

POLICE OPERATIONS AND DATA ANALYSIS REPORT

COCOA BEACH, FLORIDA, POLICE DEPARTMENT



CPSM[®]

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Exclusive Provider of Public Safety Technical Services for
International City/County Management Association

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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.

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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 Cocoa Beach Police Department (CBPD). While our analysis covered all aspects of the department's operations, particular areas of focus of this study included: identifying appropriate staffing of the department given the workload, community demographics, and crime levels; the effectiveness of the organizational structure; and efficiency and effectiveness of division/unit processes.

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

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

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

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

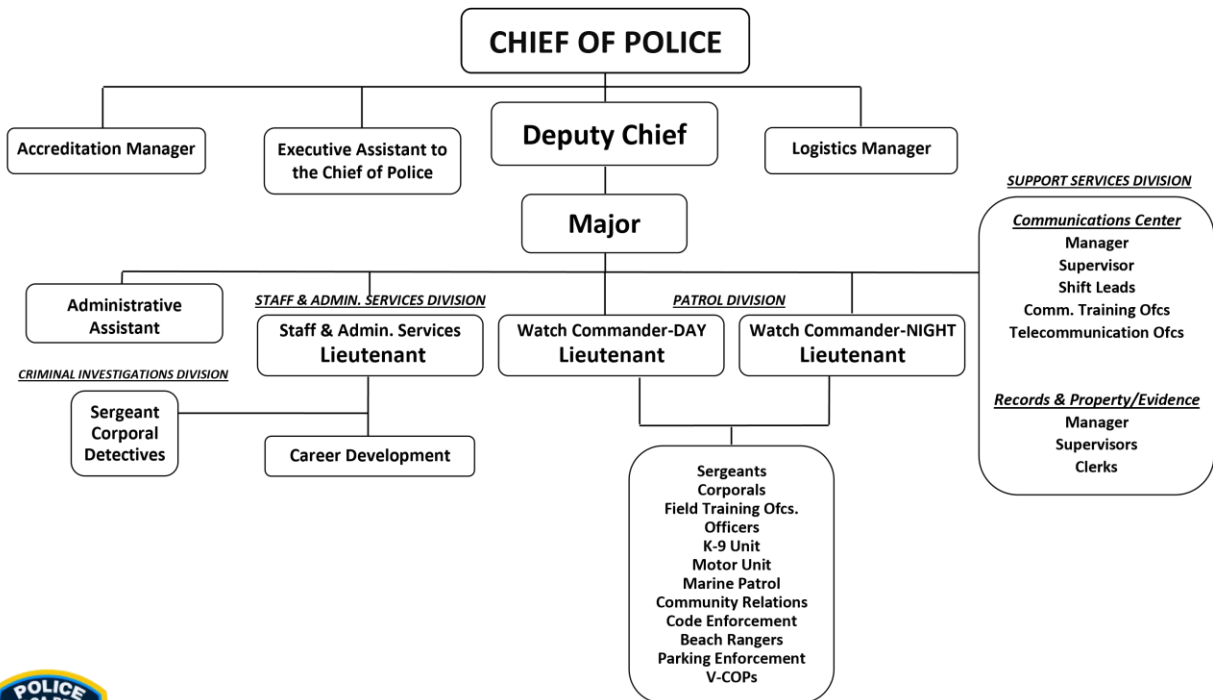
We would like to emphasize that the list of recommendations, though lengthy, is a common phenomenon in our operational assessments of law enforcement agencies around the country and should in no way be interpreted as an indictment of what we consider to be a fine department. Our work, by design, focusses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

Finally, we are cognizant that the cost of public safety agencies can consume the lion's share of a city's operating budget. And while our recommendations are not constrained by cost, we do strive to offer fiscally conservative recommendations that include streamlining procedures and repurposing of positions to limit the fiscal impacts where possible. The recommendations we propose for consideration are based upon what we conclude are necessary and beneficial enhancements consistent with best practices in policing.

Command Structure

As we proceed, we believe it is important that the reader be familiar with the organizational structure of the Cocoa Beach Police Department. The Command Staff includes the Chief of Police, Deputy Chief of Police, and Major. The department is broken down into four major operating divisions as reflected in the following figure: Patrol Division, Staff and Administrative Services Division, Criminal Investigations Division, and Support Services Division. Functionally, the Deputy Chief oversees the Staff and Administrative Services Division, Criminal Investigations Division, and Support Services Division. The Major oversees the Patrol Division. Each division has a complement of Lieutenants or civilian managers who provide day-to-day oversight of operations. Sergeants, Corporals, and civilian supervisors serve as first-line supervisors.

FIGURE 1-1: CBPD Organization Chart



Revised 06/2022

GENERAL OBSERVATIONS

- CPSM suggests that the command and control structure of the police department is inefficient. The Command Staff (Chief through Major) is "top heavy," while mid-management/supervisory positions are lacking in some areas and in one case, overstaffed. As we examine each of the department's functions, we will identify specific command and supervisory positions that can be repurposed and those which need additional support.
- Hiring and retention of staff appears to be a chronic problem. Several vacancies presently exist within both the Patrol Division and Communications Center. Several of these vacancies are long term. Under limited staffing conditions, these vacancies severely impact operations.
- Factoring in vacancies, 24/7 functions are marginally staffed or understaffed to meet workload demands and/or function with minimum staffing without drawing upon resources from other department functions and/or mandatory overtime. For instance, at present with actual staffing, the Patrol Division has just 14 patrol officer positions to deploy over 24 hours, seven days a week. When factoring in time off for vacations, illness, training, etc., this allows for an average of approximately 2.8 officers per shift, well below the department's desired minimum staffing of four officers per shift.

