and decide which of these are better handled by the Public Affairs Unit.

Crime Watch

A neighborhood crime watch is comprised of a group of concerned citizens who work together with law enforcement to help keep their neighborhood safe. The National Sheriff's Association and the Department of Justice implemented a national Neighborhood Crime Watch program in 1972. PCSO's Crime Watch groups are geographically spread throughout the county. The program has approximately 100 participants and the leaders of the groups meet regularly to discuss current issues and to share ideas.

Business Watch

PCSO does not participate with local businesses in a Business Watch Program. Modeled after Neighborhood Watch, Business Watch takes the "neighbors looking out for neighbors" concept to the commercial level, creating a partnership between business, law enforcement, and other organizations that represent business interests. The Business Watch philosophy is straightforward— Take control of what happens in your business community and lessen your chances of becoming a victim.

Business Watches actively reduces and prevents crime through cooperation and education. Programs vary according to need; however, successful groups adhere to these fundamental steps:

- Promote communication and understanding between law enforcement and business.

- Encourage and enhance cooperation among merchants.

- Teach merchants to crime-proof their own properties, watch over neighboring businesses, and document and report suspicious activity.

- Develop a telephone tree and/or email distribution list to quickly disseminate information about area crime.

- Develop signals to activate in adjacent businesses when someone needs help.

PCSO should implement a Business Watch Program with the businesses within the county.

Citizen's Academy

PCSO has not conducted a Citizen's Academy for a few years. However, at the current time, it does have a class through the Citizen's Advisory Group but which is not open to the general

public. A Citizen's Academy program is designed to acquaint community residents with the activities of their local law enforcement agency. An academy is a great way to interact with the community and present information at the same time. Typical classes one might find in a Citizen's Academy are ethics, use of force, firearms training, SWAT demonstrations, K-9 demonstrations, and a ride-along. It was learned that the next academy will be open to the public.

Chaplain Program

The Sheriff's Chaplain Program is a partnership with various faith-based leaders of the community who respond and assist law enforcement agencies to provide an overall better quality of life to the citizens and community. The goal is to have law enforcement and clergy work together during times of crisis or incidents so a compassionate response is provide to those in need. The faith-based leaders engage in support of an emotional, social, or spiritual nature.

The PCSO Chaplin Program has been in existence for many, many years. One chaplain in the program has been involved for 33 years. PCSO calls on its chaplains to respond to critical incidents and assist families who may be involved. PCSO has a robust program and is to be congratulated for recognizing the need for a program such as this.

CPSM recommends that the PCSO make sure the chaplains receive ongoing training. As well, the PCSO should always be searching for new chaplains to ensure the sustainability of the unit.

Social Media

Social media is a growing and important part of law enforcement agencies in the twenty-first century. Most agencies focus their social media on providing safety tips, highlighting great work by their employees, and sharing breaking news occurring in the community. In efforts to build trust and legitimacy, departments are using social media to break news and address topics of concerns.

As mentioned above, PCSO is using the most common social media sites to push out information to the community. In our review of these sites, it was found that the agency regularly posts information that would be of interest to the community. The agency specifically uses NextDoor to push out emergency information to the public because citizens can sign up for text alert messages on that site.

PCSO should be sending its Media Specialist to the annual Social Media and Law Enforcement (SMILE) conference each year so they can stay current with social media trends and to connect with others who do the same work. As an example, several years ago the department's Facebook was blocked, and it could not find a contact with Facebook to remove the block. However, while at a conference shortly after this occurred, they were able to discuss the issue with Facebook's government liaison who was able to assist. Those types of connections are invaluable in solving issues when they arise.

PCSO is to be commended for its efforts to inform the public through social media.

FOIA

The Arkansas Freedom of Information ACT provides access to public records and public meeting information. Arkansas law states that all requests must be provided to the requester within three business days. The unit responds to approximately 900 FOIA requests per year, and in most cases, it was learned that the agency is able to meet the required response within the mandated time period. However, this is only possible because the Lieutenant handles approximately 100 of those requests a year. It was learned that the agency has some requests that take much longer

than the three days because of the amount of information requested; one request has been worked on for a month and it is still not completed.

In most studies conducted by CPSM in the last few years, FOIA units have seen an annual rise in FOIA requests, most notably because of the requests for BWC (body-worn camera) footage. PCSO is no exception and will most likely see rises moving forward as well. Due to law enforcement agencies having to spend time redacting all BWC footage, some requests can take a large amount of time to ensure the privacy issues.

It was learned that the agency does not track the time required to meet each FOIA request, so it would be disingenuous to make an assumption on the workload of the FOIA clerk. However, there is no doubt that the current workload will continue to increase. With that being said, CPSM would recommend the agency create a part-time civilian position in the FOIA unit to assist with requests in order to alleviate the Lieutenant from having to fulfill requests.

Arkansas law allows any state, county, or municipal law enforcement agency to charge a fee for the costs associated with retrieving, reviewing, redacting, and copying audio media, visual media, and audiovisual media. However, PCSO uploads all FOIA information to the requester who can then simply download the information. Since all FOIA requests are handled digitally, the state will not allow the department to charge a fee.

Explorer Program

The mission of an Explorer Program is to stimulate the interest of youth in law enforcement practices and to instill the Explorer Code of Ethics; to promote self-confidence and responsibility; and to provide specific services to the community. The program is designed for character building, leadership development, teamwork, community service, and good citizenship.

The program provides education and firsthand experience in the field of law enforcement. This co-ed youth program is designed to expose young men and women, ages 14 through 20 (maximum age to apply is 19), to careers in law enforcement. Through involvement, this program will establish an awareness of the complexities of law enforcement services. An Explorer Program could serve as a potential recruitment tool for future men and women in law enforcement and as a community relations effort between the Pulaski County Sheriff's Office, youth, and the community as a whole.

PCSO should consider implementing an Explorer Program.

Retired Senior Volunteer Program (RSVP)

An RSVP is comprised of men and women over the age of 55 who come from all walks of life. Most of those retired individuals volunteering in the programs stated, "they wanted to give something back to their community." Now that they are retired, they can share their time, energy, wisdom, knowledge, and talent with the law enforcement agency. Prospective members are selected after passing an oral interview, a background check, and a positive assessment of their suitability for the various duties they may be asked to perform, including a driving skills test.

RSVP members can assist the department in many ways based upon their life experience and professional experience. Many volunteers do some of the following:

- Home security checks.
- Removing posted signs from public property.

- Staffing sub-stations to provide information to visitors.

- Helping with clerical duties ion various areas of an agency.

- Assisting detectives with clerical duties and making contact with victims.

PCSO should give serious consideration to implementing a Retired Senior Volunteer Program.

Public Affairs Unit Recommendations:

- Create a part-time civilian position to assist with the fulfillment of FOIA requests. (Recommendation No. 112.)

- PCSO should re-energize the Coffee with a Cop and Shop with a Cop programs and begin having them more frequently. (Recommendation No. 113.)

- CPSM recommends that the department assess all public programs and events the agency is involved with and decide which might be better handled by the Public Affairs Unit. (Recommendation No. 114.)

- PCSO should be sending its Media Specialist to the annual Social Media and Law Enforcement (SMILE) conference each year to stay current with social media trends. (Recommendation No. 115.)

- PCSO should implement a Business Watch Program with the businesses within the county. (Recommendation No. 116.)

- PCSO should consider implementing an Explorer Program. (Recommendation No. 117.)

- PCSO should give serious consideration to implementing a Retired Senior Volunteer Program. (Recommendation No. 118.)

DRONE PROGRAM

In 2020, The U.S. Department of Justice's Community Oriented Policing Services (COPS) in conjunction with the Police Executive Research Forum (PERF) and Department of Homeland Security (DHS) released a comprehensive publication of best practices, regulations, procedures, and operating procedures regarding drone use by public safety agencies entitled, "*Drones: A report on the Use of Drones by Public Safety Agencies – and a Wake-up Call about the Threat of Malicious Drone Attacks.*" This guide serves as a footprint for pre-implementation considerations, establishing a drone program, training, as well as the laws and authorities that govern drone deployment. This baseline standard in policing also brings about important questions regarding privacy and trust in the community when drones are deployed. That is why any law enforcement-sponsored drone program must operate under a strict policy, implemented by highly trained and authorized professionals.

In 2017, the Pulaski County Sheriff's Office created a Drone Unit that provides airborne support to law enforcement strategies in a safe, responsible, and transparent manner. CPSM was advised that PCSO requires extensive training for all pilots assigned to the program and requires licensing pursuant to the FAA Part 107 Remote Pilot Certification. PCSO asserts that air support aids law enforcement activities such as search and rescue, crime scene documentation, visual perspective, and real-time intelligence during tactical deployments. The following figure shows the purposes for drone use as surveyed in 2018 by the DOJ; it captures data from 282 law enforcement agencies across the nation.

FIGURE 9-6: Common Purposes for Using Drone in Policing

Common purposes for using drones in policing

Drones can be used for many purposes in policing. However, the authorized drone uses for each department may be limited by state and local statutes or ordinances or by internal policies that a police department adopts to reflect community values about privacy or other issues.

PERF's survey revealed the most common purposes of drones in responding agencies, as shown in figure 1.

Figure 1. Incidents authorized for drone use

Purpose	Percent of incidents authorized
Search and rescue	90.82%
Crime scene photography and reconstruction	84.69%
Investigating armed and dangerous suspects	83.67%
Disaster response	83.67%
Traffic collision reconstruction	80.61%
Bombs and hazardous materials observation	68.37%
Fugitive apprehension	63.27%
Crowd monitoring (e.g., outdoor music festival)	51.02%
Surveillance (e.g., general surveillance of high crime area)	26.53%
Other	14.29%

Other uses of drones in policing include the following:

- Supporting officers serving warrants, which often is a high-risk activity for officers

- Hostage negotiations

- Assisting other government agencies

- Obtaining video footage for recruitment or other materials

- K-9 backup

- Inspections of police radio towers

Source: U.S. Department of Justice's Community Oriented Policing Services (COPS) in conjunction with the Police Executive Research Forum (PERF) and Department of Homeland Security (DHS), 2020.

The Drone Unit operates under PCSO General Policy 08-017, Unmanned Aircraft systems. CPSM reviewed the policy and it appears sound, following FAA. All deployments of drones must be authorized by the Chief Deputy or authorized supervisors. The policy dictates drones are to be utilized for situational awareness, search and rescue, tactical deployments, to gain a visual perspective, when necessary, crime scene documentation, and public relations. All flight operations must also be documented on an Unmanned Aircraft System Flight Form. The policy also directs users to privacy considerations, privacy rights of the public, and restrictions such as not weaponizing the aircraft, ceasing operations when visibility is obscured, or avoiding dangerous operations that could endanger the public.

TABLE 9-13: Drone Team

Drone Team Commander – Judicial Division Captain	
Enforcement	**Detention**
Sergeant	Captain
Sergeant	Sergeant
Sergeant	Lieutenant
Sergeant	*Vacant*
Dispatcher	*Vacant*
Deputy	-
Deputy	-
Deputy	-
Vacant	-
Vacant	-
Vacant	-

Source: PCSO

During the CPSM site visit, members of the Drone Unit were interviewed as we reviewed the policy, operational necessities, team make-up, and the team selection process. CPSM was advised that an Arkansas State Police Helicopter could be requested in times of an emergency when that unit was airborne, but air support through mutual aid is minimal at best. During the conversation CPSM was also advised of the desire to expand the drone team to cover separate areas of Pulaski County to include training six qualified Deputies, four of whom would come from patrol and two from specialized units.

This is a highly feasible and realistic request that enhances high-visibility policing efforts, develops greater expertise through investigation, captures real-time and rapidly unfolding events, and enhances public safety. Even though the drone program cost approximately $100,000 to start, CPSM did not review funding, benefits, or burdens associated with training new positions. These are policy decisions to be undertaken by the Sheriff of Pulaski County. CPSM recommends PCSO structure a needs assessment to address requirements for Drone Unit expansion, logistics, and deployment schedules that would create an operations plan to enhance capabilities. If human resources are identified and in place, more equipment could be procured to increase operational deployment and outcomes.

CPSM also inspected drone flight logs covering 2022. Over the course of that year, PCSO deployed a drone during 664 incidents. The logs are very comprehensive, capturing dates, times, latitude and longitude deployment locations, flight hours that may or may not be realistically captured by the CAD/RMS system, and deployment missions as classified by:

- Crime scene.

- Special ops.

- Missing persons.

- Subject search.

- Collision reconstruction.

- Training flights.

- Assist agency.

- Social media / public relations.

- General flights.

Drone flights are videotaped and live streamed since users operate on the DroneSense Flight Control Applications. This tool shows maps of the area, the telemetry and headings of the operating drone, network and battery status, camera controls, and will give end users active alerts.

Certain areas of the country are protected by permanent airspace restrictions as designated by the U.S. Department of Defense, U.S. Department of Energy, and other federal facilities that exist in the State of Arkansas, as supported by FAA regulations. CPSM recommends policy inclusion that identifies sensitive air space where flights are prohibited in Pulaski County by the FAA and the procedures that must be followed in these areas. This will contribute to implementation of best practices and as well will help to continuously refine the policy and tactics of the drone program..

Drone Program Recommendations:

- CPSM recommends PCSO structure a needs assessment to address funding requirements for Drone Unit expansion, logistics, and deployment schedules that would create an operations plan to enhance capabilities. (Recommendation No. 119.)

- CPSM recommends policy includes the identification of sensitive air space where flights are prohibited in Pulaski County by the FAA and the procedures that must be followed. (Recommendation No. 120.)

HONOR GUARD

The Pulaski County Sheriff's Office Honor Guard is a collateral unit made up of sworn personnel. This is a voluntary team of professionals dedicated to participating in local and regional ceremonial activities that focus on honoring the United States of America, the State of Arkansas, and the County of Pulaski. The emotional nature of some of these activities, particularly when associated with the law enforcement profession or funerals, demands the utmost compassion and sensitivity on behalf of PCSO personnel. The welfare of any impacted families should be of primary concern. While the Pulaski County Sheriff's Office is interested in assisting family members and the community during a difficult period, numerous organizations often provide a tremendous amount of helpful services. All participants of the Honor Guard deployment must also recognize the private and very personal nature of their function. It is, therefore, important that in a desire to help, PCSO does not unwittingly impose its services on these events.

The team is staffed in with allotted positions made up of two Lieutenants, two Sergeants, 20 detectives and/or deputies, and assisted by a reserve deputy. This team operates under PCSO General Policy 07-006, which defines leadership and procedures such as deployment and usage, planning and training, the selection process, uniforms, and guidelines. The policy was reviewed by CPSM and we determined it sets clear standards as well as restrictions on the unit. The Honor Guard's duties and obligations consist of, but are not limited to, appearing at events in full-dress Class A uniforms, marching in formation and parade presentation, the Posting of Colors, conducting a 21-gun salute, flag folding and presentation protocols, bugle services, escorts, serving as family liaisons, and casket overwatch at funerals and memorial services

throughout Arkansas and the surrounding region. Participation in these events is a chance to come together in unity. It's also a chance to celebrate individual service and dedication to the community.

During the CPSM site visit, interviews were conducted as to Honor Guard deployments and recruitment. Staff were knowledgeable and very proud to be part of this elite team. We discussed the policy and manuals that direct the unit's activities and training. CPSM was told that the manual was out of date and needed to be reviewed. The International Association of Chief of Police Psychological Service Section, with assistance from the U.S. Department of Justice, has developed best practice protocols and program materials for the use of Honor Guard Teams that consist of Death Notification Worksheets, Employee Funeral Guidelines, Funeral Etiquette, Honor Guard Requests, and Employee Protocols. CPSM recommends a contemporary review of the PCSO Honor Guard manual to create templates, worksheets, diagrams, and best practice deployments for all employees to recognize and use.

The Honor Guard completes training on the second Tuesday of each month for three hours. They keep rosters and documentations of the disciplines that are taught during these evolutions. PCSO also possesses drill books of military formations and marching protocols. CPSM recommends Honor Guard protocols be produced on a pocket-sized manual or developed on a cell phone application for all employees to access, as these perishable skills should be reevaluated beyond normal training evolutions.

We found that the Honor Guard's dress uniform includes olive trousers with black banding, a white ascot accented by highly polished basket weave gun belts, holsters, accessories, and shoulder cording, topped with a black campaign hat accented in gold accessories. CPSM also learned that that members of the Honor Guard wanted to enhance the uniform even further, but the cost for doing this is significant. Under the circumstances it appears that the team is operating efficiently and is a sought-after position at the Pulaski County Sheriff's Office.

Honor Guard Recommendations:

■ CPSM recommends a contemporary review of the PCSO Honor Guard manual to create templates, worksheets, diagrams, and best practice deployments for all employees to recognize. (Recommendation No. 121.)

■ CPSM recommends Honor Guard protocols be produced on a pocket-sized manual or developed on a cell phone application for Honor Guard participants to access easily, as these perishable skills should be reviewed beyond normal training evolutions. (Recommendation No. 122.)

SECTION 10. SUMMARY

Throughout this report, we have endeavored to provide the reader with insights into the Pulaski county Sheriff's Office, its strengths, and opportunities for improvement.

CPSM recognizes that the recommendations, especially those involving personnel, come at a significant cost. Please be assured that they were not made lightly, but with significant consideration concerning operational necessity associated with each position. In one case, we recommended a reduction in staffing, but only if what we believe is unnecessary workload is modified or transferred.

We further recognize that implementing many of these recommendations, should the Pulaski County Sheriff's Office choose to do so, will take weeks, months, and in some cases years. We would encourage the department leadership to work with Sheriff Higgins on identifying those recommendations which, in his viewpoint, are most critical. Also, we would make ourselves available to consult as necessary and appropriate.

Additionally, a comprehensive data analysis report will follow. While the more pertinent aspects of that analysis are embedded in the Operational Assessment, readers are encouraged to review the data analysis report in its entirety.

§ § §

SECTION 11. DATA ANALYSIS

This data analysis on patrol operations for the Pulaski County Sheriff's Office (PCSO) 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 PCSO's personnel and financial commitment.

This analysis was developed using data from the PCSO's computer-aided dispatch (CAD) system.

CPSM collected CAD data for a one-year period from September 1, 2021, through August 31, 2022. The majority of the first section of the analysis, concluding with Table 11-9, uses call data for one year. For the detailed workload analysis, we use two eight-week sample periods. The first period is from January 4 through February 28, 2022, or winter, and the second period is from July 7 through August 31, 2022, 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 test 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 on its description.

  □ We indicate whether the call is "zero time on scene" (i.e., patrol units spent less than 30 seconds on scene), "deputy-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 unit 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 the PCSO's dispatch data. We made assumptions and decisions to address these issues.

- 321 events (about 1 percent) involved patrol units spending zero time on scene.

- The computer-aided dispatch (CAD) system used approximately 136 different event descriptions, which we condensed into 17 categories for our tables and 11 categories for our figures (shown in Chart 11-1). Table 11-20 in the appendix shows how each call description was categorized.