In the Communications Center, based upon available personnel, staffing falls to an average of approximately 1.7 emergency tele-communicators per shift to handle calls for service, radio traffic, and a vast array of administrative responsibilities. The absolute minimum staffing in the Communications Center is two tele-communicators. To meet this staffing level, tele-communicators are frequently held over, resulting in 18-hour shifts, and/or are mandated to work on their days off. As we examine each of these critical functions, we will further discuss staffing and make recommendations for change that we believe to be critical.

- Contributing to the vacancy rates is an extraordinarily high rate of attrition, and most troubling is the fact CBPD hired 13 officers and separated 14 officers from the department over the last three years, with eight separating in 2021 alone. Stated reasons for leaving included personal reasons (ten), termination (two), and retirement (two). This is a highly unusual and costly number of voluntary separations. CPSM suggests critical information relative to employee satisfaction, department culture, and insight toward department improvement can be gained through employee exit interviews, which are not currently required by CBPD. Most importantly, management must closely review each separation, regardless of stated reason, to ensure the department fully understands the causal factors. Where applicable, knowledge gained from such examinations should be applied to the hiring process, department operations, and personnel policies and practice. We will address this extensively in reporting on Personnel and Recruiting.
- As is the case in all law enforcement agencies, CBPD utilizes a vast array of technologies that often dwarfs that of other local government agency systems and needs. The failure or loss of connectivity of some of these systems (i.e., radio and telephone networks, connectivity to law enforcement data bases to input stolen vehicles or property, abducted or critical missing persons), can cripple a police department. These critical needs exist on a 24/7 basis and require direct and immediate access to IT support staff.

Beyond these critical needs, departments rely on an extensive list of police specific technology to facilitate their daily work, again on a 24/7 basis. These technologies include computer-aided dispatch and records management systems, body-worn cameras, vehicle-mounted cameras, criminal case management systems, management systems for personnel issues, property and evidence management, etc. In many cases, CBPD relies not on widely

available and commonly utilized law enforcement-specific technologies, but rather Excel spreadsheets or other logs that are inefficient, require redundant work, and do not preserve vital records.

No law enforcement agency can afford to acquire all of the “latest and greatest” technologies. However vital needs exist in CBPD for commonly utilized technology designed for law enforcement. As we examine the various functions of the department, we will highlight these needs. We will also devote a section to Information Technology later in our reporting.

The range of information technology and related issues noted here for the police department apply in a similar fashion to the Cocoa Beach Fire Department. In discussions with the CPSM fire department consultant who conducted the Cbfd assessment, the police team was advised that similar technology needs exist in the Cbfd as well.

While we will further address technology throughout this report, we submit here that assigning a dedicated Public Safety IT Specialist to address the IT needs of both the police and fire departments is a viable option to address what we consider to be significant need to upgrade operating systems within the public safety agencies. To ensure immediate access, this position should be assigned under the direction of the Chief of Police and housed within the police department.

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

Command Structure Recommendations:

- Consideration should be given to compressing the Command Structure (Chief, Deputy Chief, and Major). This one-to-one-to-one supervisory structure is inefficient and unnecessary. The city/department should assess, based upon the present capabilities at the Lieutenant rank, whether to eliminate the Deputy Chief position and add a second Major, or eliminate the Major position and retain the Deputy Chief position. Later in our reporting (Section 9), we will offer an alternative to the present organization structure. There, we will discuss these options in more detail. (Recommendation No. 1.)
- Combine oversight of the Support Services Division (Communications and Records & Property/Evidence) under the command of one Division Manager (a civilian position), thus reducing the number of managers in this division by one position. (Recommendation No. 2.)

- Salary savings from the elimination of the Deputy Chief or Major and one Services Division Manager position as recommended can be utilized to partially fund necessary staffing increases that we will discuss throughout this report. (Recommendation No. 3.)

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

CPSM staff would like to thank Deputy Chief Wes Mullins, Major Kris Kuehn, and the entire staff of the Cocoa Beach Police Department for their gracious cooperation and assistance in completing this project.

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RECOMMENDATIONS

Section 1. Executive Summary

Command Structure

(See pp. 3-5.)

1. Consideration should be given to compressing the Command Structure (Chief, Deputy Chief, and Major). This one-to-one-to-one supervisory structure is inefficient and unnecessary. The city and CBPD should assess, based upon the present capabilities at the Lieutenant rank, whether to eliminate the Deputy Chief position and add a second Major, or eliminate the Major position and retain the Deputy Chief. Later in our reporting (Section 9), we will offer an alternative to the present organization structure. There, we will discuss these options in more detail.
2. Combine oversight of the Support Services Division (Communications and Records & Property/Evidence) under the command of one Division Manager (civilian), thus reducing the number of managers in this division by one.
3. Salary savings from the elimination of the Deputy Chief or Major and one Services Division Manager position as recommended can be utilized to partially fund necessary staffing increases that we will discuss throughout this report.

Section 4: Patrol Division

Patrol

(See pp. 27-57.)

4. Consideration should be given to assigning a Sergeant to each of the four primary patrol shifts to allow for more effective supervisory oversight on a 24/7 basis. Recommendations offered in this report provide for the opportunity to accomplish this at little to no cost. In the alternative, the existing Corporal positions should be upgraded to Sergeant with requisite training to better prepare them for this important role.
5. Consider the adoption of an alarm ordinance to regulate the installation of alarms, and provide for penalties associated with multiple false alarm responses.
6. Consider instituting an online reporting system for delayed non-injury traffic collision reports as well as low-grade crime calls such as theft or vandalism where no suspect information is available.
7. Where feasible, develop a strategic plan to mitigate causative factors that contribute to both criminal and noncriminal calls for service at high call volume locations, especially those related to alcohol consumption.
8. To enable supervisors to more accurately monitor officers' time management, ensure that the CAD system is programmed to allow for the specific nature of out-of-service time to be captured. Then, train officers to announce the nature of such time to telecommunications officers so that it may be properly recorded in CAD.
9. Corporals who serve as supervisors on a routine basis should be compensated at a rate consistent with that of the position that they are filling (Sergeant).
10. Consideration should be given to authorizing the overhire of police officer positions in anticipation of vacancies. We would suggest that two such positions be authorized at present.

11. Reduce minimum staffing levels from four officers to three from 2:00 a.m. to 6:00 a.m. weekdays and 3:00 a.m. to 6:00 a.m. weekends, except during special events such as Spring Break.
12. Consideration should be given to adjusting the reporting times for one or two officers from each of the four patrol shifts by one hour (5:00 a.m. and 5:00 p.m.) to allow for field coverage during shift change periods.

K-9 Unit

(See pp. 57-62.)

13. Reassign the K-9 Unit Sergeant position to an overnight patrol shift and assign a current police officer to the K-9 Unit.
14. Evaluate the monthly training curriculum to ensure that training levels are appropriate and that deployment periods are not unduly impacted by the amount and frequency of training.
15. Consider the acquisition of K-9-specific software to track unit workload.
16. Re-examine the utilization of K-9 units to ensure that call assignment criteria is not unduly restrictive, which can result in an inappropriate underutilization of this resource as exists at present.

Traffic

(See pp. 62-66.)

17. CPSM suggests that the department utilize traffic accident data to identify both the location and the primary cause of collisions at high-frequency accident locations. Enforcement efforts should then be targeted to those areas in an attempt to reduce the frequency of collisions.
18. Consideration should be given to creating a Cocoa Beach intra-department traffic safety and management team to address high-frequency traffic accident locations through the lens of the *three "E's": engineering, education, and enforcement*.
19. Grant funding opportunities should be sought out to allow for directed enforcement efforts, especially as it relates to driving under the influence violations.
20. One additional FTE motorcycle position should be authorized to allow for dedicated seven-days-per-week traffic enforcement efforts.

School Resource Officers

(See pp. 66-68.)

21. A department policy delineating the purpose of the SRO program and the roles and responsibilities of the SROs should be developed to guide operations. Provisions as outlined in the city's MOU with Brevard Public Schools should serve as the framework for such a policy.

Marine Patrol

(See pp. 68-70.)

22. Consideration should be given to creating a work schedule for Marine Patrol deployments. The schedule, by necessity, must be flexible based upon special event needs, other peak demand periods, and weather impacts.
23. Workload associated with Marine Patrols should be captured and reported on. At a minimum, reporting should include deployment hours, safety inspections conducted, arrests, citations, and warnings issued.

24. An annual review of the Marine Patrol program should be conducted. At a minimum, the review should include information on program expenditures, deployments, and workload data so as to allow for the department's command to conduct a cost-benefit analysis and ensure that operations are fully optimized.

Parking Enforcement

(See pp. 70-71.)

25. Upgrade the civilian supervisor position for this seven-days-per-week program from a part-time status to a full-time status. The position should remain as a working supervisor.
26. The department should examine whether low citation numbers written by the Parking Enforcement Unit are indicative of an overstaffed unit, or result from some other factors such as collateral duties.

Beach Rangers

(See pp. 71-72.)

27. CPSM recommends that a full-time civilian Beach Ranger supervisor be appointed to oversee day-to-day program operations. This could be accomplished through the upgrade of an existing part-time Beach Ranger position. Additionally, the position should have working supervisor status, and be a direct report to the Patrol Division Operations Sergeant.
28. The department should strive to fill the two existing vacancies.

Section 5: Criminal Investigations Division

Criminal Investigations

(See pp. 73-80.)

29. The informal detective rotation practice should be memorialized in department policy to provide clear direction regarding detective assignment tenure.
30. Case management issues with TRACS, and lack of vendor support and training, should be assessed and addressed with the vendor and CID staff.
31. The Excel spreadsheet used for case management should be eliminated once the TRACS software and training issues are resolved.
32. CBPD management and CID supervisors should review UCR clearance rate reporting and utilize the information, as appropriate, for CID staff evaluation.
33. The informal "New Detective" training process and its content should be documented in policy.
34. A training matrix for CID should be developed to identify both required and desirable training courses as a guide to ensure CID personnel training assignments are prioritized.
35. CPSM recommends CID resource needs (investigative equipment and technology) be reviewed and decisions made on their priorities to the department and the investigative function.
36. The department's volunteer program should be explored as a valuable option to provide clerical and investigative support to CID.

Section 6: Staff and Administrative Services Division

Training

(See pp. 82-86.)