Between September 1, 2021, and August 31, 2022, the communications center recorded approximately 26,615 events involving a responding patrol unit. When measured daily, the department was dispatched to an average of 73 patrol-related events per day, approximately 1 percent of which (1 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 11-1: Event Descriptions for Tables and Figures

Table Category	Figure Category
Alarm	Alarm
Assist citizen	Assist
Assist other agency	
Check	Check
Crime–drug/alcohol	Crime
Crime–person	
Crime–property	
Disturbance	Disturbance
Animal	General noncriminal
Miscellaneous	
Investigation	Investigation
Suspicious incident	Suspicious
Accident	Traffic
Traffic enforcement	
Traffic stop	
Unknown trouble	Unknown trouble
Warrant/custody	Warrant/custody

FIGURE 11-1: Percentage Events per Day, by Initiator
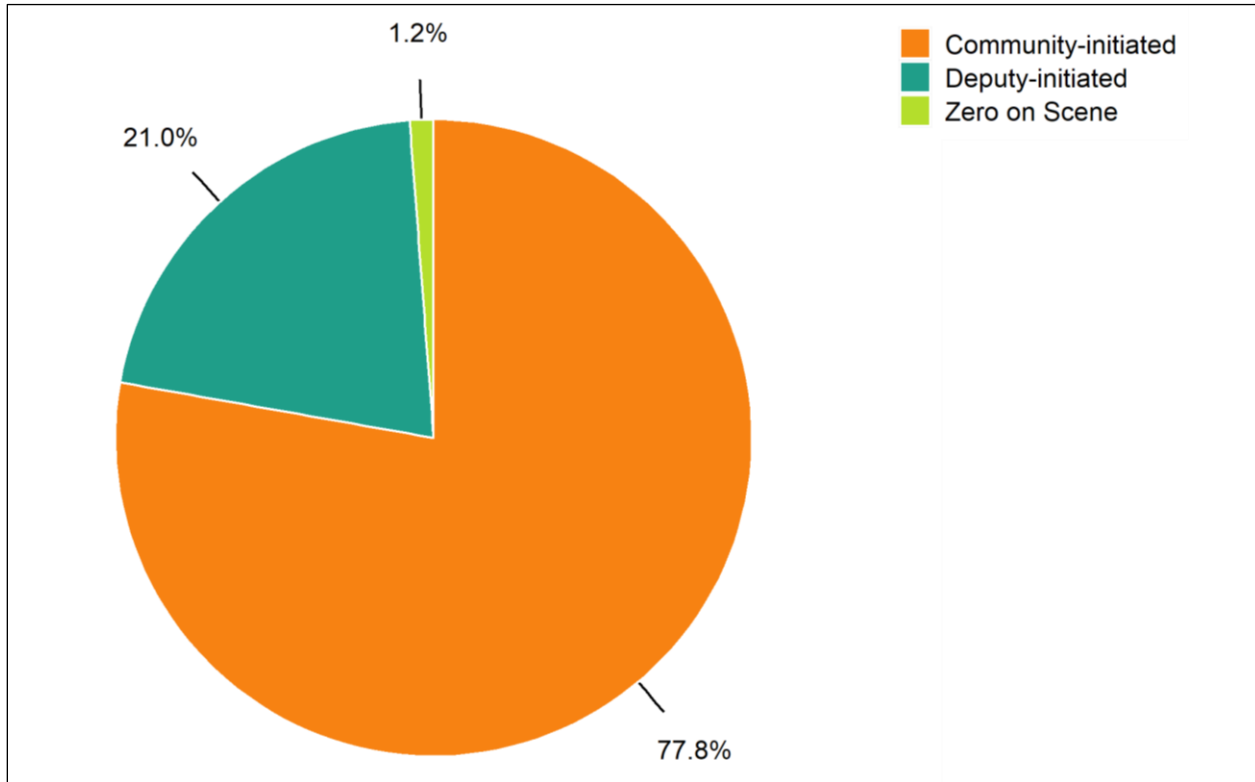
Note: Percentages are based on a total of 26,615 events.

TABLE 11-1: Events per Day, by Initiator

Initiator	No. of Events	Events per Day
Community-initiated	20,702	56.7
Deputy-initiated	5,592	15.3
Zero on scene	321	0.9
Total	**26,615**	**72.9**

Observations:

- 1 percent of the events had zero time on scene.

- 21 percent of all events were deputy-initiated.

- 78 percent of all events were community-initiated.

- There was an average of 73 events per day or 3.0 per hour.

FIGURE 11-2: Percentage Events per Day, by Category
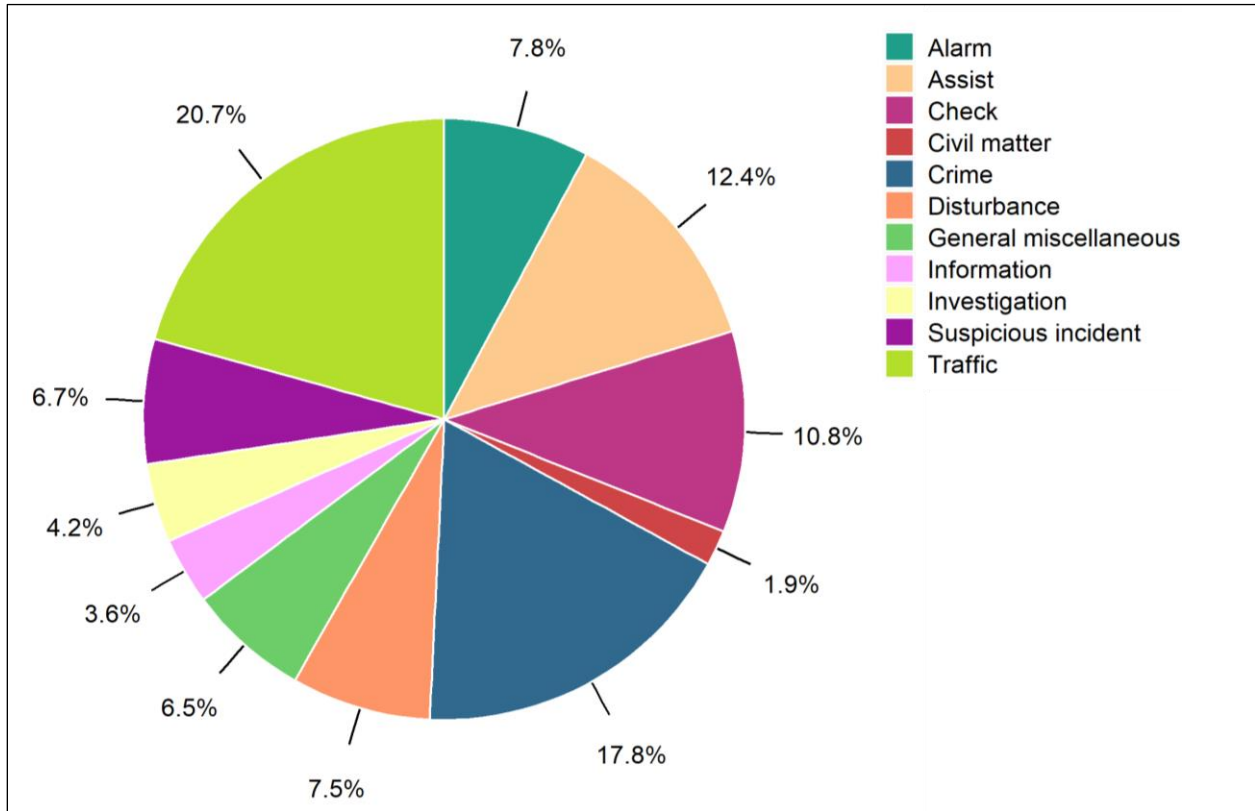
Note: The figure combines categories in the following table according to the description in Chart 11-1.

TABLE 11-2: Events per Day, by Category

Category	No. of Events	Events per Day
Accident	1,245	3.4
Alarm	2,085	5.7
Animal call	604	1.7
Assist citizen	1,478	4.0
Assist other agency	1,832	5.0
Check	2,877	7.9
Civil matter	511	1.4
Crime–person	1,329	3.6
Crime–property	3,401	9.3
Disturbance	1,996	5.5
Information	961	2.6
Investigation	1,126	3.1
Mental health	222	0.6
Miscellaneous	320	0.9
Suspicious incident	1,785	4.9
Traffic enforcement	720	2.0
Traffic stop	3,541	9.7
Violation	187	0.5
Warrant/prisoner	395	1.1
Total	**26,615**	**72.9**

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

Observations:

■ The top four categories accounted for 62 percent of events.

◻ 21 percent of events were traffic-related.

◻ 18 percent of events were crimes.

◻ 12 percent of events were assists.

◻ 11 percent of events were checks.

FIGURE 11-3: Percentage Calls per Day, by Category

Note: The figure combines categories in the following table according to the description in Chart 11-1.

TABLE 11-3: Calls per Day, by Category

Category	No. of Calls	Calls per Day
Accident	1,232	3.4
Alarm	2,060	5.6
Animal call	598	1.6
Assist citizen	1,457	4.0
Assist other agency	1,813	5.0
Check	2,779	7.6
Civil matter	508	1.4
Crime–person	1,321	3.6
Crime–property	3,382	9.3
Disturbance	1,989	5.4
Information	938	2.6
Investigation	1,121	3.1
Mental health	221	0.6
Miscellaneous	303	0.8
Suspicious incident	1,768	4.8
Traffic enforcement	706	1.9
Traffic stop	3,521	9.6
Violation	184	0.5
Warrant/prisoner	393	1.1
Total	**26,294**	**72.0**

Note: The focus here is on recorded calls rather than recorded events. We removed 321 events with zero time on scene.

Observations:

- On average, there were 72.0 calls per day, or 3.0 per hour.

- The top four categories accounted for 62 percent of calls:

  - 21 percent of calls were traffic-related.

  - 18 percent of calls were crimes.

  - 12 percent of calls were assists.

  - 11 percent of calls were checks.

FIGURE 11-4: Calls per Day, by Initiator and Month
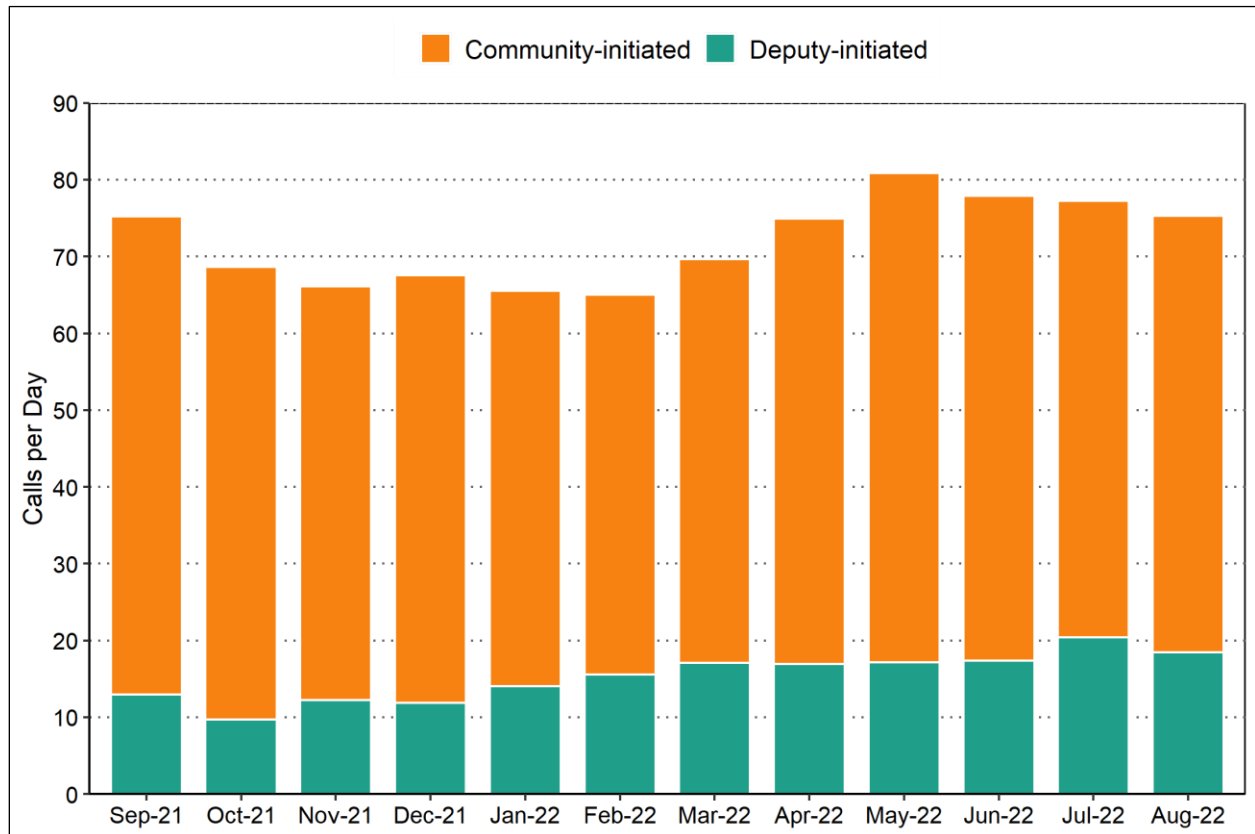
TABLE 11-4: Calls per Day, by Initiator and Months

Initiator	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug
Community	62.2	59.0	53.8	55.7	51.5	49.5	52.5	58.0	63.7	60.6	56.8	56.8
Deputy	13.0	9.7	12.3	11.8	14.1	15.5	17.1	17.0	17.2	17.3	20.4	18.5
Total	**75.2**	**68.6**	**66.1**	**67.5**	**65.5**	**65.0**	**69.6**	**75.0**	**80.9**	**77.9**	**77.3**	**75.3**

Observations:

- The number of calls per day was lowest in January and February.

- The number of calls per day was highest in May.

- The months with the most calls had 24 percent more calls than the months with the fewest calls.

- July had the most deputy-initiated calls, with 111 percent more than October, which had the fewest.

- May had the most community-initiated calls, with 29 percent more than February, which had the fewest.

FIGURE 11-5: Calls per Day, by Category and Month
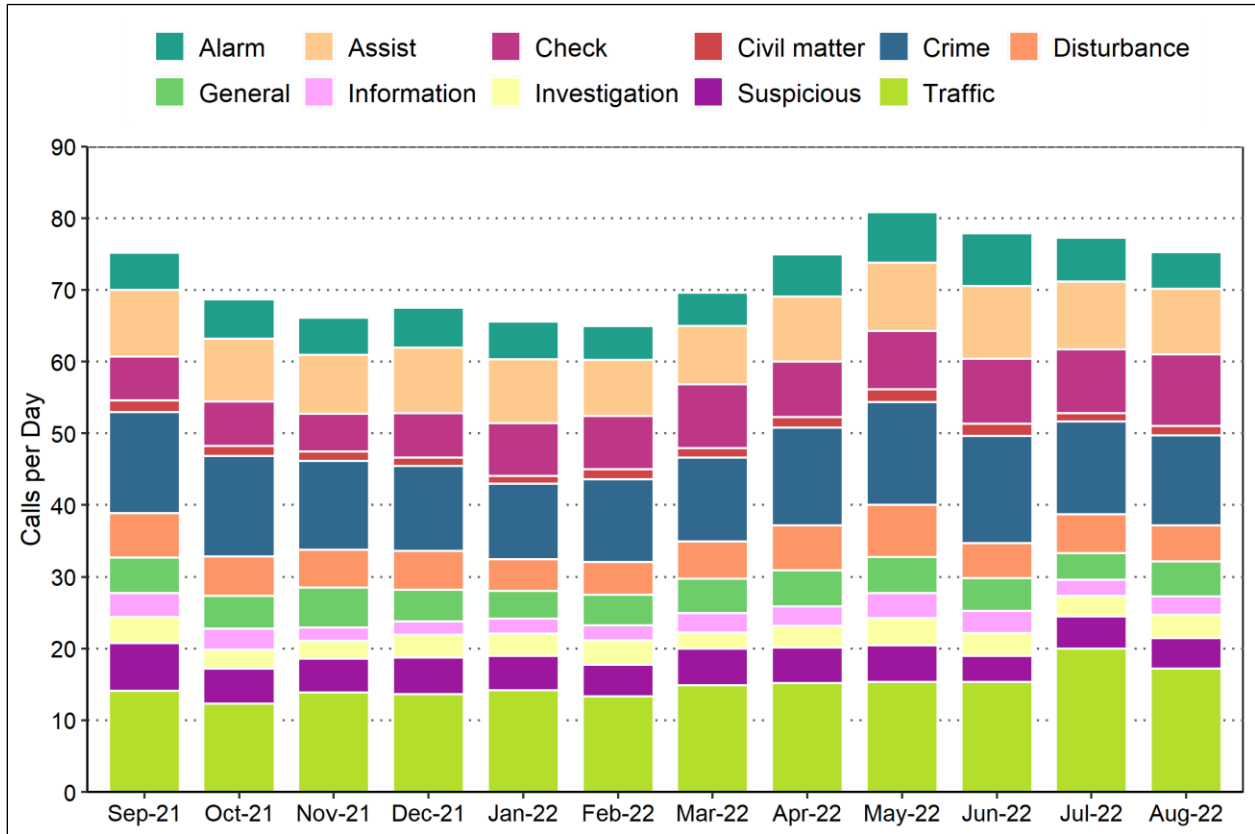
Note: The figure combines categories in the following table according to the description in Chart 11-1.
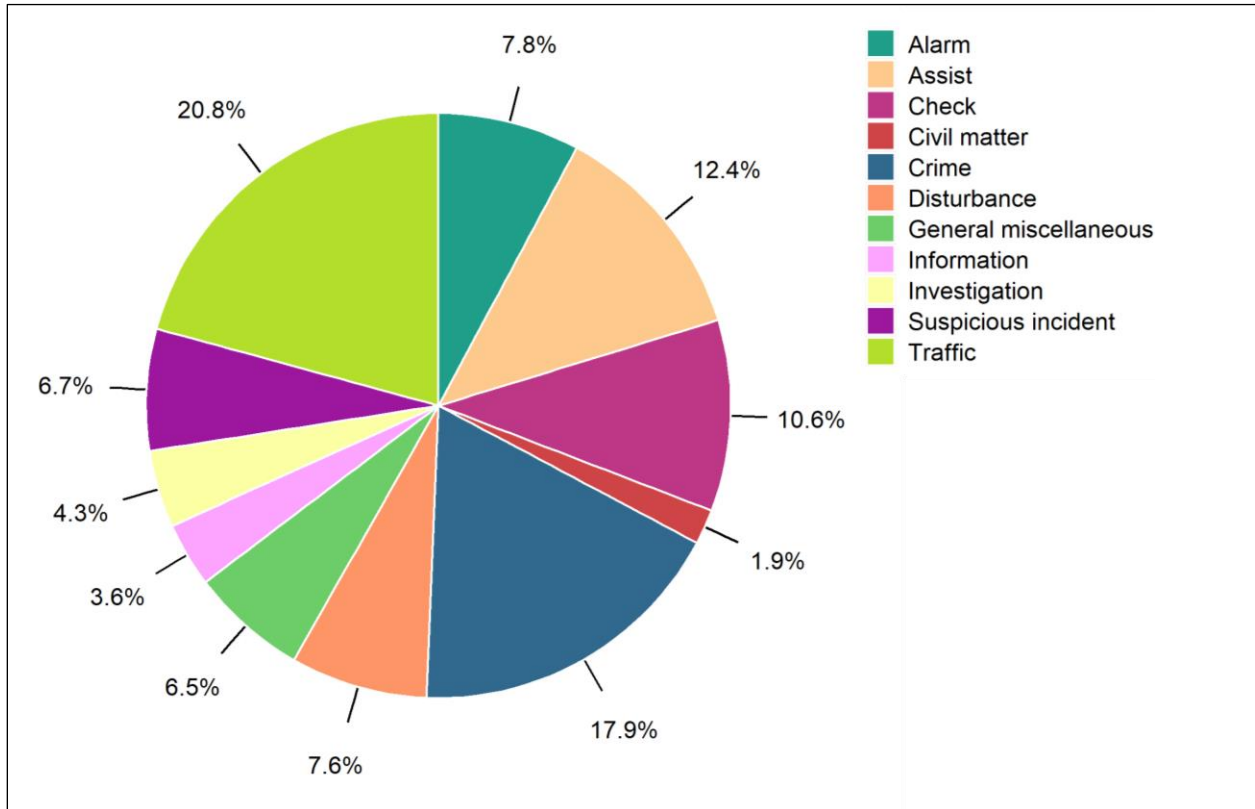
TABLE 11-5: Calls per Day, by Category and Month