37. CPSM recommends that Policy 080.00, Training, be reviewed and modified to clarify which department staff occupy identified training positions (Coordinator/Manager) in order to resolve the existing uncertainty.
38. CPSM recommends the requested training management system be approved and purchased to provide CBPD the ability to ensure training compliance.
39. The development of a monthly training report is recommended to keep management abreast of the amount and scope of training its personnel are provided.
40. It is recommended that Policy 080.00, Training, be reviewed and modified to clarify training record maintenance responsibility (Support Service Division vs. Staff and Admin Services Division).
41. An annual training needs assessment of the department should be conducted to provide a basis for a training plan so as to identify specific mandatory and optional training requirements.
42. Develop a department master training calendar from the training plan to provide a tool that ensures the goals of the training plan are accomplished.
43. CBPD should consult with CJSTC to identify a curriculum and source for mental health and crisis intervention training to address this important training area.
44. CBPD should explore the development and implementation of an in-depth formal training program for newly promoted Sergeants to be able to develop first-time supervisors who will model the department's vision and values. This training should be similar to the FTO program.

FTO Program

(See pp. 86-88.)

45. Follow through with the commitment to hold FTO meetings to maintain a quality FTO program.

Recruitment and Hiring

(See pp. 89-92.)

46. The recruitment program under development should be implemented as soon as practical while following state and department guidelines.
47. It is recommended CBPD strive to meet the stated CFA (8.02) recruitment goal to include an emphasis on diversity hiring with focus on race, gender, and ethnicity.
48. It is recommended applicant information be analyzed and compared with the associated academy graduates and recruiting origin to assist the department in focusing its recruitment efforts and resources.
49. The relevant statistics regarding the status of hiring efforts should be evaluated by agency management as part of the recruitment and hiring process.
50. Exit interviews of employees leaving the department should be required to assist in gaining insight toward department improvement.

51. Consideration should be given to hiring retired law enforcement officers to conduct backgrounds on a per-case basis should CBPD elect to assume the applicant background process.
52. Background failure rates and causes, reasons for separation, and the traits of successful applicants should be continuously evaluated to ensure department resources are properly focused on recruiting, hiring, and retaining the best personnel.
53. CPSM recommends each separation, regardless of stated reason, be examined to ensure the department fully understands the causal factors.
54. CPSM recommends lateral and pre-certified officers continue to be actively sought as part of the CBPD recruitment strategy.

Internal Affairs / Personnel Complaints

(See pp. 92-97.)

55. CPSM recommends department Lieutenants become the primary IA investigators. Lieutenant investigators offer the department a layer of oversight and assessment of the investigation, while developing their administrative and management skills and knowledge.
56. CPSM recommends CBPD amend the internal investigation process in order to separate the function of determining the "Finding" of an investigation from the investigator or fact-finder, allowing a reviewer a more objective evaluation of facts to determine the appropriate finding and disposition.
57. Consider changing complaint form and policy terminology from "citizen" to "public" or other contemporary terminology.
58. The complaint form should be prominently displayed on the home page of the department website and be made available at the CBPD public counter.
59. Develop a form specific to personnel commendation and display it prominently on the home page of the department website and at the CBPD public counter.
60. CBPD should assess the potential benefits of producing a public report summarizing public and internal complaints.
61. CBPD has requested the purchase and installation of IAPro, a software package that is used to track complaints, internal affairs investigations, response to resistance incidents, and other personnel actions. CPSM recommends the acquisition and implementation of IAPro, including the BlueTeam module, be expedited to provide CBPD with a necessary tool.

Response to Resistance

(See pp. 97-101.)

62. It is recommended the information currently included in the annual response to resistance report be incorporated into a monthly management report to provide more timely information for command staff review.
63. Relevant findings from response to resistance incidents should be incorporated into department training and policy.

Section 7: Support Services Division

Communications Center

(See pp. 102-113.)

64. Restructure management/supervisory oversight of the Communications Center as follows: Reduce the Communications Center Manager to a one-half time position (the remaining time dedicated to management of the Records & Property and Evidence Section).
65. Move to fill the vacant Communications Supervisor position at the earliest opportunity and add a second Communications Supervisor to the authorized staffing level as soon as practical. This will allow for seven-days-per-week coverage, though not 24-hours per day.
66. As necessary, recruitment of experienced managers and supervisors from outside agencies should be considered. Highly experienced TCOs who are looking for advancement opportunities could be recruited and trained as first-line supervisors.
67. Increase authorized staffing of telecommunications officer positions by three for a total of twelve to allow for staffing of all shifts as identified in the existing work schedule.
68. Increase the number of part-time telecommunications officers to four positions from two at present to add to the pool of personnel that can be called upon to fill staffing gaps as necessary.
69. Consider training other department personnel to work in the limited role of call taker to increase the pool of personnel that can be called upon to fill staffing gaps as necessary.

Records Section

(See pp. 114-120.)

70. CPSM strongly supports the continued practice of cross-training, as this approach ensures a continuity of workflow during unanticipated absences.
71. CPSM would recommend the Records and P&E units be comprised of a one-half time manager, one supervisor, and two records/P&E clerks going forward after the current manager's retirement. This configuration would complement the restructuring of Support Services Division and Communications as outlined in Section 9 of this report.
72. The use of volunteers or light-duty personnel should be explored to address the backlog of document filing.
73. The number and type of daily public counter contacts should be tracked to evaluate impact on staff productivity.
74. The assignment of volunteers or light-duty personnel to public counter duty should be explored to relieve Records staff if workload analysis supports this assignment.
75. CPSM recommends an online reporting option be explored for its benefit to the public and the department.
76. CPSM recommends Policy 250.00 be revised to address the missing section numbers.
77. Continue addressing noted TRACS issues with the vendor to resolve identified concerns in an expeditious manner.
78. Department management should re-evaluate its use of UCR data as it can be an important measure of unit and individual performance.
79. Eliminate the acceptance of cash for department transactions at the public counter to remove an unnecessary risk to the city, CBPD, and its staff.

Property and Evidence

(See pp. 120-126.)

80. Policy 206.00 should be revised to reflect current job titles to ensure accountability and responsibility.
81. Policy should be revised to detail PEAf and CFA P&E facility security standards regarding access, monitoring, and alarms.
82. CPSM recommends the Records and P&E unit be combined and consist of one-half time manager, one supervisor, and two records/P&E clerks going forward after the current manager's retirement.
83. CPSM recommends the transition from a paper system to the electronic property management system be accomplished as expeditiously as possible.
84. A barcode system should be added to the property management system module to provide a level of increased accuracy and efficiency.
85. All P&E training should be documented and recorded.
86. CPSM recommends P&E staff attend the PEAf P&E certification program to enhance P&E knowledge and skills.
87. CPSM recommends property staff attend the yearly PEAf conference to receive refresher training and to learn new best practices concerning P&E.
88. CPSM recommends entry door alarms be installed and activated as soon as feasible.
89. CPSM recommends all keys, access codes, combination numbers, and key cards be closely monitored and accounted for annually.
90. CPSM recommends the purchased refrigerator/freezer temperature monitors/alarms be installed forthwith to meet standards.
91. With electronic door entry on P&E doors installed, keys to the standard door locks should be removed from staff with one key placed in a secure location for emergency access.
92. The P&E safe combination should be changed with the upcoming personnel change to meet standards.

Section 8: Department-wide Matters

Accreditation

(See pp. 127-128.)

93. Continue to maintain CFA Law Enforcement Accreditation standards and seek re-accreditation in 2024.

General Orders (Policy)

(See pp. 128-129.)

94. The department should consult with the City Attorney to determine if it would be beneficial to include a provision in the General Orders that allows for deviation from policy if specific articulable facts warrant such.

Special Events

(See pp. 129-131.)

95. Should special event workload demands grow or be determined to exceed the capacity of CBPD staff, the department may wish to consider contracting with neighboring agencies for support. Other options include hiring as reserve CBPD officers those officers who are

employed at other local agencies, or contracting with private security companies to support policing needs where appropriate.

Information Technology

(See pp. 131-133.)

96. The assignment of a Public Safety IT Specialist to address the IT needs of both the police and fire department is recommended.
97. Establish a technology working group, with ample representation from “end users,” to address current and future IT needs and issues within the CBPD, including elimination of work product redundancies.

Automated License Plate Readers

(See p. 133.)

98. Strong consideration should be given to the utilization of automated license plate readers (ALPRs). These low-cost systems serve to identify vehicles entering the city that are reported stolen and/or wanted in connection to another crime. They can serve as a force multiplier for the department.

Citizen Observer Patrol

(See pp. 134-135.)

99. Explore the opportunity to train COPs volunteers in the utilization of Lidar/radar devices and assign them to survey vehicle speeds at complaint locations.
100. Continue with plans to institute an annual awards event to recognize the COPs program and individual participants.

Succession Planning

(See pp. 135-136.)

101. Develop a written and strategic succession plan which transcends the hierarchy of the organization to identify and develop future leaders of the department.
102. Consider development of a plan designed to provide a platform to identify skills and attributes needed to fill positions of rank and/or special assignment as they are vacated either through retirement or rotation.

Section 9: Reorganization

(See pp. 137-139.)

103. Consideration should be given to an organizational restructuring that “flattens” the command structure to streamline decision making by reducing unnecessary layers of review. While CPSM offers two models, the city, in consultation with the department, should determine which model is prudent based upon staff skill sets. It may mean that implementation is phased in over time.
104. The restructuring of the organization should involve the creation of a Professional Standards Unit to centralize the vital functions of Recruitment and Hiring, Training, Internal Affairs, and Accreditation.
105. The proposed models offer a more streamlined command and supervisory structure for civilians while creating additional supervisory coverage in Communications and new opportunities for civilian supervisors in both the Beach Ranger and Parking Enforcement functions.

SECTION 2. METHODOLOGY

Data Analysis

CPSM utilized numerous sources of data in our assessment and to guide our conclusions and recommendations for the Cocoa Beach Police Department. First and foremost, we utilized data from the computer-aided dispatch (CAD) system for information on calls for service (CFS). As well, information was obtained from the FBI Uniform Crime Reporting (UCR) Program, Part I offenses. UCR Part I crimes are defined as murder, rape, robbery, aggravated assault, burglary, larceny-theft, and larceny of a motor vehicle.

As we begin to conduct a workload demand analysis for Patrol operations, we consult with the department to identify what resources we should include. In this case, the workload analysis includes Patrol Sergeants (2), Corporals, Patrol officers, K-9 officer (1), and the sole Traffic officer. In cities the size of Cocoa Beach, this is commonly the selection of personnel which departments choose to be included for analysis.

We then identify each officer within these categories by individual identifier as provided by the department. In Cocoa Beach, this is the officer's city/department identification number.

As we analyze workload demands, we consider the work of only those personnel within these classifications, and for staffing, only consider that they were deployed if they are recorded handling calls for service on a particular shift. In other words, if an employee was normally scheduled for a shift on the assignment roster, but called in sick on a particular date, we do not include him/her in the staffing numbers for that day. Conversely, if an employee worked an extra patrol shift to meet minimum staffing needs, as part of a shift trade, or in a special event overtime assignment in which they handled calls for service as part of their special event assignment, our analysis captures both their calls for service activity and their presence in that day's (shift) staffing numbers. Again, this only applies to the department's patrol officers, and only if they handle calls for service as part of their regular or special event assignment.