Category	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug
Accident	3.2	3.9	3.5	4.1	3.3	2.8	2.7	4.1	3.5	3.2	3.1	3.1
Alarm	5.2	5.5	5.2	5.6	5.2	4.8	4.6	5.9	7.1	7.4	6.1	5.2
Animal call	1.7	1.4	2.0	1.4	1.9	1.3	1.9	1.9	1.8	1.6	0.8	2.0
Assist citizen	3.7	4.3	3.1	3.8	3.5	3.1	3.7	4.3	5.1	4.6	4.2	4.3
Assist other agency	5.6	4.4	5.0	5.3	5.4	4.6	4.5	4.7	4.4	5.6	5.3	4.8
Check	6.1	6.2	5.3	6.2	7.4	7.4	8.9	7.7	8.1	9.0	8.9	9.9
Civil matter	1.6	1.4	1.3	1.2	1.1	1.4	1.3	1.5	1.8	1.7	1.1	1.4
Crime–person	4.3	4.0	3.7	3.4	3.0	3.3	3.6	4.1	3.5	3.4	3.5	3.7
Crime–property	9.8	10.1	8.7	8.5	7.5	8.2	8.1	9.5	10.8	11.6	9.5	8.8
Disturbance	6.2	5.5	5.2	5.5	4.4	4.6	5.2	6.3	7.3	4.8	5.5	5.0
Information	3.3	3.0	1.9	1.8	2.1	2.1	2.6	2.8	3.5	3.1	2.2	2.5
Investigation	3.7	2.6	2.5	3.2	3.1	3.4	2.3	3.0	3.7	3.2	2.9	3.2
Mental health	0.6	0.6	0.7	0.6	0.4	0.5	0.5	0.3	0.8	0.8	0.6	0.8
Miscellaneous	1.1	1.0	0.6	0.9	0.7	1.1	0.5	0.9	0.9	0.7	0.7	0.7
Suspicious incident	6.7	4.9	4.7	5.1	4.8	4.4	5.1	4.9	5.2	3.7	4.5	4.3
Traffic enforcement	2.1	1.9	1.8	1.8	2.1	2.4	2.0	1.7	2.0	1.6	1.9	2.0
Traffic stop	8.8	6.5	8.6	7.8	8.9	8.1	10.1	9.4	9.8	10.5	15.1	12.1
Violation	0.6	0.6	0.8	0.4	0.3	0.4	0.5	0.6	0.5	0.5	0.5	0.4
Warrant/prisoner	0.9	0.9	1.5	1.1	0.6	0.9	1.4	1.2	1.1	1.1	1.2	1.0
Total	**75.2**	**68.6**	**66.1**	**67.5**	**65.5**	**65.0**	**69.6**	**75.0**	**80.9**	**77.9**	**77.3**	**75.3**

Note: Calculations were limited to calls rather than events.

Observations:

- The top four categories averaged between 58 and 66 percent of calls throughout the year:
    - Traffic calls averaged between 12.3 and 20.0 calls per day throughout the year.
    - Crime calls averaged between 10.5 and 15.0 calls per day throughout the year.
    - Assist calls averaged between 7.8 and 10.1 calls per day throughout the year.
    - Check calls averaged between 5.3 and 9.9 calls per day throughout the year.
- Crimes accounted for 16 to 20 percent of total calls.

FIGURE 11-6: Primary Unit's Average Occupied Times, by Category and Initiator
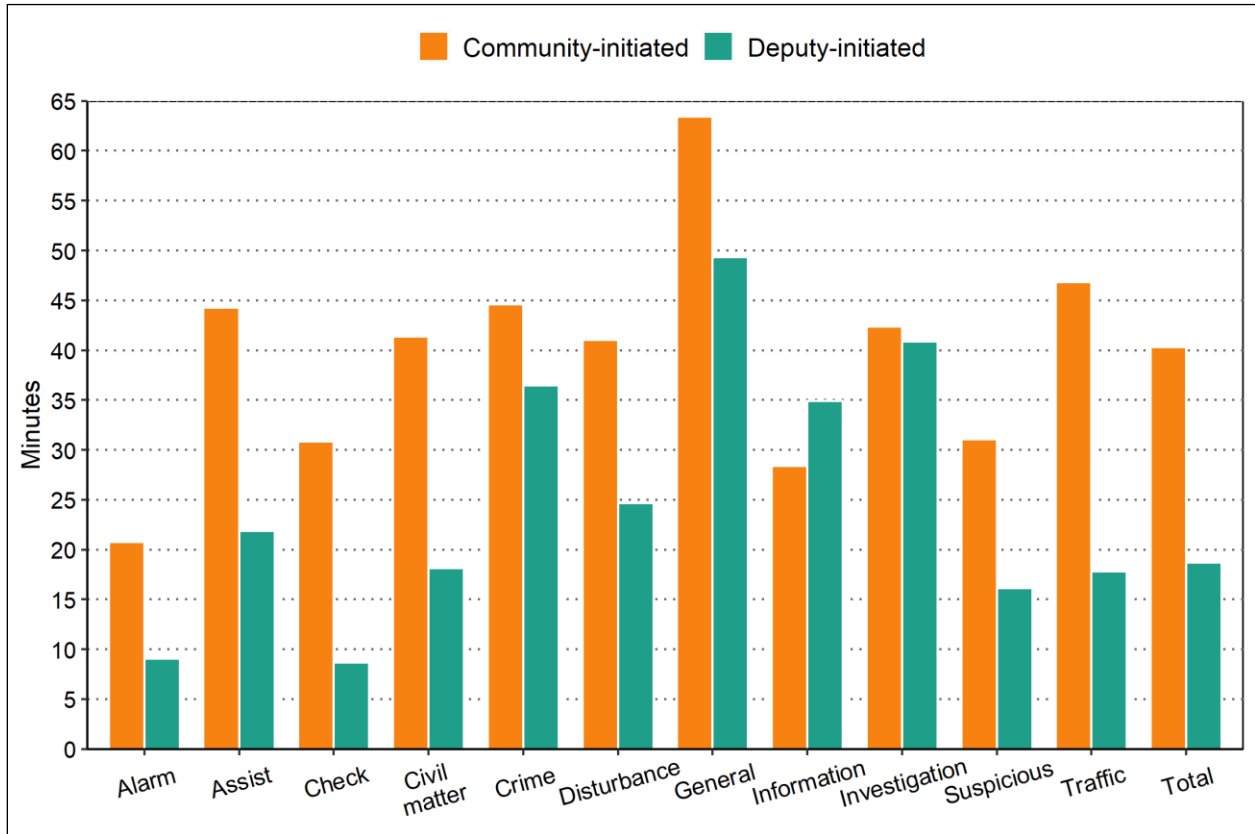
Note: The figure combines categories using weighted averages from the following table according to the description in Chart 11-1.

TABLE 11-6: Primary Unit's Average Occupied Times, by Category and Initiator

Category	Community-Initiated		Police-Initiated	
	Minutes	**Calls**	**Minutes**	**Calls**
Accident	56.8	1,120	36.4	112
Alarm	20.7	2,021	9.0	39
Animal call	37.0	586	24.6	12
Assist citizen	35.7	1,238	16.1	219
Assist other agency	50.6	1,669	30.7	144
Check	30.8	2,060	8.7	719
Civil matter	41.4	498	18.1	10
Crime–person	50.9	1,271	47.3	50
Crime–property	42.1	3,239	32.7	143
Disturbance	41.0	1,952	24.7	37
Information	28.4	837	34.9	101
Investigation	42.4	1,047	40.9	74
Mental health	54.6	218	30.9	3
Miscellaneous	53.8	250	30.5	53
Suspicious incident	31.1	1,506	16.2	262
Traffic enforcement	29.8	662	30.4	44
Traffic stop	NA	0	17.1	3,521
Violation	42.3	179	24.0	5
Warrant/prisoner	131.1	349	82.9	44
Weighted Average/Total Calls	**40.3**	**20,702**	**18.7**	**5,592**

Note: The information in Figure 11-6 and Table 11-6 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 9 to 63 minutes overall.

■ The longest average times were for community-initiated general miscellaneous calls.

■ The average time spent on crime calls was 45 minutes for community-initiated calls and 36 minutes for deputy-initiated calls.

FIGURE 11-7: Number of Responding Units, by Initiator and Category
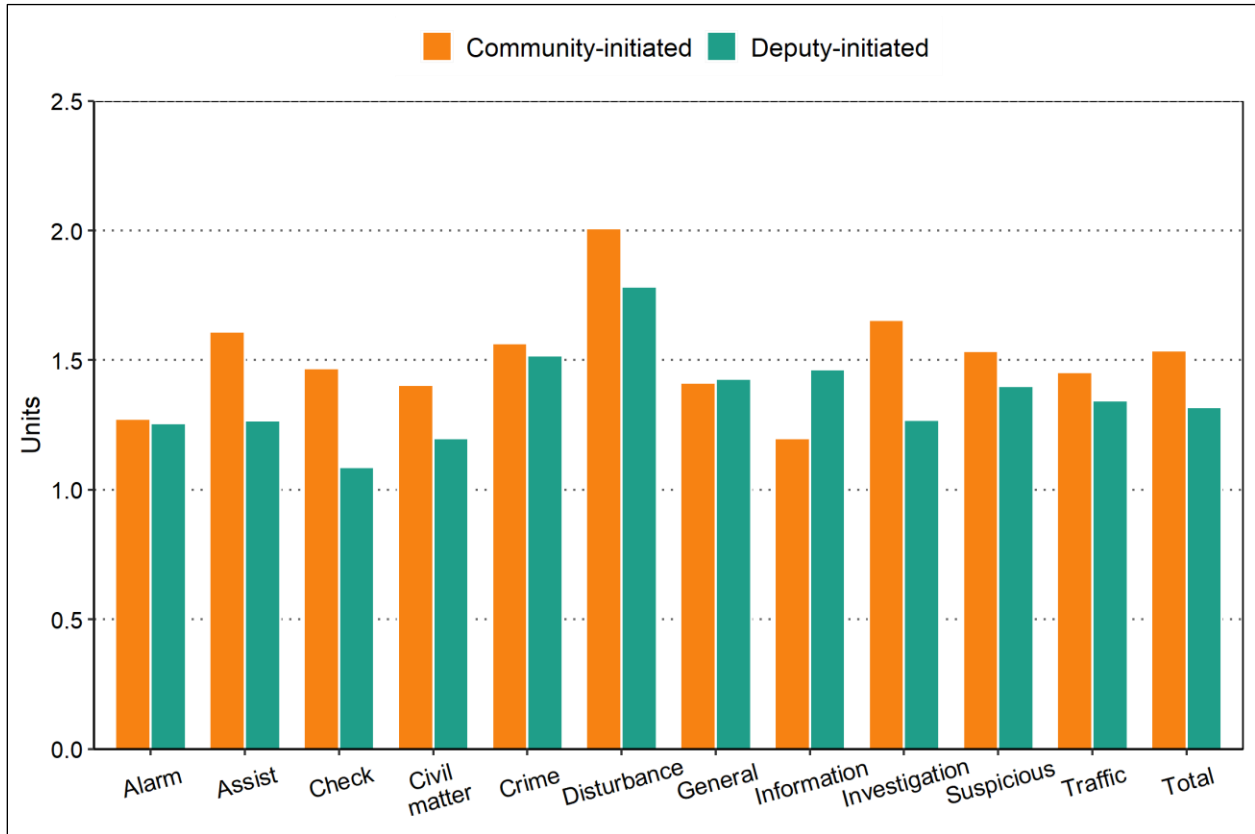
Note: The figure combines categories using weighted averages from the following table according to the description in Chart 11-1.

TABLE 11-7: Average Number of Responding Units, by Initiator and Category

Category	Community-Initiated		Police-Initiated	
	No. of Units	Calls	No. of Units	Calls
Accident	1.5	1,120	1.3	112
Alarm	1.3	2,021	1.3	39
Animal call	1.2	586	1.1	12
Assist citizen	1.4	1,238	1.2	219
Assist other agency	1.8	1,669	1.4	144
Check	1.5	2,060	1.1	719
Civil matter	1.4	498	1.2	10
Crime–person	1.9	1,271	2.2	50
Crime–property	1.4	3,239	1.3	143
Disturbance	2.0	1,952	1.8	37
Information	1.2	837	1.5	101
Investigation	1.7	1,047	1.3	74
Mental health	2.3	218	2.0	3
Miscellaneous	1.4	250	1.3	53
Suspicious incident	1.5	1,506	1.4	262
Traffic enforcement	1.3	662	1.5	44
Traffic stop	NA	0	1.3	3,521
Violation	1.4	179	1.6	5
Warrant/prisoner	1.2	349	1.6	44
Weighted Average/Total Calls	**1.5**	**20,702**	**1.3**	**5,592**

Note: The information in Figure 7 and Table 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 11-8: Number of Responding Units, by Category, Community-initiated Calls
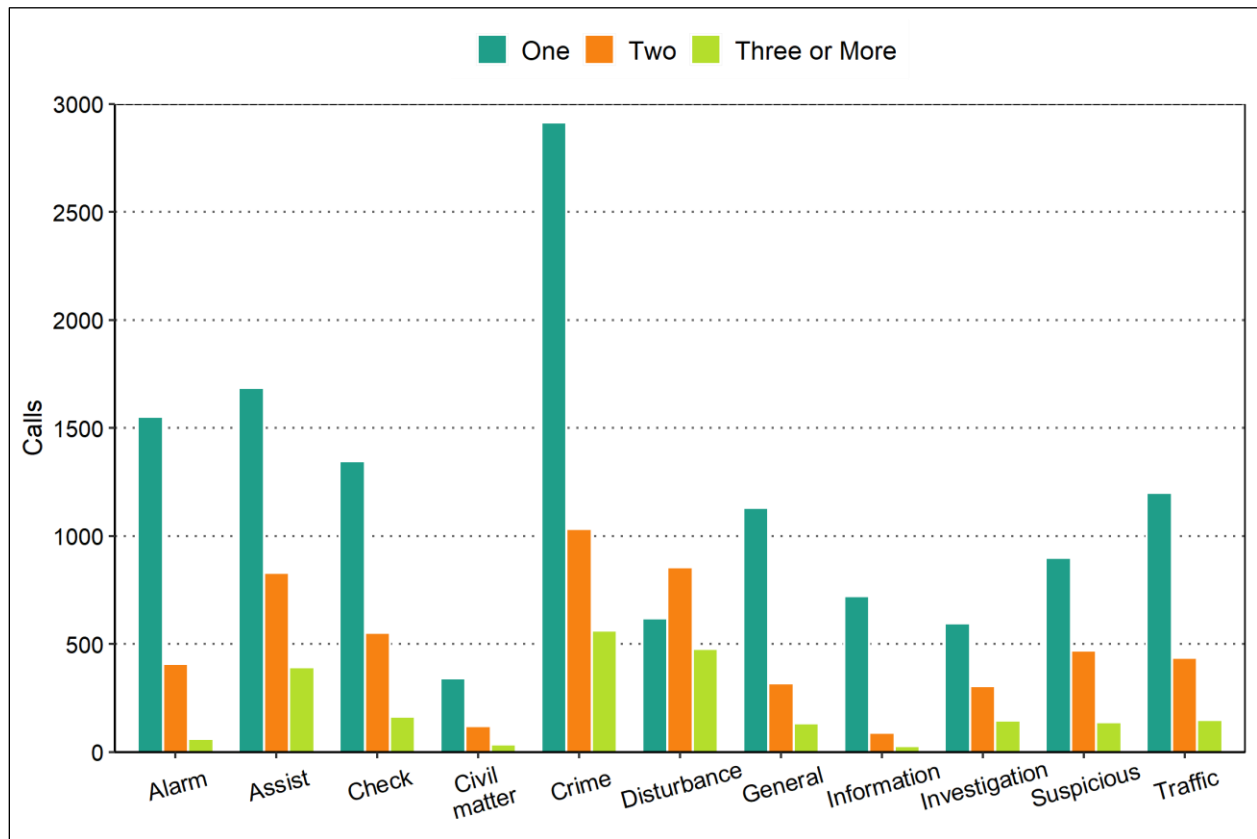

Note: The figure combines categories using weighted averages from the following table according to the description in Chart 11-1.

TABLE 11-8: Number of Responding Units, by Category, Community-initiated Calls

Category	Responding Units		
	One	Two	Three or More
Accident	707	299	114
Alarm	1,551	408	62
Animal call	469	101	16
Assist citizen	845	320	73
Assist other agency	840	510	319
Check	1,346	551	163
Civil matter	342	120	36
Crime–person	652	323	296
Crime–property	2,262	710	267
Disturbance	618	856	478
Information	722	88	27
Investigation	596	306	145
Mental health	57	82	79
Miscellaneous	189	42	19
Suspicious incident	898	469	139
Traffic enforcement	492	136	34
Violation	118	51	10
Warrant/prisoner	298	43	8
Total	**13,002**	**5,415**	**2,285**

Observations:

- The overall mean number of responding units was 1.3 for deputy-initiated calls and 1.5 for community-initiated calls.

- The mean number of responding units was as high as 2.0 for disturbance calls that were community-initiated.

- 63 percent of community-initiated calls involved one responding unit.

- 26 percent of community-initiated calls involved two responding units.

- 11 percent of community-initiated calls involved three or more responding units.

- The largest group of calls with three or more responding units involved crime.