It is important to note that not all calls for service coming into the department are captured using this methodology. For example, workload handled by other special units such as School Resource Officers, Beach Rangers, Parking Enforcement Specialists, the Marine Patrol, etc., is not included in this analysis. This is because their workload has no direct impact on workload demands of a Patrol officer unless a Patrol officer is assigned to assist. In that case, the Patrol officer's workload would be included in our analysis.

By using this methodology we strive to isolate that workload which is actually handled by a Patrol officer vs. workload handled by support units. This same methodology is utilized in all of our data analyses of police department patrol-related operations as it provides for the most accurate analysis of Patrol workload demand and how the Patrol forces are positioned to handle it. Were we to include staffing and all calls for service demand, the data would underrepresent the actual workload burden placed upon these core Patrol functions. This is because handling calls for service represents only a small portion of special units' workload.

For example, though they do handle calls for service, write reports, and detain offenders at school sites, the duties of the SROs are not driven by calls for service. Rather, SROs serve as a school security presence, mentor and counsel students, teach, support school faculty and staff, etc. As such, relatively little of their time is spent handling calls for service. At varying levels, this applies to the Beach Patrol Officers, Parking Enforcement Officers, Marine Patrol, and other special assignments as well.

Document Review

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

Interviews

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

Focus Groups

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

Operational/Administrative Observations

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

Staffing Analysis

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

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SECTION 3. COMMUNITY AND DEPARTMENT OVERVIEW

COMMUNITY

The City of Cocoa Beach is located in Brevard County, Florida. The city has a total land area of 37.39 square miles (as of 2010). The U.S. Census Bureau estimated the city's 2021 population at approximately 11,332, a 0.5 percent decrease from the 2020 population of 11,384.

The City of Cocoa Beach is a heterogeneous community; its population is 87.7 percent white, 8.1 percent Hispanic, 0.9 percent Asian, 0.9 percent African-American, and 4 percent two or more races,

The City of Cocoa Beach owner-occupied housing rate is 71.4 percent, compared to 76.2 percent for Brevard County as a whole, and 66.5 percent for the State of Florida. The rate of persons per household for the city is at 1.9 compared to 2.46 countywide and 2.57 for the state. The median household income is \$73,901 for the city, compared to \$63,632 countywide, and \$61,777 for the state. Persons living in poverty make up 9.8 percent of the city's population, compared to 11.3 percent countywide, and 13.1 percent throughout Florida.

We examine the percent of owner-occupied housing and poverty rates in our studies, as lower home ownership and higher poverty rates are often found in communities with higher crime rates. This does not hold true in Cocoa Beach. As can be seen in Table 3-1, crime rates in Cocoa Beach are higher than state and national averages. This is consistent with communities in which substantial tourist populations dwarf the full-time resident population. Nonetheless, overall, Cocoa Beach is a safe community with minimal crime.

The City of Cocoa Beach is governed through a commission/manager form of government. As such, the Chief of Police is a direct report to the City Manager.

DEPARTMENT

The Cocoa Beach Police Department is an accredited law enforcement agency. Accreditation is the certification by an independent reviewing authority that an entity has met specific requirements and prescribed standards. In Florida, that entity is the Commission on Florida Law Enforcement Accreditation, Inc. (CFA) and includes a representative of the Florida Office of Inspector General.

The department was last evaluated for consideration for re-accreditation in 2021. CPSM reviewed the eleven page accreditation report prepared by the 2021 assessment team. At the conclusion of the report, it states "*.... the Cocoa Beach Police Department is an example for others to follow. It is the overwhelming recommendation of this assessment team that the Cocoa Beach Police Department be recognized for their achievements by receiving reaccreditation at the next commission meeting.*" That recommendation was adopted on October 7, 2021. The department is due for re-accreditation evaluation in 2024.

The Cocoa Beach Police Department provides a full range of law enforcement services, excluding custody operations.

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

Mission

Committed to Exceptional Service
Building Community Partnerships
Professional in All Our Words and Deeds
Delivering a Safe and Secure Community

Vision

Externally:

Progressive in our policing strategies with efficiency in our delivery of service; present and engaged with the community while responsive to their needs as we endeavor to improve the quality of life and reduce the fear of crime.

Internally:

Provide our team with a healthy and autonomous work environment by creating opportunities, recognizing contributions of all members, effective communication, and accessible leadership

Uniform Crime Report/Crime Trends

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

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

In the tables and figures that follow, we will examine reported crime in a variety of formats. This is intended to provide the reader with both current rates of crime as well crime trends over the past ten years.

Data acquired by CPSM from the FBI for use in this reporting reflects the most currently available information. In the following table, we examine 2020 and 2021 crime rates for Cocoa Beach, other similarly sized Florida communities, the state of Florida, and the nation. We remind the reader that rates are indexed per 100,000 population to allow for comparison.

As reflected, combined violent and property crime rates are marginally higher in Cocoa Beach than in many Florida communities, the State of Florida as a whole, and the nation. This is not surprising given the fact that Cocoa Beach is a relatively small community with a significant level of tourism.