FIGURE 11-9: Percentage Calls and Work Hours, by District
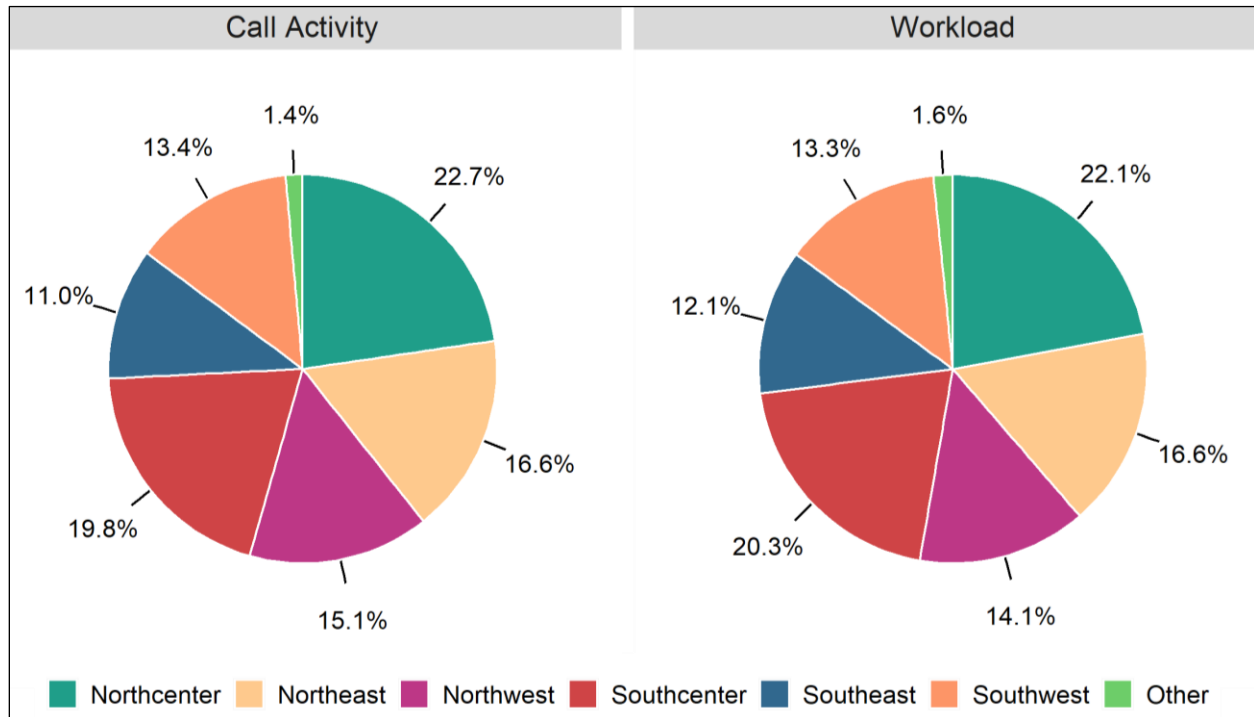
Note: The other category included calls at Pulaski County locations such as the main station and substations; or missing district information.

TABLE 11-9: Calls and Work Hours by District, per Day

District	Per Day	
	Calls	Work Hours
Northcenter	16.3	14.6
Northeast	12.0	11.0
Northwest	10.9	9.3
Southcenter	14.3	13.4
Southeast	7.9	8.0
Southwest	9.7	8.8
HQ	0.2	0.1
Miscellaneous	0.8	1.0
Total	**72.0**	**66.3**

Observations:

- Northcenter had the most calls (16.3 per day) and workload (14.6 hours per day), and it accounted for 23 percent of total calls and 22 percent of total workload.

- Excluding calls located at headquarters, substations, and missing district information, an even distribution would allot 11.9 calls and 10.9 work hours per district.

FIGURE 11-10: Percentage Calls and Work Hours, by Category, Winter 2022
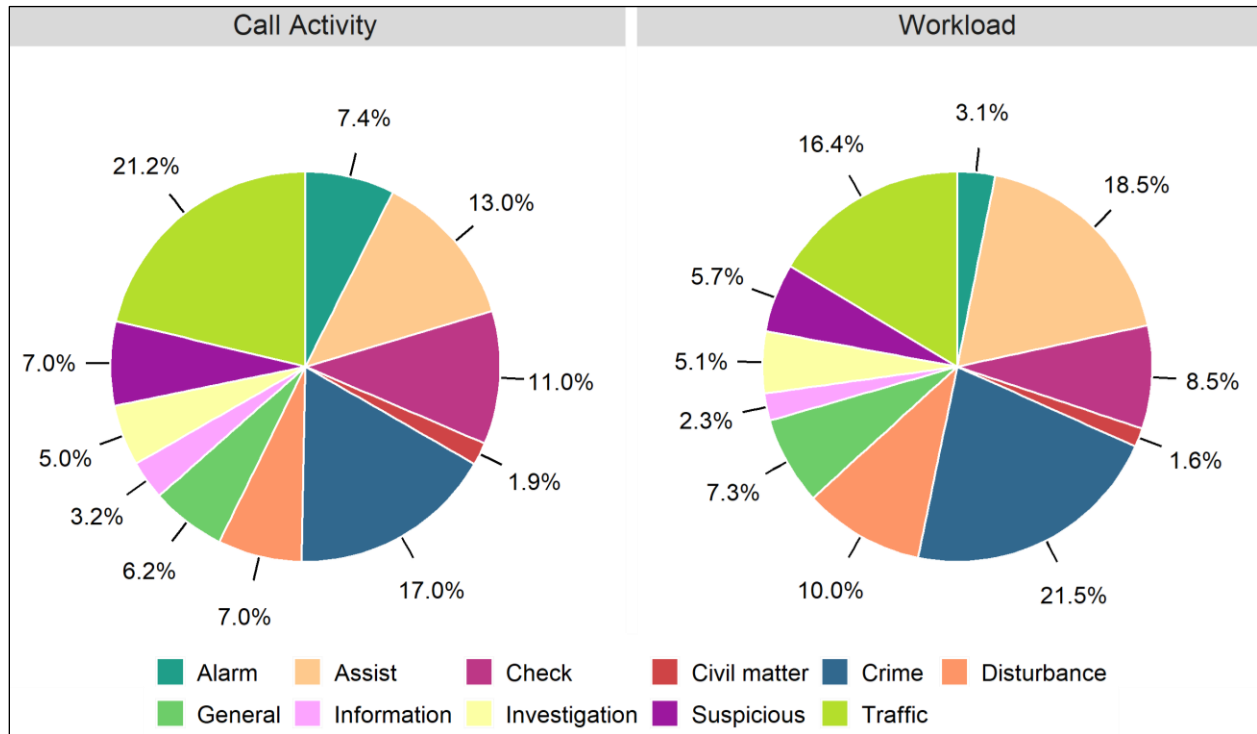
TABLE 11-10: Calls and Work Hours per Day, by Category, Winter 2022

Category	Per Day	
	Calls	Work Hours
Accident	3.1	6.0
Alarm	4.8	2.2
Animal call	1.6	1.3
Assist citizen	3.3	2.8
Assist other agency	5.1	10.4
Check	7.2	6.1
Civil matter	1.2	1.1
Crime–person	3.1	6.1
Crime–property	7.9	9.3
Disturbance	4.5	7.2
Information	2.1	1.6
Investigation	3.3	3.7
Mental health	0.4	0.8
Miscellaneous	0.9	1.0
Suspicious incident	4.5	4.1
Traffic enforcement	2.3	2.0
Traffic stop	8.4	3.7
Violation	0.3	0.2
Warrant/prisoner	0.8	1.9
Total	**64.8**	**71.5**

Note: Workload calculations focused on calls rather than events.

Observations, Winter:

- The average number of daily workloads was higher in winter than in summer.

- Total calls averaged 65 per day or 2.7 per hour.

- Total workload averaged 71 hours per day, meaning that on average 3.0 units per hour were busy responding to calls.

- Traffic calls constituted 21 percent of calls and 16 percent of workload.

- Crime calls constituted 17 percent of calls and 22 percent of workload.

- Assist calls constituted 13 percent of calls and 18 percent of workload.

- Check calls constituted 11 percent of calls and 9 percent of workload.

- These top four categories constituted 62 percent of calls and 65 percent of workload.

FIGURE 11-11: Percentage Calls and Work Hours, by Category, Summer 2022

Call Activity	Workload

Call Activity

- 7.3%
- 12.2%
- 24.8%
- 12.7%
- 5.6%
- 1.6%
- 3.9%
- 3.2%
- 5.7%
- 6.6%
- 16.5%

Workload

- 3.8%
- 18.8%
- 14.9%
- 4.6%
- 6.7%
- 5.3%
- 1.7%
- 2.6%
- 22.7%
- 8.6%
- 10.4%

Legend: Alarm | Assist | Check | Civil matter | Crime | Disturbance | General | Information | Investigation | Suspicious | Traffic
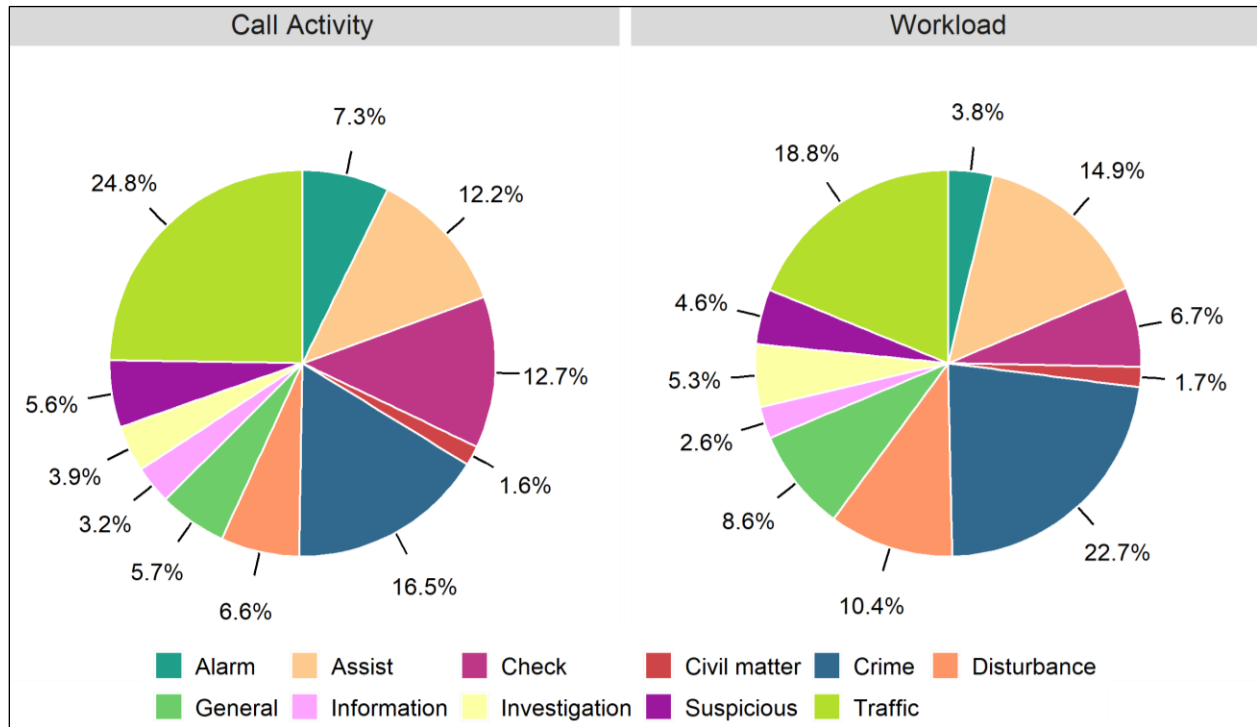
TABLE 11-11: Calls and Work Hours per Day, by Category, Summer 2022

Category	Per Day	
	Calls	Work Hours
Accident	2.9	3.4
Alarm	5.5	2.2
Animal call	1.4	0.8
Assist citizen	4.2	3.0
Assist other agency	5.0	5.6
Check	9.6	3.8
Civil matter	1.2	1.0
Crime–person	3.6	5.9
Crime–property	8.9	7.1
Disturbance	5.0	6.0
Information	2.4	1.5
Investigation	2.9	3.0
Mental health	0.7	1.0
Miscellaneous	0.7	0.7
Suspicious incident	4.2	2.7
Traffic enforcement	1.9	1.1
Traffic stop	13.9	6.4
Violation	0.4	0.3
Warrant/prisoner	1.1	2.3
Total	**75.8**	**57.5**

Note: Workload calculations focused on calls rather than events.

Observations, Summer:

- The average number of calls per day was higher in summer than in winter.

- Total calls averaged 76 per day or 3.2 per hour.

- Total workload averaged 58 hours per day, meaning that on average 2.4 units per hour were busy responding to calls.

- Traffic calls constituted 25 percent of calls and 19 percent of workload.

- Crime calls constituted 17 percent of calls and 23 percent of workload.

- Assist calls constituted 12 percent of calls and 15 percent of workload.

- Check calls constituted 13 percent of calls and 7 percent of workload.

- These top four categories constituted 66 percent of calls and 63 percent of workload.

NONCALL ACTIVITIES

In the period from January 1, 2019, through December 31, 2019, the dispatch center recorded activities that were not assigned a call number. We focused on those activities that involved a patrol unit. We also limited our analysis to noncall activities that occurred during shifts where the same patrol unit was also responding to calls for service. Each record only indicates one unit per activity. There were a few problems with the data provided and we made assumptions and decisions to address these issues:

- We excluded activities that lasted less than 30 seconds. These are irrelevant and contribute little to the overall workload.

- About 15 percent of activities lasted more than three hours. We truncated these activities to 3 hours.

- After these exclusions, 2,762 activities remained. These activities had an average duration of 77.2 minutes.

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

TABLE 11-12: Activities and Occupied Times by Description

Description	Occupied Time	Count
At stations	65.3	138
To city hall/court	75.0	19
Follow-up	67.0	32
Jail related	106.3	24
Main department 100	91.7	239
Meeting	140.6	10
Property check	63.8	438
Special patrol	116.5	35
Training	125.8	25
Two rivers park	92.7	74
Vehicle maintenance	78.3	41
Miscellaneous	76.7	1,687
Weighted Average/Total Activities	**77.2**	**2,762**

Observations:

- About 61 percent of activities were missing details or recorded with miscellaneous locations.

- The longest average time spent on activities was for meetings.

FIGURE 11-12: Activities per Day, by Month
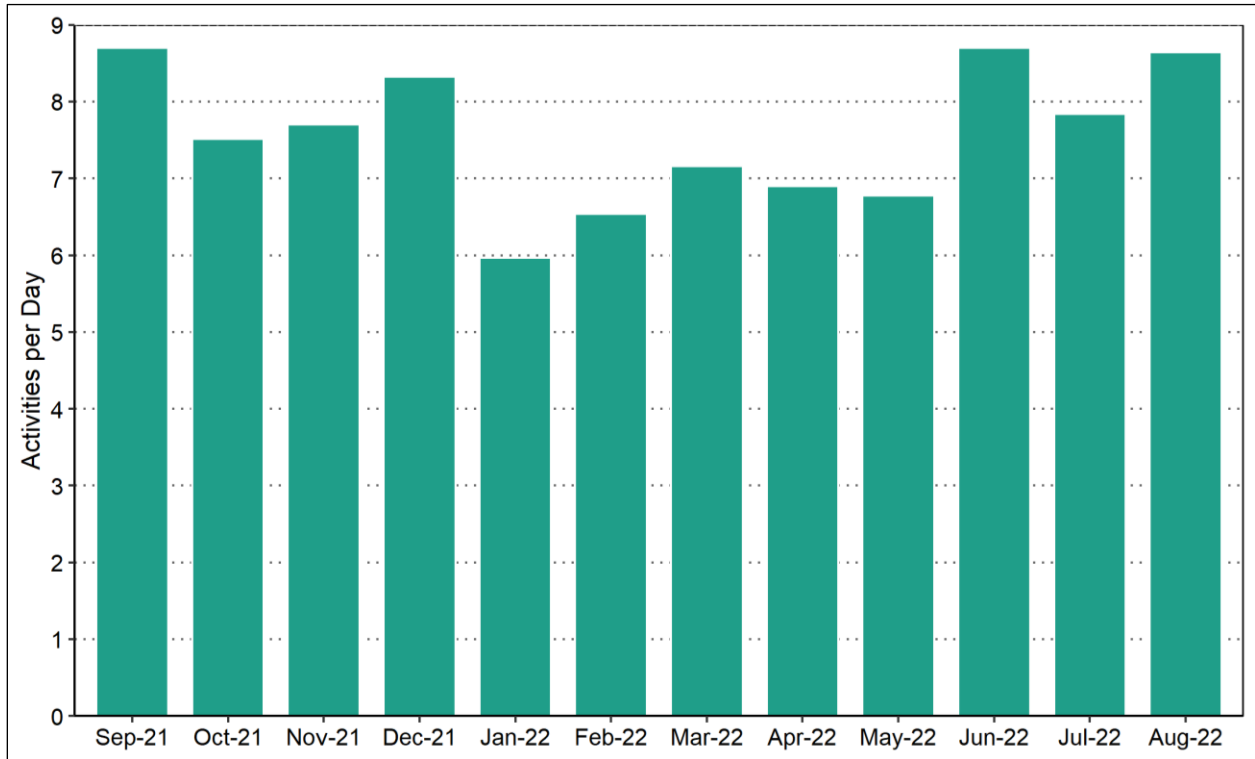
TABLE 11-13: Activities per Day, by Month

Activities	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug
Count	8.7	7.5	7.7	8.3	6.0	6.5	7.2	6.9	6.8	8.7	7.8	8.6
Hours	11.3	10.6	10.0	10.6	8.2	9.0	9.5	8.8	8.2	10.0	9.8	10.7

Observations:

- The number of activities per day was lowest in January.

- The number of activities per day was highest in September.