TABLE 3-1: Reported Crime Rates in 2020 and 2021, by City, Indexed Per 100,000 Population

Municipality	State	2020				2021			
		Population	Crime Rates			Population	Crime Rates		
			Violent	Property	Total		Violent	Property	Total
Altamonte Springs	FL	44,440	315	2,248	2,563	46,735	248	1,660	1,909
Belle Isle	FL	7,392	203	1,245	1,448	7,027	213	1,466	1,679
Casselberry	FL	29,080	354	2,675	3,030	29,571	369	2,080	2,448
Cocoa	FL	18,769	1,140	5,866	7,006	19,653	901	5,149	6,050
Deland	FL	35,874	524	2,425	2,949	38,342	423	1,800	2,222
Edgewater	FL	24,166	132	1,556	1,688	23,310	150	1,030	1,180
Holly Hill	FL	12,440	386	1,809	2,195	12,971	578	1,773	2,351
Lake Mary	FL	17,947	167	1,109	1,276	16,867	113	1,008	1,121
Longwood	FL	15,793	253	1,640	1,893	15,496	394	1,697	2,091
Maitland	FL	17,863	162	1,663	1,825	19,545	184	1,346	1,530
New Smyrna Beach	FL	28,380	264	1,614	1,878	30,962	197	1,092	1,289
Orange City	FL	12,454	289	4,561	4,850	13,483	467	3,486	3,953
Ormond Beach	FL	44,271	364	2,338	2,702	44,046	250	1,841	2,091
Rockledge	FL	28,614	210	1,199	1,408	27,824	201	809	1,010
Satellite Beach	FL	11,252	53	480	533	11,332	71	538	609
Sebastian	FL	26,626	79	582	661	25,454	204	974	1,179
South Daytona	FL	13,176	152	1,510	1,662	13,140	198	1,202	1,400
Titusville	FL	46,919	629	2,304	2,933	49,085	507	2,117	2,624
West Melbourne	FL	25,020	192	1,539	1,731	28,127	213	1,227	1,440
Winter Springs	FL	37,788	175	754	929	38,767	40	178	218
Cocoa Beach	FL	11,763	408	2,244	2,652	11,346	317	2,168	2,485
Florida		21,596,068	386	1,772	2,158	21,898,945	369	1,583	1,952
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 next table shows the actual number of Part 1 offenses occurring in Cocoa Beach for 2020 through 2022. We note that 2021 and 2022 data was provided by the department as it is not yet available from the FBI.

TABLE 3-2: Cocoa Beach Police Department Reported Part 1 Offenses, 2020 through 2022*

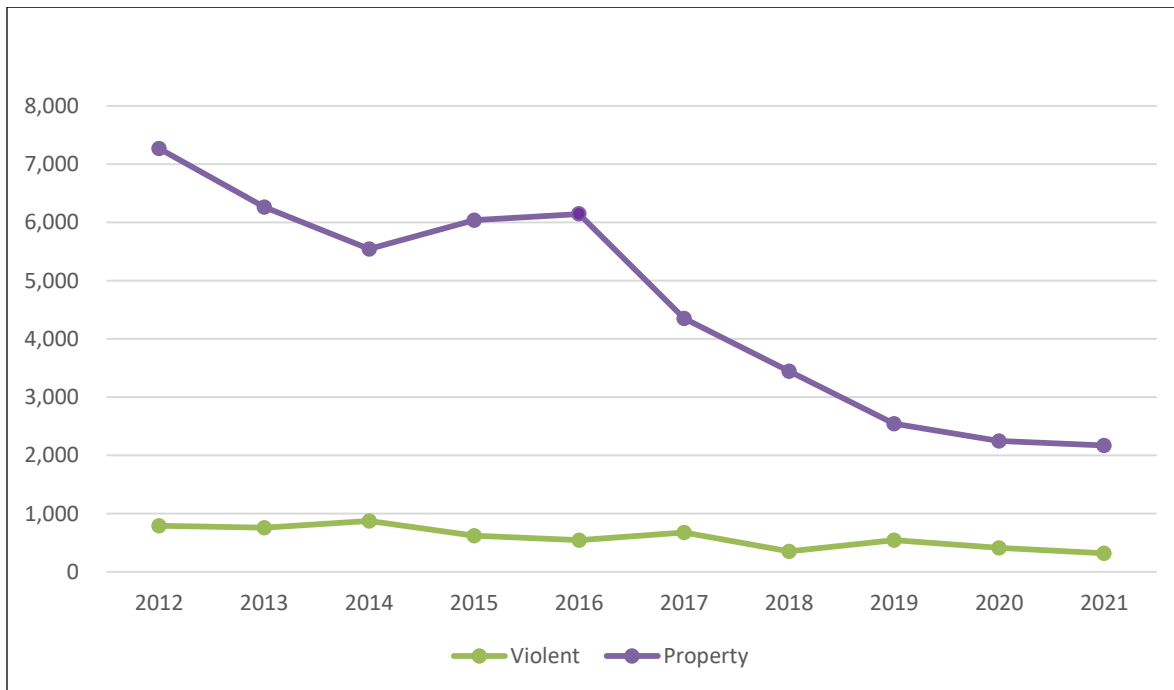
Crime	2020	2021*	2022*
Murder/ Manslaughter	1	0	0
Rape	3	5	9
Robbery	2	5	9
Aggravated Assault	42	26	15
Burglary	22	20	7
Larceny	222	203	262
Vehicle Theft	20	23	20

Note: *FBI data for 2021 and 2022 not yet available. Data provided by CBPD.

The following figure reflects the trend in Part 1 crime in Cocoa Beach over the past ten years. It shows that the violent crime rate slowly but steadily declined over the period and the property crime rate declined at a faster rate.