FIGURE 11-13: Activities per Day, by Day of Week
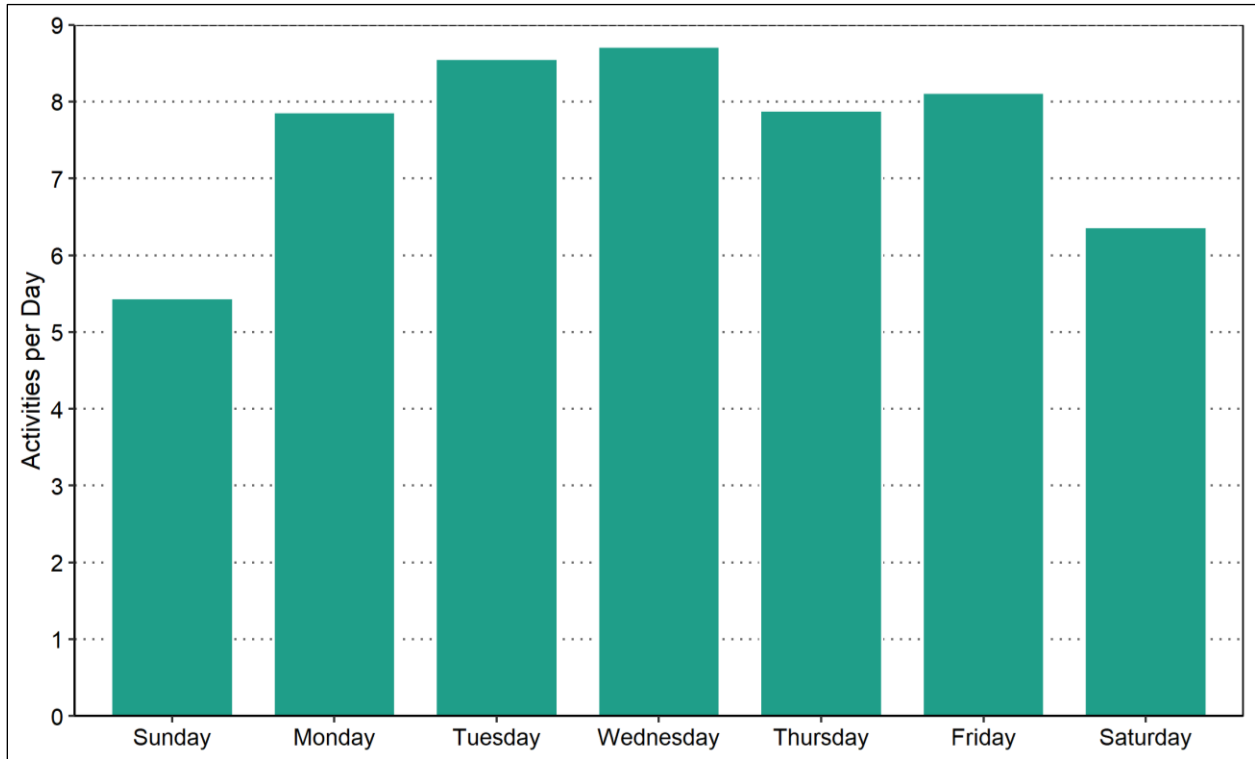
TABLE 11-14: Activities per Day, by Day of Week

Day of Week	Activities	Hours
Sunday	5.4	5.7
Monday	7.9	10.1
Tuesday	8.6	11.5
Wednesday	8.7	12.2
Thursday	7.9	10.6
Friday	8.1	10.4
Saturday	6.4	7.6
Weekly Average	**7.6**	**9.7**

Observations:

- The number of noncall activities per day was lowest on Sundays.

- The number of noncall activities per day was highest on Wednesdays.

FIGURE 11-14: Activities per Day, by Hour of Day
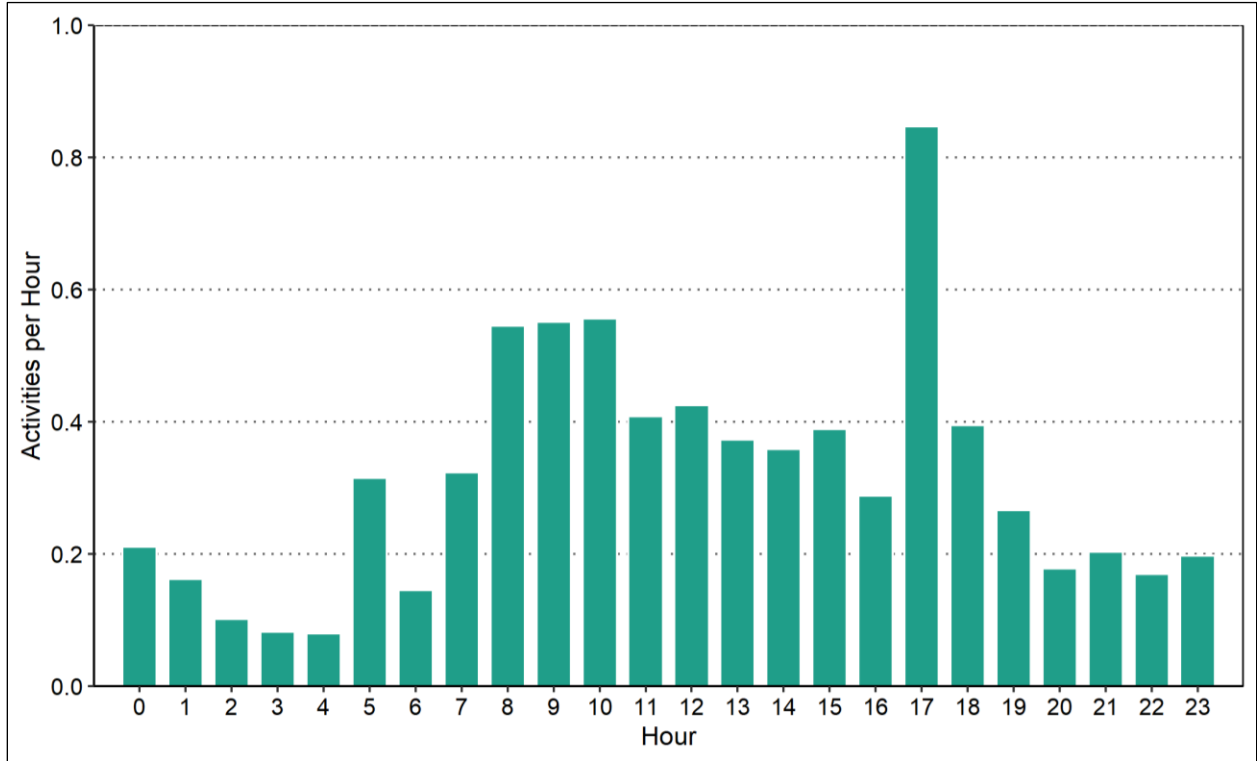
TABLE 11-15: Activities per Hour, by Hour of Day

Hour	Activities	Hours
0	0.21	0.29
1	0.16	0.21
2	0.10	0.15
3	0.08	0.11
4	0.08	0.07
5	0.32	0.41
6	0.15	0.24
7	0.32	0.51
8	0.55	0.80
9	0.55	0.77
10	0.56	0.76
11	0.41	0.55
12	0.42	0.58
13	0.37	0.49
14	0.36	0.46
15	0.39	0.43
16	0.29	0.30
17	0.85	0.98
18	0.39	0.46
19	0.27	0.28
20	0.18	0.24
21	0.20	0.21
22	0.17	0.17
23	0.20	0.27
Hourly Average	**0.32**	**0.41**

Observations:

- The number of activities per hour was highest between 5:00 p.m. and 6:00 p.m.

- The number of activities per hour was lowest between 3:00 a.m. and 5:00 a.m.

DEPLOYMENT

For this study, we examined deployment information for eight weeks in winter (January 4 through February 28, 2022) and eight weeks in summer (July 7 through August 31, 2022). The PCSO's main patrol force consists of patrol units and supervisors. During 2022, patrol operated on 12-hour shifts starting at 6:00 a.m. and 6:00 p.m. The Sheriff's Office main patrol force deployed an average of 10.4 units per hour during the 24-hour day in Winter 2022 and Summer 2022.

In this section, we describe the deployment and workload in distinct steps, distinguishing between summer and winter 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, deputy-initiated calls, and out-of-service activities.

- Finally, we compare the workload against deployment by percentage.

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

FIGURE 11-15: Deployed Units, Weekdays, Winter 2022
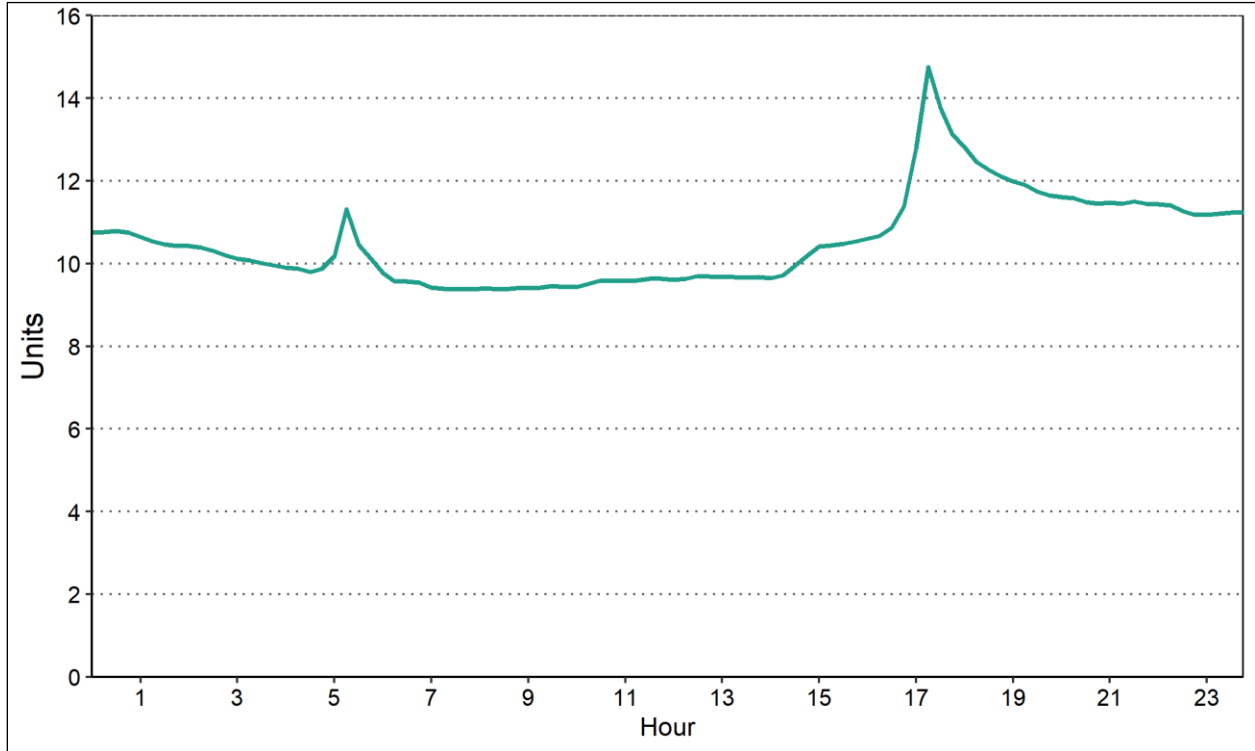
FIGURE 11-16: Deployed Units, Weekends, Winter 2022
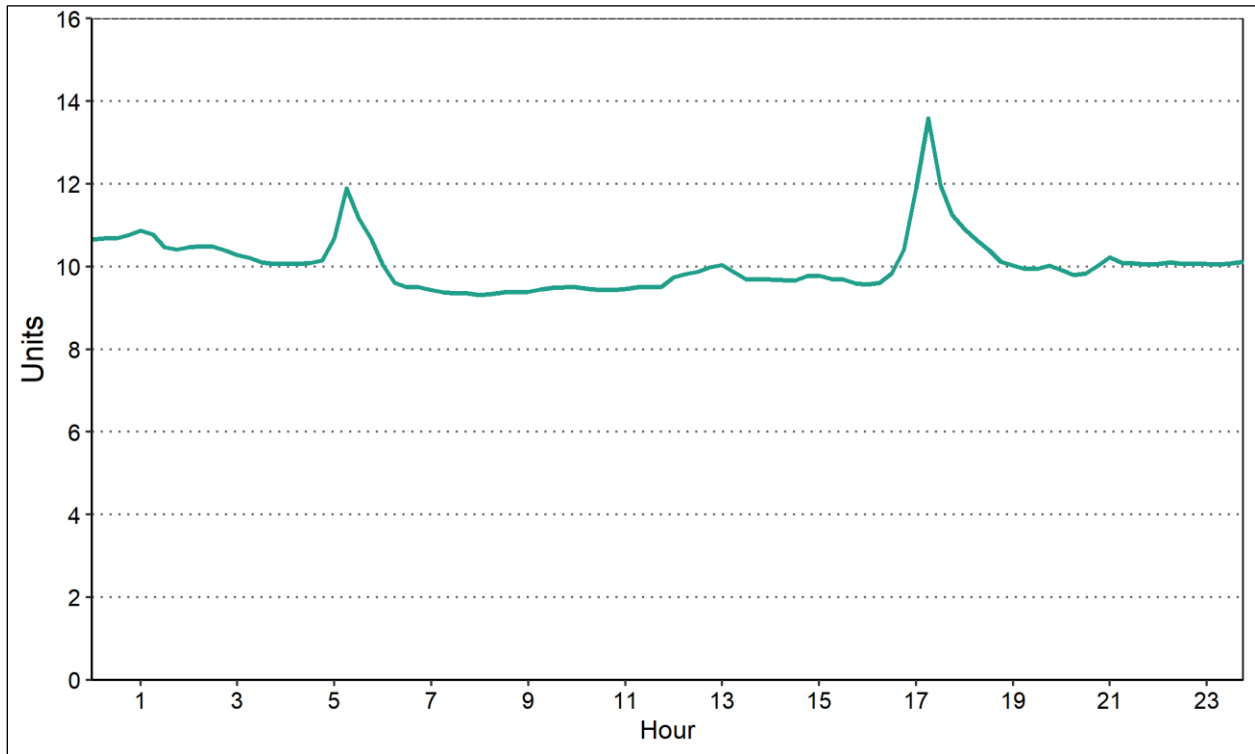
FIGURE 11-17: Deployed Units, Weekdays, Summer 2022
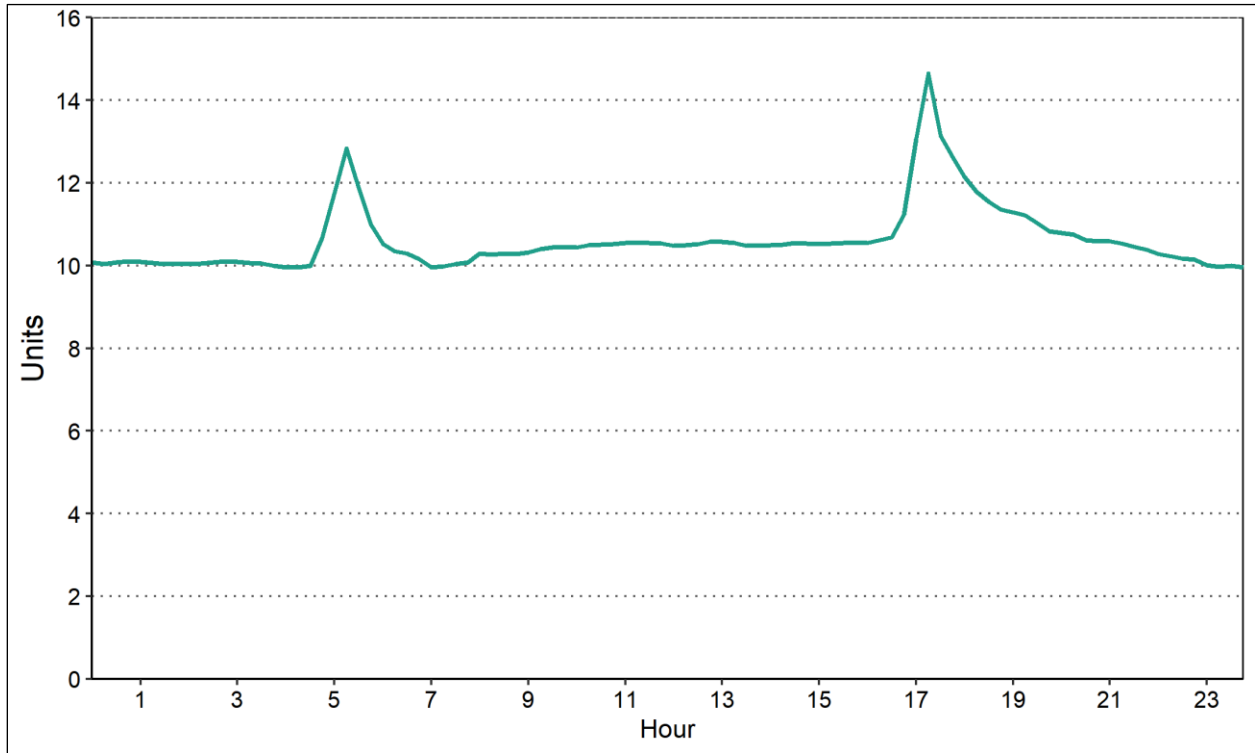
FIGURE 11-18: Deployed Units, Weekends, Summer 2022
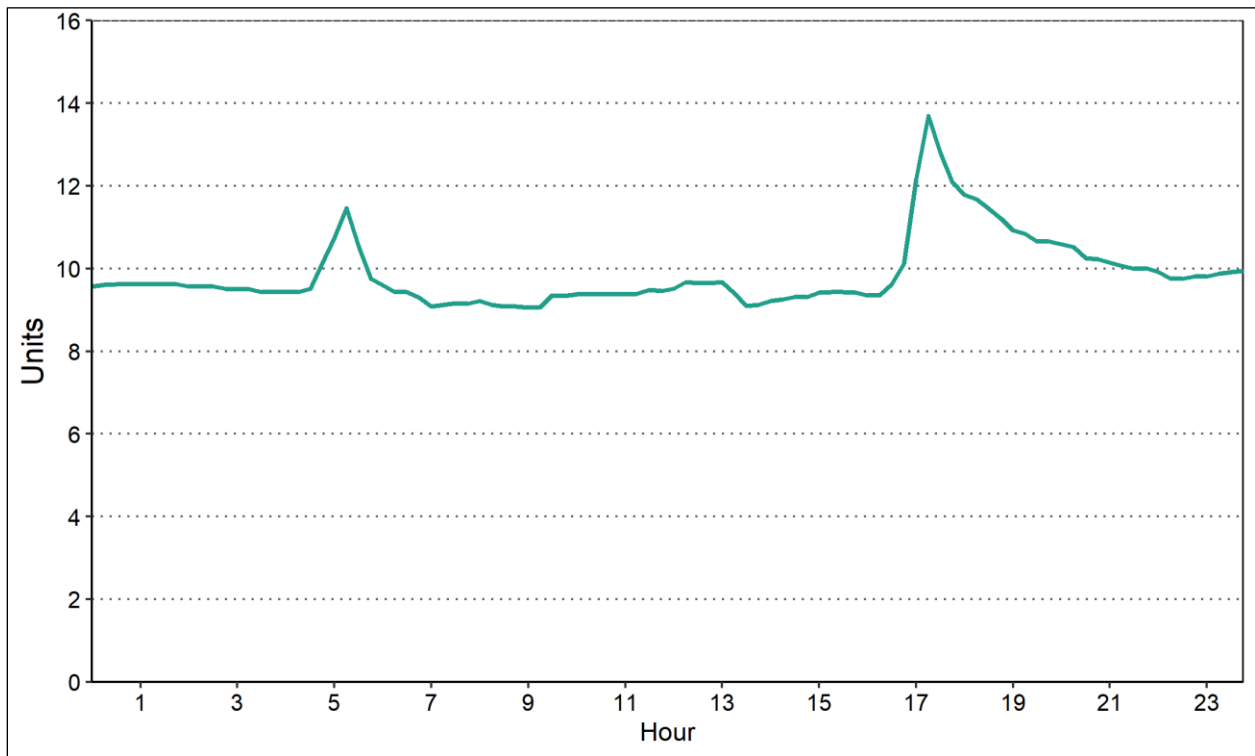
Observations:

- For Winter (January 4 through February 28, 2022):

  - The average deployment was 10.5 units per hour during the week and 10.1 units per hour on the weekend.

  - Average deployment varied from 9.4 to 14.8 units per hour on weekdays and 9.3 to 13.6 units per hour on weekends.

- For Summer (July 7 through August 31, 2022):

  - The average deployment was 10.6 units per hour during the week and 9.9 units per hour on the weekend.

  - Average deployment varied from 9.9 to 14.6 units per hour on weekdays and 9.1 to 13.7 units per hour on weekends.

FIGURE 11-19: Deployment and All Workload, Weekdays, Winter 2022
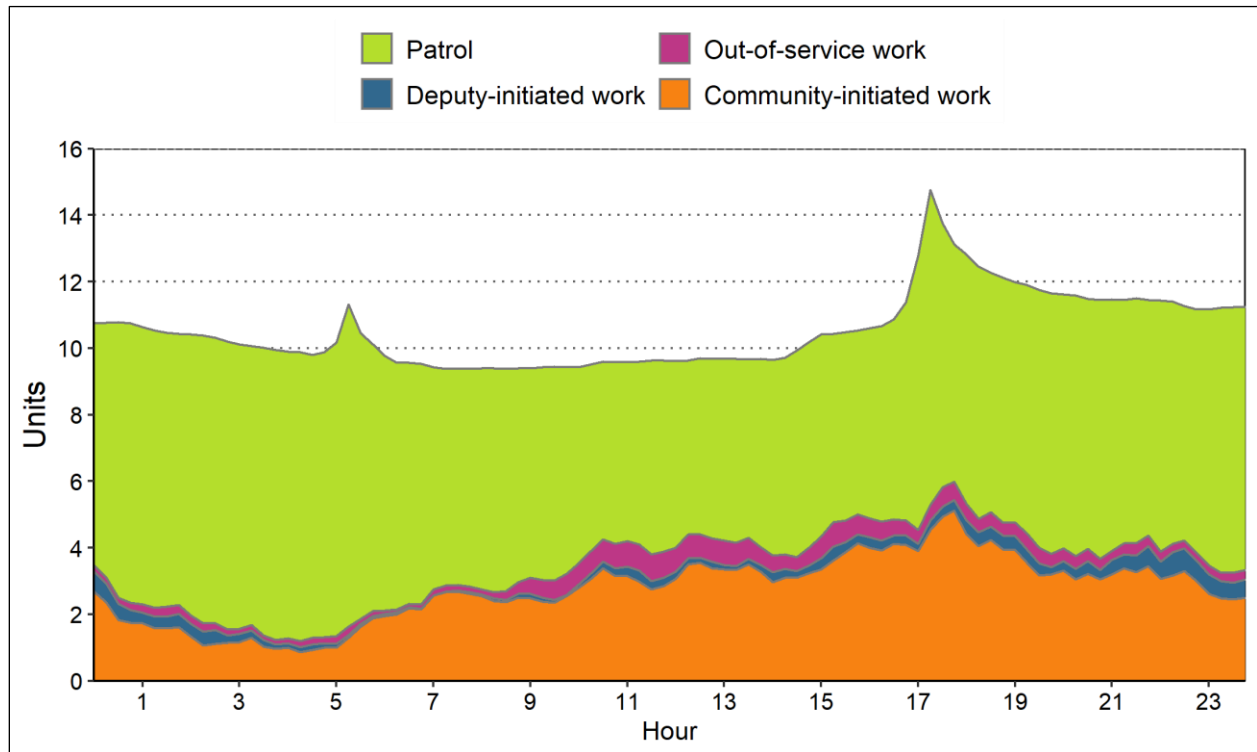
FIGURE 11-20: Deployment and All Workload, Weekends, Winter 2022
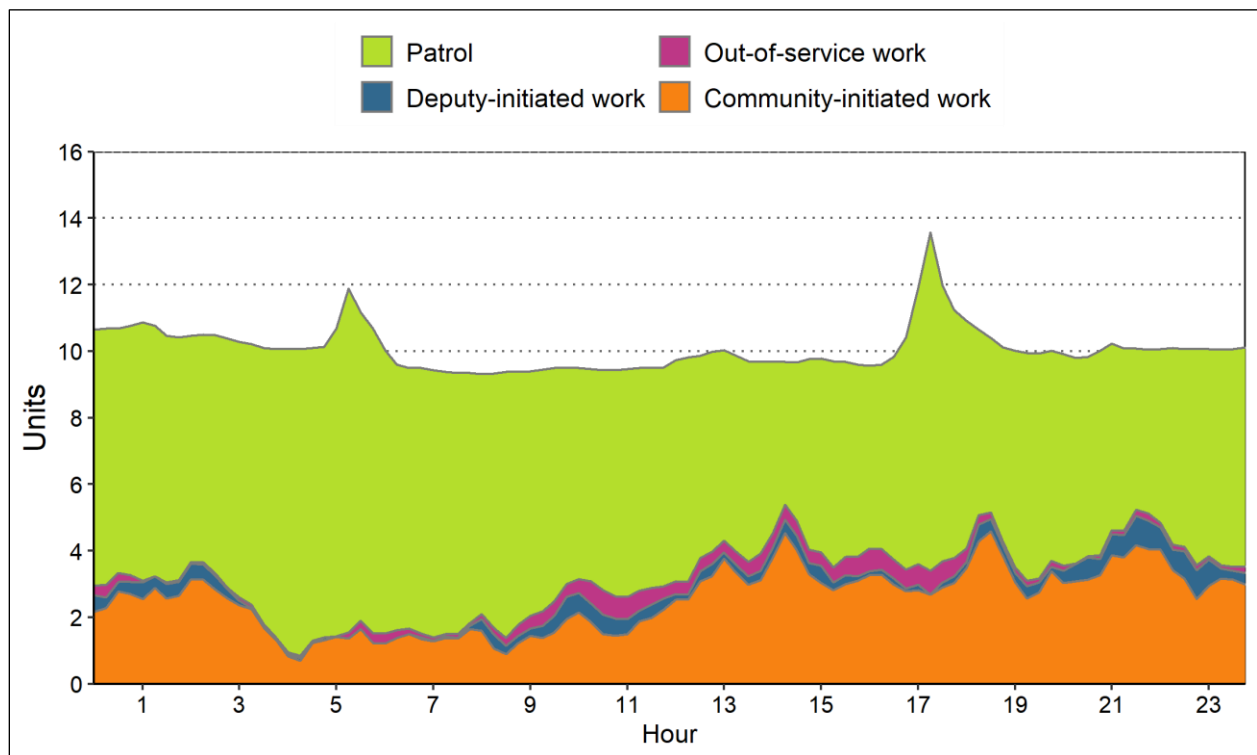
FIGURE 11-21: Deployment and All Workload, Weekdays, Summer 2022
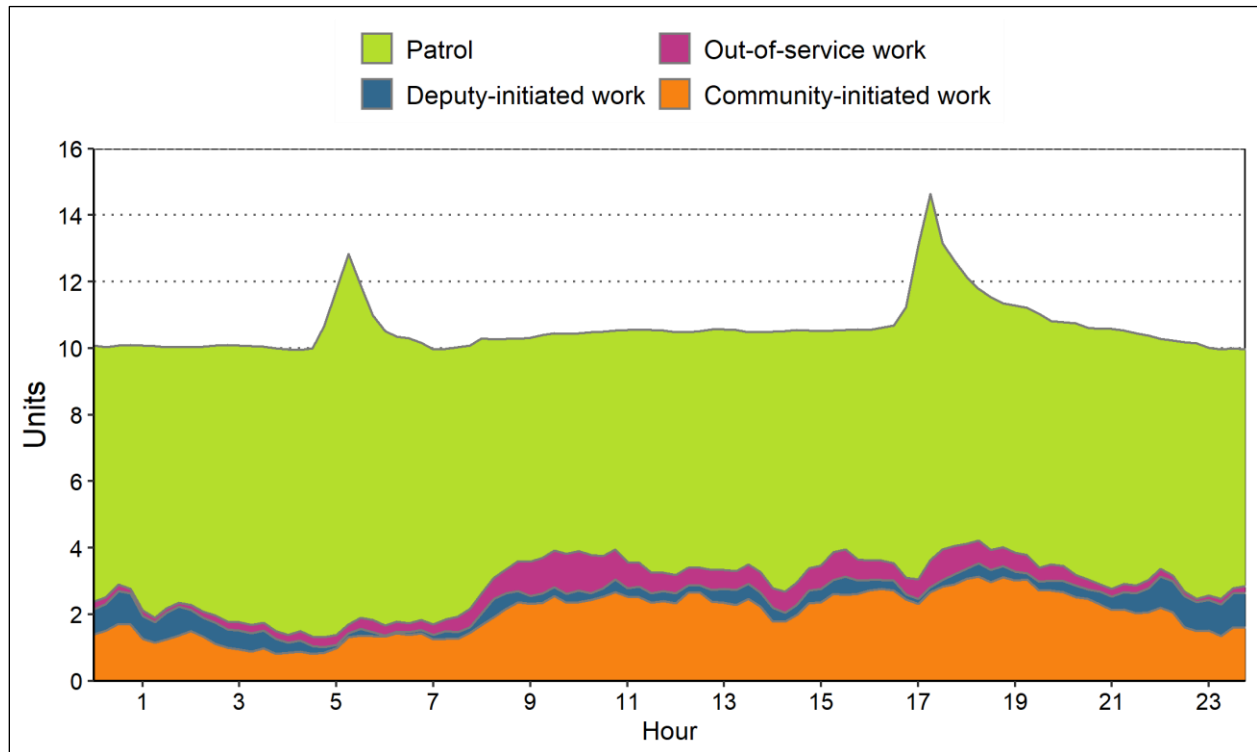
FIGURE 11-22: Deployment and All Workload, Weekends, Summer 2022
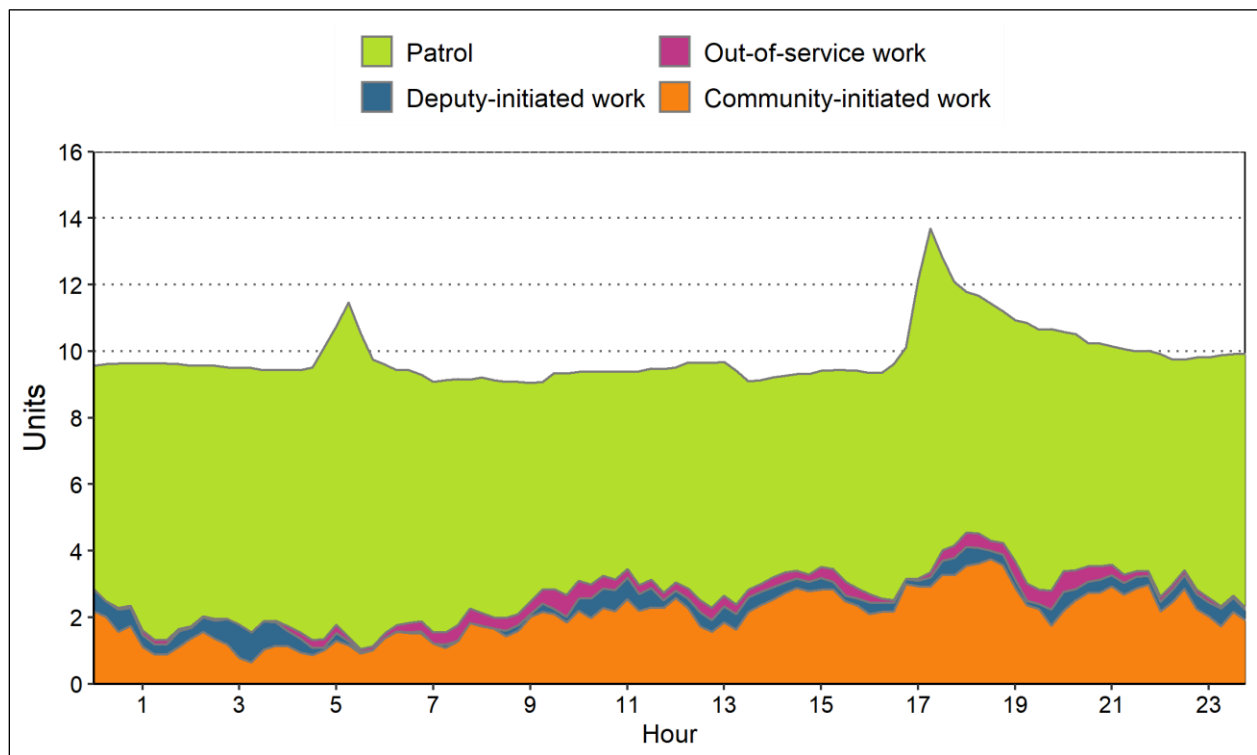
Note: Figures 11-19 to 11-22 show deployment along with all workloads from community-initiated calls and deputy-initiated calls, and out-of-service work.

Observations:

Winter:

- Community-initiated work:

  - Average community-initiated workload was 2.8 units per hour during the week and 2.5 units per hour on weekends.

  - This was approximately 26 percent of hourly deployment during the week and 25 percent of hourly deployment on weekends.

- All work:

  - Average workload was 3.4 units per hour during the week and 3.1 units per hour on weekends.

  - This was approximately 32 percent of hourly deployment during the week and 31 percent of hourly deployment on weekends.

Summer:

- Community-initiated work:

  - Average community-initiated workload was 2.0 units per hour during the week and 2.0 units per hour on weekends.

  - This was approximately 19 percent of hourly deployment during the week and 21 percent of hourly deployment on weekends.

- All work:

  - Average workload was 2.9 units per hour during the week and 2.6 units per hour on weekends.

  - This was approximately 27 percent of hourly deployment during the week and 27 percent of hourly deployment on weekends.

FIGURE 11-23: Percentage of Workload, Weekdays, Winter 2022
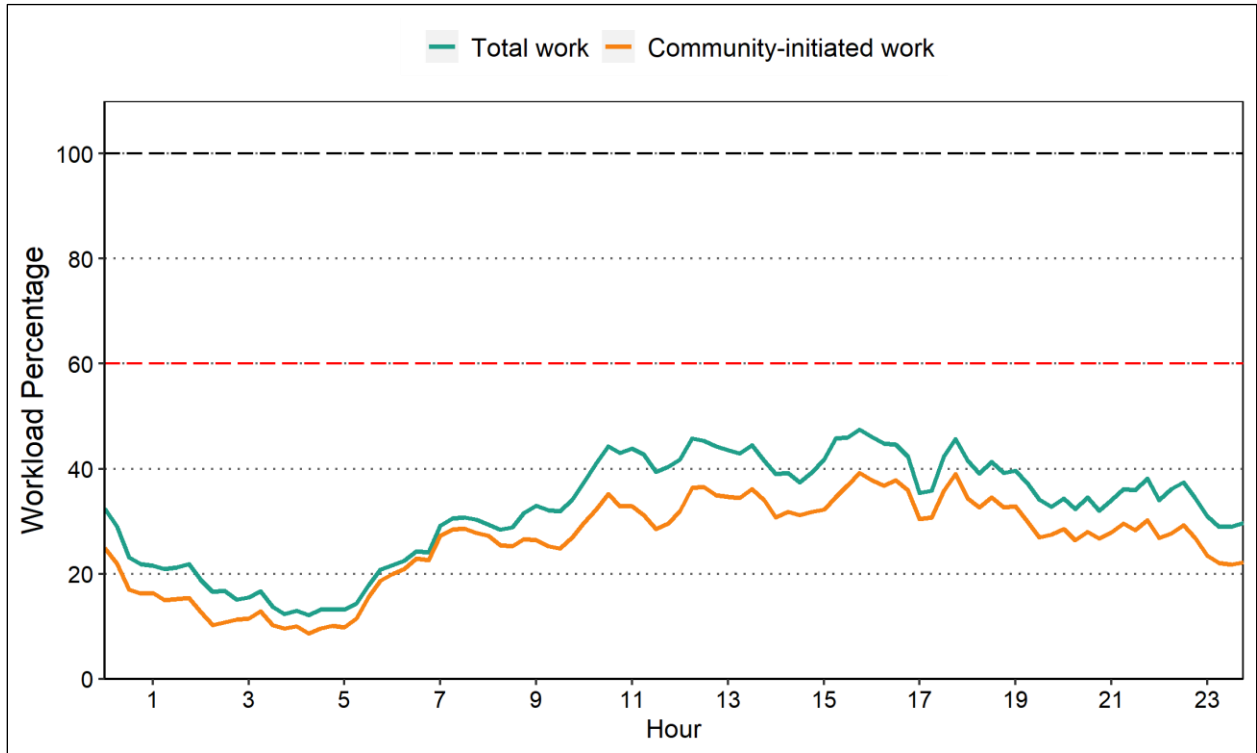
FIGURE 11-24: Percentage of Workload, Weekends, Winter 2022
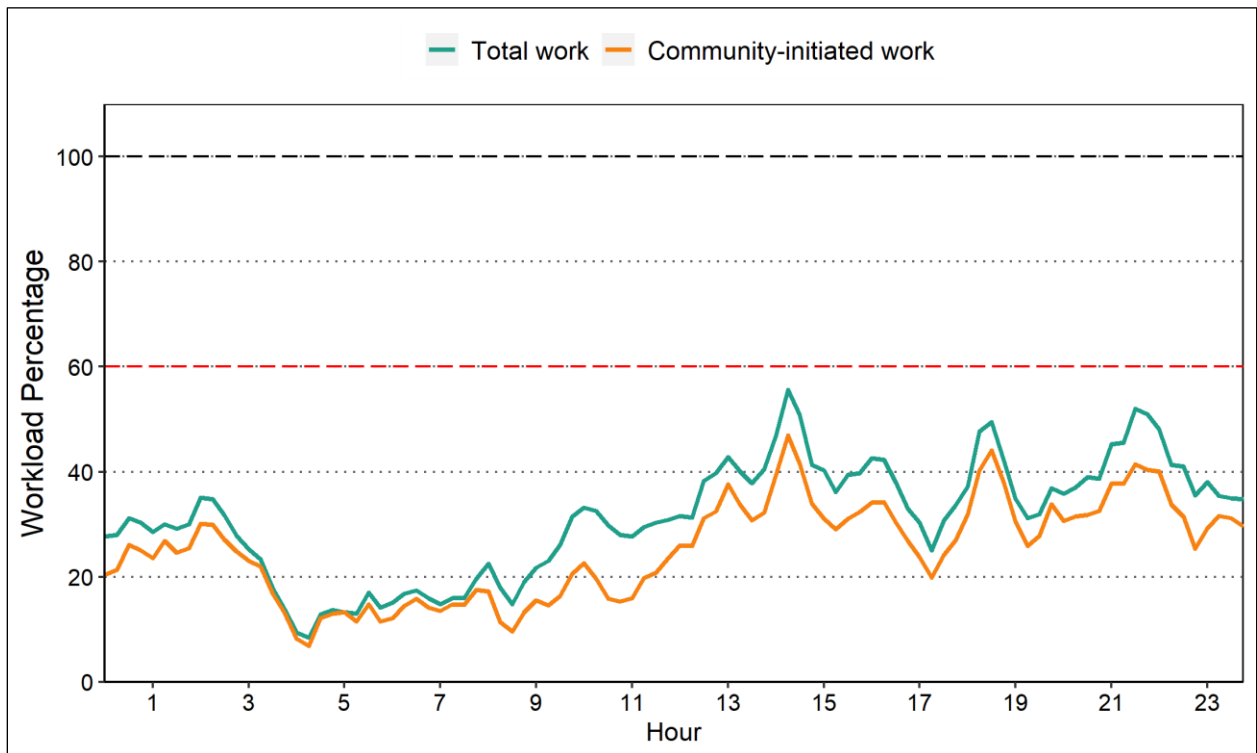
FIGURE 11-25: Percentage of Workload, Weekdays, Summer 2022

FIGURE 11-26: Percentage of Workload, Weekends, Summer 2022

Observations:

Winter:

- Community-initiated work:

  - During the week, the workload reached a maximum of 39 percent of deployment between 3:45 p.m. and 4:00 p.m. and between 5:45 p.m. and 6:00 p.m.

  - On weekends, the workload reached a maximum of 47 percent of deployment between 2:15 p.m. and 2:30 p.m.

- All work:

  - During the week, the workload reached a maximum of 47 percent of deployment between 3:45 p.m. and 4:00 p.m.

  - On weekends, the workload reached a maximum of 56 percent of deployment between 2:15 p.m. and 2:30 p.m.

Summer:

- Community-initiated work:

  - During the week, the workload reached a maximum of 28 percent of deployment between 6:45 p.m. and 7:00 p.m. and between 7:15 p.m. and 7:30 p.m.

  - On weekends, the workload reached a maximum of 33 percent of deployment between 6:30 p.m. and 6:45 p.m.

- All work:

  - During the week, the workload reached a maximum of 38 percent of deployment between 9:30 a.m. and 9:45 a.m., between 10:00 a.m. and 10:15 a.m., between 10:45 a.m. and 11:00 a.m., and between 3:30 p.m. and 3:45 p.m.

  - On weekends, the workload reached a maximum of 39 percent of deployment between 6:00 p.m. and 6:30 p.m.

RESPONSE TIMES

We analyzed the response times to various types of calls, separating the duration into dispatch processing 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 processing and travel time. Dispatch processing is the time between when a call is received and when the first unit is dispatched. Travel time is the remaining time until the first unit arrives on scene.

We begin the discussion with statistics that include all calls combined. We started with 3,630 calls for winter and 4,245 calls for summer. We limited our analysis to community-initiated calls, which amounted to 2,803 calls for winter and 3,130 calls for summer. Also, we removed calls where no unit arrived, and calls located at headquarters. We were left with 2,491 calls in winter and 2,350 calls in summer for our analysis. For the entire year, we began with 26,294 calls and limited our analysis to 20,702 community-initiated calls. With similar exclusions, we were left with 17,777 calls.

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

All Calls

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

FIGURE 11-27: Average Response Times, by Hour of Day, Winter and Summer 2022
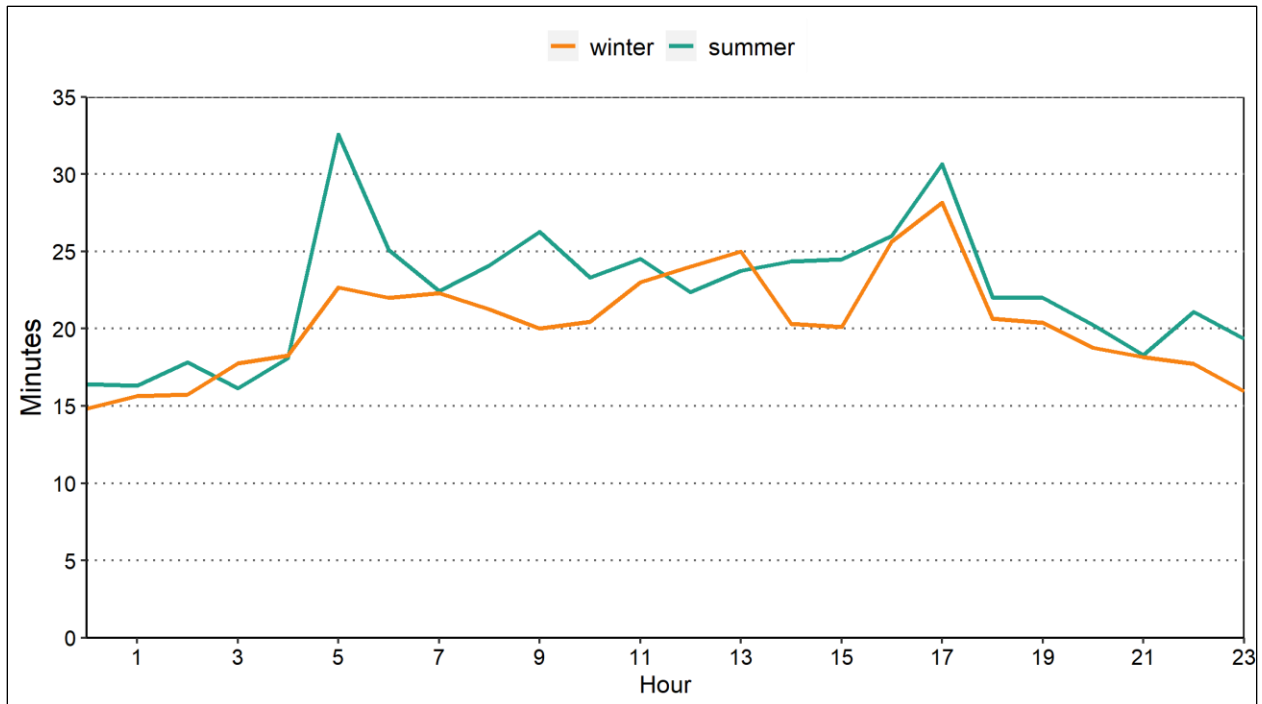
Observations:

- Average response times varied significantly by the hour of the day.

- In winter, the longest response times were between 5:00 p.m. and 6:00 p.m., with an average of 28.2 minutes.

- In winter, the shortest response times were between 12:00 a.m. and 1:00 a.m., with an average of 14.8 minutes.

- In summer, the longest response times were between 5:00 a.m. and 6:00 a.m., with an average of 32.6 minutes.

- In summer, the shortest response times were between 3:00 a.m. and 4:00 a.m., with an average of 16.2 minutes.

FIGURE 11-28: Average Response Time by Category, Winter 2022
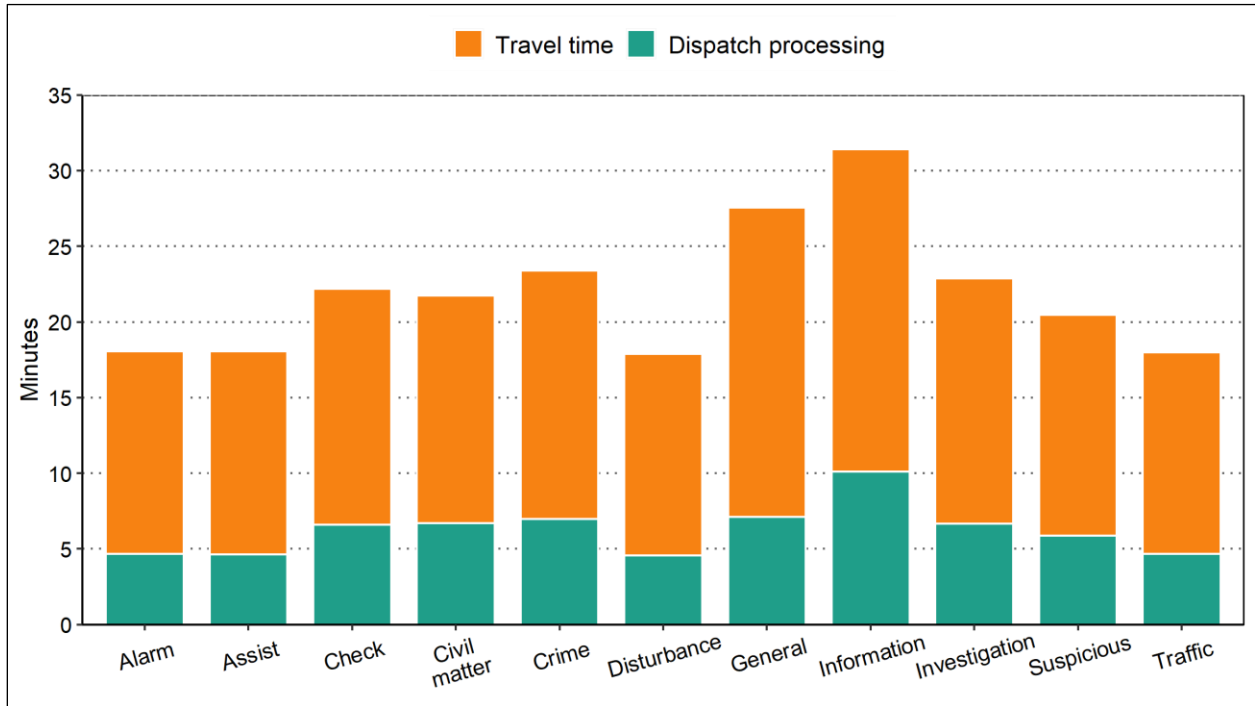
FIGURE 11-29: Average Response Time by Category, Summer 2022
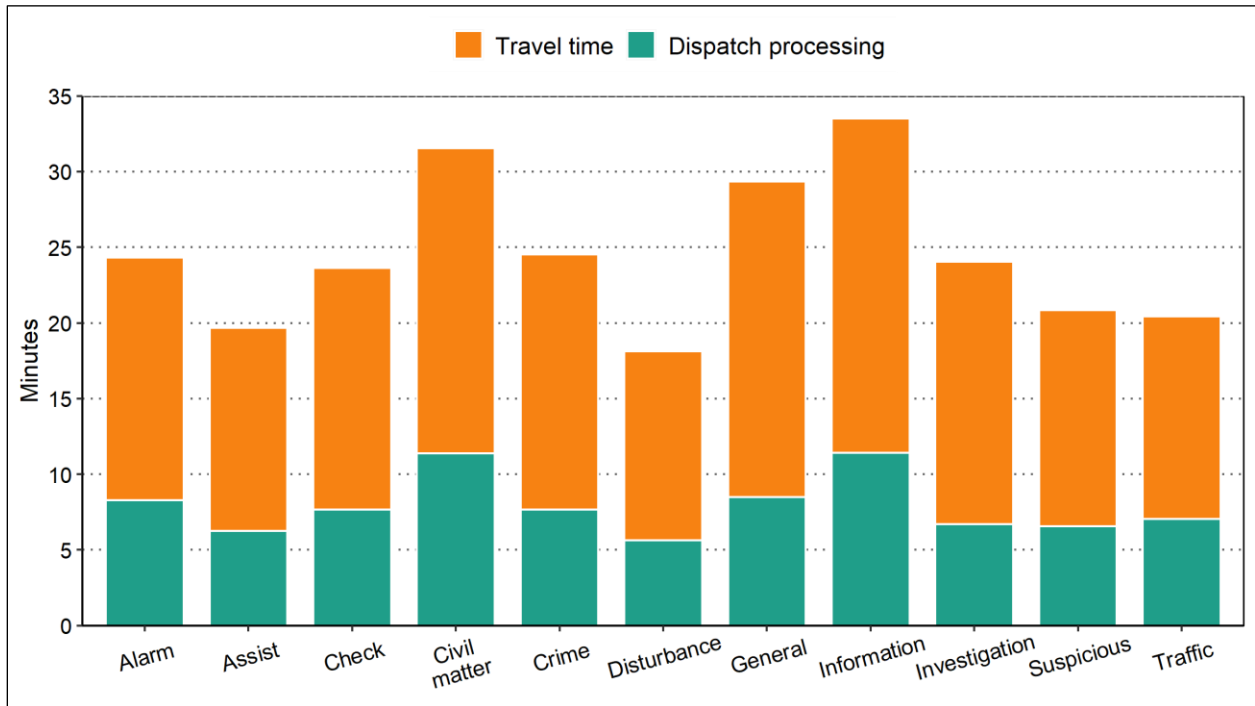
TABLE 11-16: Average Response Time Components, by Category

Category	Winter				Summer			
	Minutes			Count	Minutes			Count
	Dispatch	Travel	Response		Dispatch	Travel	Response	
Accident	4.0	12.9	16.9	150	5.0	12.5	17.5	127
Alarm	4.7	13.4	18.0	260	8.3	16.1	24.3	236
Animal call	7.8	20.2	27.9	81	9.2	19.2	28.4	53
Assist citizen	7.3	15.9	23.2	125	9.2	16.9	26.1	137
Assist other agency	3.4	12.3	15.7	272	4.6	11.3	15.9	234
Check	6.6	15.6	22.2	216	7.7	16.0	23.6	239
Civil matter	6.7	15.1	21.8	58	11.4	20.2	31.6	50
Crime–person	6.2	15.4	21.6	128	5.7	14.8	20.5	129
Crime–property	7.2	16.8	24.0	349	8.4	17.6	26.1	337
Disturbance	4.6	13.3	17.9	241	5.6	12.5	18.1	265
Information	10.1	21.3	31.4	38	11.4	22.1	33.5	24
Investigation	6.7	16.2	22.9	156	6.7	17.3	24.0	132
Mental health	5.5	14.2	19.7	23	5.8	12.3	18.1	40
Miscellaneous	6.4	16.2	22.6	39	4.7	17.6	22.3	26
Suspicious incident	5.9	14.6	20.5	199	6.6	14.3	20.9	171
Traffic enforcement	5.6	13.9	19.5	108	10.0	14.8	24.8	86
Violation	5.9	19.5	25.4	12	11.5	19.0	30.5	12
Warrant/prisoner	7.7	29.9	37.7	36	11.1	31.1	42.2	52
Total Average	**5.8**	**15.1**	**20.9**	**2,491**	**7.3**	**15.6**	**22.9**	**2,350**

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 18 minutes and 28 minutes.

- In winter, the average response time was as short as 18 minutes (for disturbances) and as long as 31 minutes (for information).

- In summer, the average response time for most categories was between 18 minutes and 32 minutes.

- In summer, the average response time was as short as 18 minutes (for disturbances) and as long as 33 minutes (for information).

- The average response time for crimes was 23 minutes in winter and 25 minutes in summer.

TABLE 11-17: 90th Percentiles for Response Time Components, by Category

Category	Minutes, Winter			Minutes, Summer		
	Dispatch	Travel	Response	Dispatch	Travel	Response
Accident	5.8	28.8	33.1	10.2	26.3	35.8
Alarm	7.6	30.1	37.4	29.7	32.5	55.7
Animal call	20.9	34.2	59.6	29.9	42.3	57.3
Assist citizen	17.5	34.1	48.4	31.0	37.8	71.6
Assist other agency	6.6	23.4	30.3	7.6	19.7	30.1
Check	12.0	29.4	41.4	16.9	32.6	47.9
Civil matter	12.4	27.2	41.0	38.7	45.9	66.7
Crime–person	10.8	30.3	39.3	9.9	28.3	41.1
Crime–property	17.9	31.4	45.3	21.2	32.3	57.7
Disturbance	7.3	22.9	29.6	10.0	25.3	33.1
Information	33.9	59.5	73.1	30.6	47.4	97.3
Investigation	15.6	32.2	42.5	15.4	34.8	47.9
Mental health	12.4	24.6	28.5	10.1	26.2	35.7
Miscellaneous	13.1	24.0	36.2	8.8	31.6	37.4
Suspicious incident	10.5	31.1	40.9	14.1	26.9	41.0
Traffic enforcement	8.6	29.7	42.6	37.6	29.9	58.6
Violation	7.9	28.3	32.9	46.7	26.8	74.4
Warrant/prisoner	18.3	59.5	65.8	40.4	57.4	84.2
Total	**10.8**	**30.6**	**41.0**	**18.3**	**31.7**	**48.6**

Note: A 90th percentile value of 41.0 minutes means that 90 percent of all calls are responded to in fewer than 41.0 minutes. For this reason, the columns for dispatch processing 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 30 minutes (for disturbances) and as long as 73 minutes (for information).

- In summer, the 90th percentile value for response time was as short as 33 minutes (for disturbances) and as long as 97 minutes (for information).

FIGURE 11-30: Average Response Time Components, by District
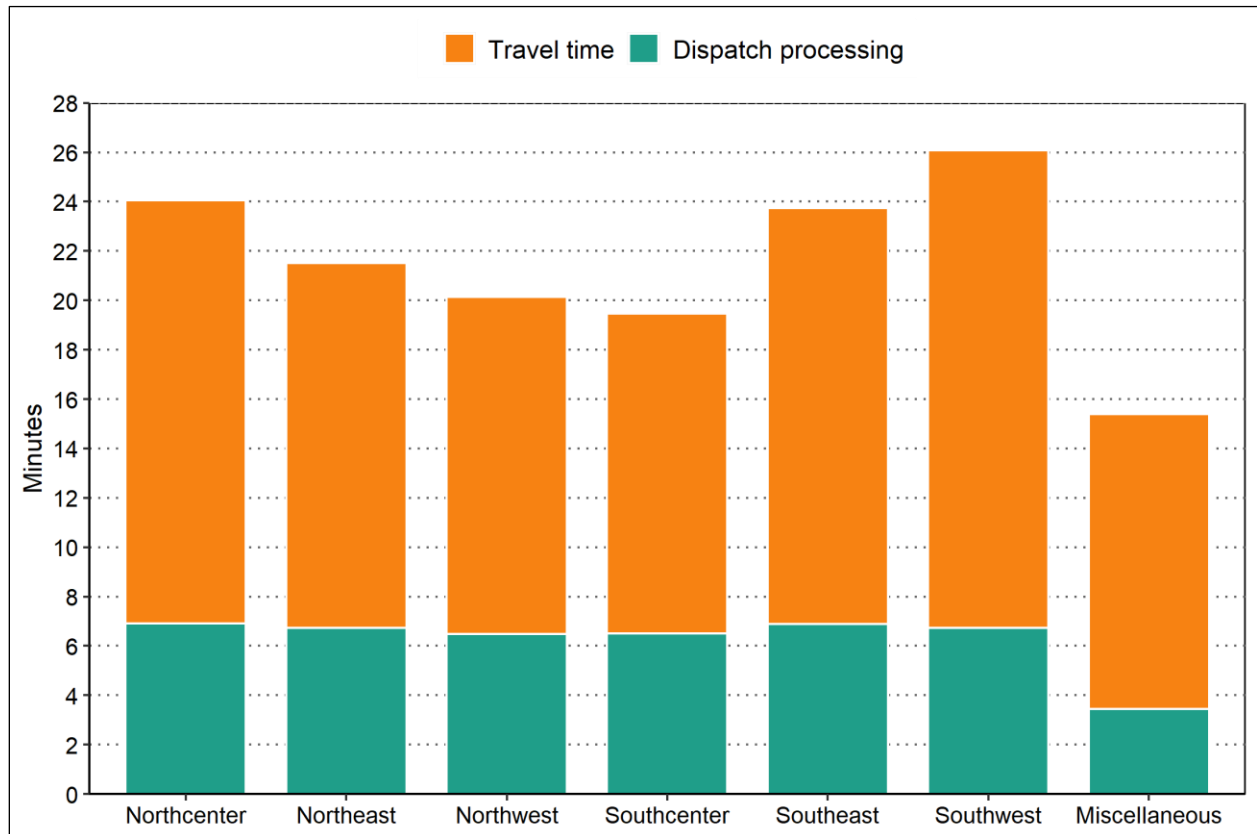
TABLE 11-18: Average Response Time Components, by District

District	Minutes			Calls
	Dispatch	Travel	Response	
Northcenter	6.9	17.2	24.1	3,805
Northeast	6.7	14.8	21.5	2,733
Northwest	6.5	13.7	20.1	2,784
Southcenter	6.5	13.0	19.5	3,568
Southeast	6.9	16.9	23.7	2,156
Southwest	6.7	19.3	26.1	2,613
Miscellaneous	3.4	12.0	15.4	118
Total	**6.7**	**15.7**	**22.3**	**17,777**

Observations:

- Districts share similar average dispatch processing times at about 6 to 7 minutes.

- Excluding calls in the miscellaneous category, the Southcenter district had the shortest average response time.

High-Priority Calls

The department assigned priorities to calls with priority 1 as the highest priority. The following table shows average response times by priority. Also, we identified injury accidents based on their call descriptions, "ACCIDENT INJURY," to see if these provided an alternate measure for emergency calls.

TABLE 11-19: Average and 90th Percentile Response Times, by Priority

Priority	Minutes			Calls	90th Percentile Response Time, Minutes
	Dispatch	Travel	Response		
1	3.4	12.3	15.7	4,771	28.3
2	4.9	16.6	21.5	4,603	41.4
3	5.1	16.2	21.3	1,544	41.5
4	10.5	17.2	27.8	6,848	62.6
Unknown	1.9	10.9	12.9	11	17.2
Total	**6.7**	**15.7**	**22.3**	**17,777**	**45.8**
Injury accident	2.8	8.4	11.2	325	18.4

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

FIGURE 11-31: Average Response and Dispatch Processing Times for High-priority and Accident Calls, by Hour

Observations:

- High-priority calls had an average response time of 15.7 minutes, lower than the overall average of 22.3 minutes for all calls.

- Average dispatch processing was 3.4 minutes for high-priority calls, compared to 6.7 minutes overall.

- For high-priority calls, the longest response times were between 6:00 a.m. and 7:00 a.m., with an average of 19.0 minutes.

- For high-priority calls, the shortest response times were between 4:00 a.m. and 5:00 a.m., with an average of 13.7 minutes.

- Average response time for injury accidents was 11.2 minutes, with a dispatch processing of 2.8 minutes.

APPENDIX A: CALL TYPE CLASSIFICATION

Call descriptions for the department's calls for service from September 1, 2021, to August 31, 2022, were classified into the categories shown in the following table.

TABLE 11-20: Call Type, by Category

Call Type Description	Table Category	Figure Category
ALARM BUSINESS	Alarm	Alarm
ALARM RESIDENCE		
FIRE ALARM		
MEDICAL ALARM		
ASSIST CITIZEN	Assist citizen	Assist
ASSIST MOTORIST		
EMERGENCY MESSAGE		
NATURAL DISASTER		
ASSIST AMBULANCE	Assist other agency	
ASSIST FIRE DEPT		
ASSIST AGENCY		
ASSIST OFFICER		
CHEMICAL SPILL		
ENDANGERING WELFARE		
FIRE BUSINESS		
FIRE GRASS/WOODS		
FIRE RESIDENTIAL		
FIRE OTHER STRUCTURE		
FIRE VEHICLE		
HAZMAT		
LIFT ASSIST		
MEDICAL EMERGENCY		
OVERDOSE		
FIRE - SMOKE		
WATER RESCUE		
OPEN DOOR	Check	Check
PROPERTY CHECK		
VEHICLE UNLOCK		
WELFARE CONCERN		
CIVIL DISPUTE	Civil matter	Civil matter
KEEP THE PEACE		
ABUSE CHILD	Crime-person	Crime
ABUSE		
ASSAULT/WEAPON		
ASSAULT		
BATTERY		
BOMB THREAT/EXPLOSIO		

Call Type Description	Table Category	Figure Category
CRIMES AGAINST CHILDREN		
DIST W/ WEAPON		
FIGHT		
FIGHT W/ WEAPON		
FLEEING		
HARASSMENT		
HARASSING COMM		
INDECENT EXPOSURE		
KIDNAPPING		
ROBBERY		
ROBBERY AGGRAVATED		
SCHOOL FIGHT		
SEX CRIME		
SHOOTING		
TERRORISTIC ACT		
TERRORISTIC THREAT		
ANIMAL CRUELTY		
ARSON-AR		
BREAKING OR ENTER		
BURGLARY		
ILLEGAL BURN		
BURGLARY IN PROGRESS		
CRIMINAL MISCHIEF		
DAMAGE COUNTY PROPERTY		
DAMAGE COUNTY VEHICLE		
ILLEGAL DUMPING		
ILLEG DUMP IN PROGRE		
FORGERY-FF		
FRAUD	Crime-property	
ID THEFT		
INTELLIGENCE		
NARCOTIC VIOLATION		
PROWLER		
SCHOOL NARC VIOL		
SCHOOL THEFT		
SHOPLIFTING		
THEFT AUTO-AT		
THEFT		
THEFT OF SERVICES		
TRESSPASSING		
VICE/DRUGS		
DISTURBANCE	Disturbance	Disturbance

Call Type Description	Table Category	Figure Category
FIREWORKS		
LOITERING		
LOUD MUSIC		
LOUD NOISE		
PUBLIC INTOXICATION		
SCHOOL DISTURBANCE		
ANIMAL BITE	Animal call	General miscellaneous
ANIMAL PROBLEMS		
BARKING DOG		
LOOSE LIVESTOCK		
SUICIDE ATTEMPT	Mental health	
SUICIDE		
SUICIDE THREATS		
NA	Miscellaneous	
Report Not Needed		
DEATH ATTENDED		
Duplicate Call		
IMPOUND VEHICLE		
OTHER		
RUNAWAY JUVENILE		
DISORDERLY CONDUCT	Violation	
LITTERING		
SCHOOL CONTRABAND		
UNAUTHORIZED USE		
VIOLATE ORD PROTECT		
WEAPON POSSESSION		
ARREST	Warrant/prisoner	
CIVIL ORDER		
ESCAPE		
ESCORT		
SEARCH WARRANT		
WANTED PERSON		
INFORMATION	Information	Information
911 HANGUP	Investigation	Investigation
911 OPEN LINE		
ABANDONED CHILD		
ABANDONED VEHICLE		
DEATH NOTIFICATION		
DEATH INVESTIGATION		
UNATTENDED DEATH		
FOUND PROPERTY		
LOST PROPERTY		

Call Type Description	Table Category	Figure Category
MISSING PERSON		
RECOVERED STOLEN VEH		
RECOVERED STOLEN PROP		
UNKNOWN TROUBLE		
SHOTS FIRED	Suspicious incident	Suspicious incident
SUSPICIOUS PERSON		
SUSPICIOUS VEHICLE		
ACCIDENT TRAFFIC	Accident	Traffic
ACCIDENT HIT & RUN		
ACCIDENT INJURY		
ACC PRIVATE PROPERTY		
DWI	Traffic enforcement	
License Plate Reader Alert		
TRAFFIC PROBLEM		
TRAFFIC STOP	Traffic stop	

APPENDIX B: UNIFORM CRIME REPORT INFORMATION

This section presents information obtained from Uniform Crime Reports (UCR) collected by the Federal Bureau of Investigation (FBI) and the Arkansas Department of Public Safety. The tables and figures include the most recent information that is publicly available at the national level. This includes crime reports for 2012 through 2021, along with clearance rates for 2021. Crime rates are expressed as incidents per 100,000 population.

TABLE 11-21: Reported Crime Rates, by Jurisdiction

Jurisdiction	State	2020				2021			
		Population	Crime Rates			Population	Crime Rates		
			Violent	Property	Total		Violent	Property	Total
Baxter County	AR	25,027	264	1,970	2,234	25,006	172	1,608	1,780
Benton County	AR	49,022	304	1,008	1,312	47,883	365	835	1,201
Boone County	AR	23,330	836	879	1,715	23,247	465	576	1,041
Crawford County	AR	29,100	158	735	893	28,735	195	1,072	1,267
Faulkner County	AR	44,933	345	1,760	2,105	44,386	342	1,771	2,113
Garland County	AR	60,870	485	2,134	2,619	60,542	595	2,081	2,676
Independence County	AR	27,002	726	1,559	2,285	26,751	714	1,675	2,389
Lonoke County	AR	28,325	381	1,663	2,044	27,864	438	1,314	1,751
Pope County	AR	27,154	309	954	1,263	26,799	325	675	1,000
Saline County	AR	53,142	348	1,221	1,569	52,870	312	1,347	1,659
Sebastian County	AR	21,702	235	650	885	19,336	191	579	771
Union County	AR	20,851	293	1,141	1,434	20,414	299	1,024	1,323
Washington County	AR	50,679	375	1,127	1,502	48,691	257	1,134	1,390
White County	AR	37,808	548	1,777	2,325	37,393	722	1,679	2,402
Jacksonville	AR	28,217	1,159	4,476	5,635	28,356	1,259	4,754	6,013
Little Rock	AR	197,688	1,850	4,857	6,707	198,260	2,063	5,364	7,428
Maumelle	AR	18,307	142	1,579	1,721	18,343	142	1,565	1,706
North Little Rock	AR	66,303	1,003	3,670	4,672	66,677	1,143	3,697	4,840
Sherwood	AR	31,636	639	2,677	3,316	31,857	694	2,649	3,343
Pulaski County	**AR**	**49,739**	**1,289**	**3,207**	**4,495**	**47,149**	**1,531**	**3,379**	**4,910**
Arkansas		**2,890,154**	**672**	**2,613**	**3,285**	**2,916,168**	**558**	**2,656**	**3,214**
National*		**331,449,281**	**399**	**1,958**	**2,357**	**332,031,554**	**396**	**1,933**	**2,329**

Note: *We used national crime rates estimated in the FBI's report *The Transition to the National Incident-Based Reporting System (NIBRS): A Comparison of 2020 and 2021 NIBRS Estimates*.

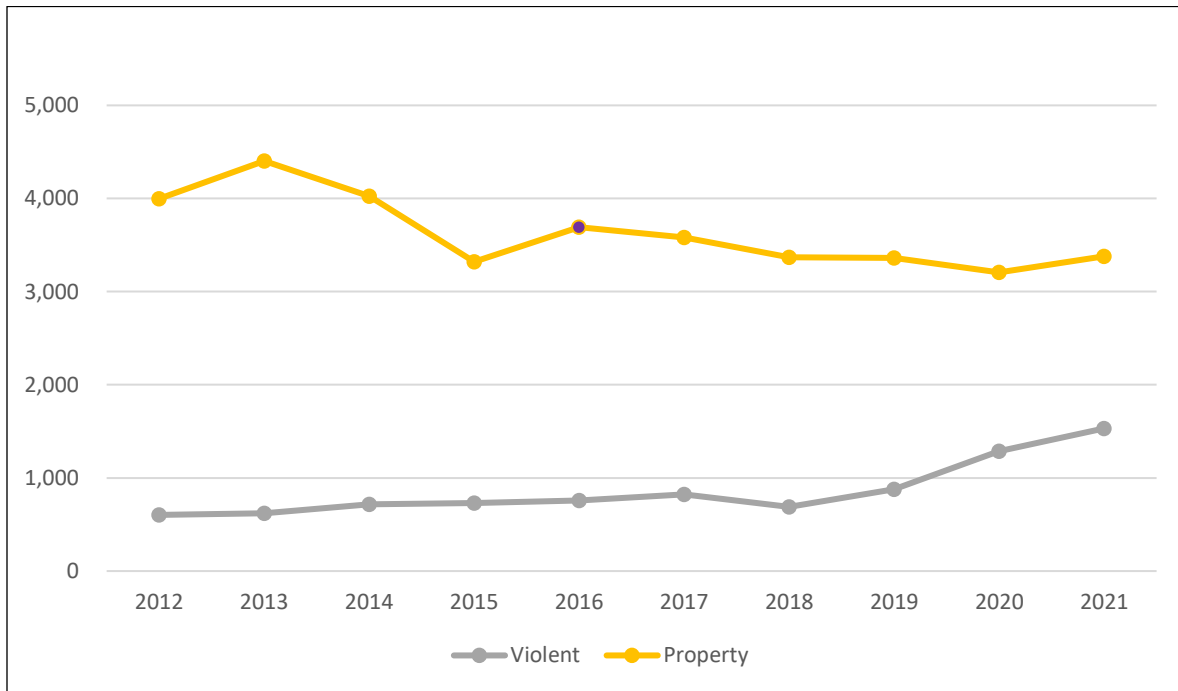**FIGURE 11-32: Reported Pulaski County Violent and Property Crime Rates, by Year**
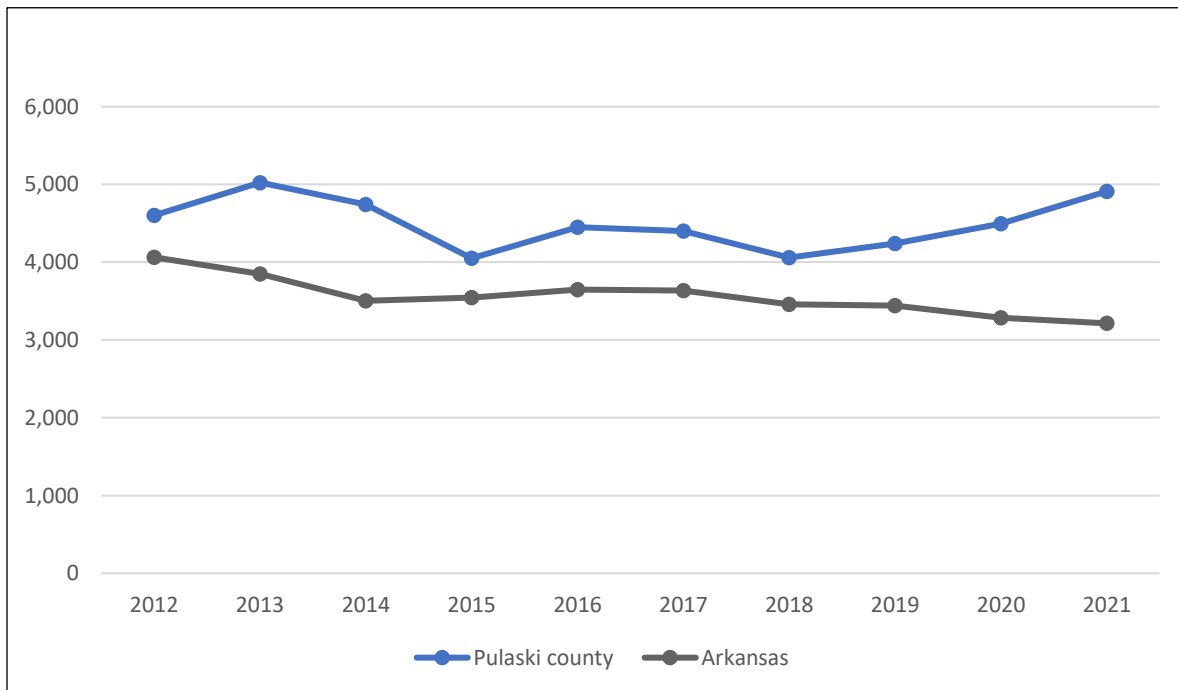

FIGURE 11-33: Reported City and State Crime Rates, by Year

TABLE 11-22: Reported Pulaski County, Arkansas, and National Crime Rates, by Year

Year	Pulaski county				Arkansas				National			
	Population	Violent	Property	Total	Population	Violent	Property	Total	Population	Violent	Property	Total
2012	51,765	603	3,999	4,602	2,981,157	459	3,604	4,063	319,697,368	377	2,758	3,135
2013	51,032	621	4,403	5,024	2,984,729	440	3,412	3,851	321,947,240	362	2,627	2,989
2014	50,017	716	4,027	4,742	2,996,166	444	3,061	3,505	324,699,246	357	2,464	2,821
2015	49,998	730	3,320	4,050	2,997,795	497	3,047	3,544	327,455,769	368	2,376	2,744
2016	49,645	759	3,692	4,452	3,005,677	529	3,117	3,646	329,308,297	383	2,353	2,736
2017	50,469	822	3,580	4,403	3,004,279	555	3,079	3,634	325,719,178	383	2,362	2,745
2018	50,104	689	3,369	4,058	3,013,825	544	2,913	3,457	327,167,434	369	2,200	2,568
2019	48,726	878	3,362	4,240	3,017,804	585	2,858	3,443	328,239,523	379	2,010	2,489
2020	49,739	1,289	3,207	4,495	2,890,154	672	2,613	3,285	331,449,281	399	1,958	2,357
2021	47,149	1,531	3,379	4,910	2,916,168	558	2,656	3,214	332,031,554	323	1,928	2,250

TABLE 11-23: Reported Pulaski County, Arkansas, and National Crime Clearance Rates, 2020

Crime	Pulaski County			Arkansas			National		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances	Rate
Murder Manslaughter	7	7	100%	310	192	62%	18,109	9,851	54%
Rape	33	10	30%	2,172	287	13%	110,095	33,689	31%
Robbery	29	14	48%	1457	442	30%	209,643	60,377	29%
Aggravated Assault	572	205	36%	15,917	4,758	30%	799,678	371,051	46%
Burglary	318	14	4%	15,239	1,741	11%	898,176	125,745	14%
Larceny	1,050	92	9%	59,758	10,799	18%	4,004,124	604,623	15%
Vehicle Theft	227	15	7%	7,697	570	7%	727,045	89,427	12%

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

TABLE 11-24: Reported Pulaski County, Arkansas, and National Crime Clearance Rates, 2021

Crime	Pulaski County			Arkansas			National*		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances	Rate
Murder Manslaughter	4	3	75%	323	195	60%	22,900	11,500	50%
Rape	31	17	55%	2,244	282	13%	144,300	16,500	11%
Robbery	13	3	23%	1,282	347	27%	202,200	48,800	24%
Aggravated Assault	674	317	47%	16,867	4,899	29%	943,800	297,500	32%
Burglary	276	23	8%	14,189	1,685	12%	899,700	107,200	12%
Larceny	1,058	56	5%	57,625	8,670	15%	4,627,000	508,900	11%
Vehicle Theft	259	22	8%	8,163	667	8%	890,200	68,500	8%

Note: National crimes and clearances are estimated in the FBI's report *The Transition to the National Incident-Based Reporting System (NIBRS): A Comparison of 2020 and 2021 NIBRS Estimates.*

END