The highest violent crime rate of this period occurred in 2014 at 872 (indexed). The lowest rate, at 317 (indexed), occurred in 2021. Property crime also trended downward over this period. The highest property crime rate occurred in 2012 at 7,271 (indexed), with the low of 2,168 (indexed) in 2021. These rates largely follow state and national trends, which show overall declines in both violent and property crime over the referenced ten-year period.

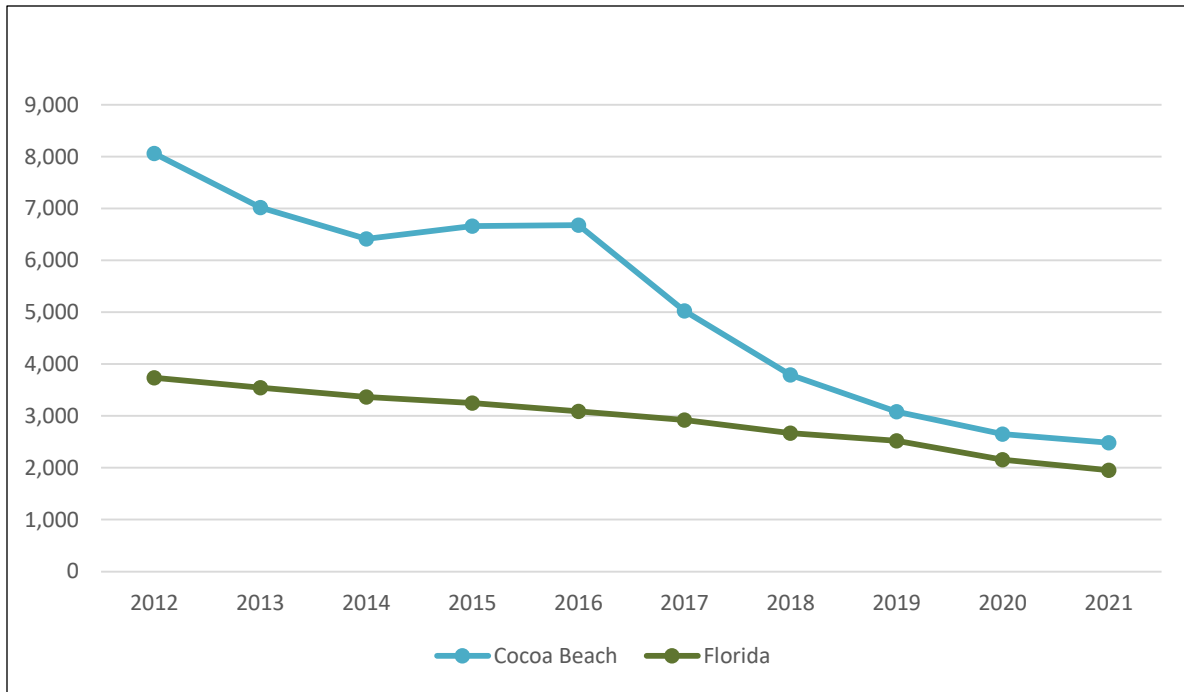
FIGURE 3-1: Cocoa Beach Reported Violent and Property Crime Rates, by Year



The next figure compares the combined violent and property crime rates for both Cocoa Beach and the State of Florida for the period of 2012 through 2021. It reflects the observations made in Figure 3-1 and in Table 3-3 (which follows), notably, that crime trended downward for Cocoa Beach as well as the State of Florida and the nation over the 10-year period. Secondly, the

information shows the overall indexed crime rate in Cocoa Beach has dropped at a faster rate than the state rate.

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



The following table compares Cocoa Beach 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 3-3: Reported Crime Rates, by Year, 2012–2021

Year	Cocoa Beach				Florida				National			
	Population	Violent	Property	Total	Population	Violent	Property	Total	Population	Violent	Property	Total
2012	11,388	790	7,271	8,061	19,434,305	484	3,252	3,736	319,697,368	377	2,758	3,135
2013	11,268	754	6,266	7,020	19,672,665	467	3,077	3,544	321,947,240	362	2,627	2,989
2014	11,347	872	5,543	6,416	20,007,473	456	2,909	3,365	324,699,246	357	2,464	2,821
2015	11,441	621	6,040	6,660	20,388,277	459	2,791	3,249	327,455,769	368	2,376	2,744
2016	11,669	540	6,144	6,684	20,750,677	427	2,663	3,089	329,308,297	383	2,353	2,736
2017	11,851	675	4,354	5,029	20,984,400	408	2,512	2,920	325,719,178	383	2,362	2,745
2018	11,807	347	3,447	3,794	21,299,325	385	2,282	2,667	327,167,434	369	2,200	2,568
2019	11,806	542	2,541	3,083	21,477,737	378	2,146	2,524	328,239,523	379	2,010	2,489
2020	11,763	408	2,244	2,652	21,596,068	386	1,772	2,158	331,449,281	399	1,958	2,357
2021	11,346	317	2,168	2,485	21,898,945	369	1,583	1,952	332,031,554	396	1,933	2,329

The next two tables show actual crime occurrences rather than indexed rates, along with crime clearance rates. The tables cover 2020 and 2021, which are the most currently available public records as reported to the FBI. The clearance rate figures reflect cases cleared by arrest and prosecution, both as actual numbers and as a percentage of crimes committed. Crime clearance rates are defined by standards established in the FBI Uniform Crime Report guidelines. It involves a complex criteria that will be further addressed in reporting on the *Records* function later in this report.

TABLE 3-4: Reported Cocoa Beach, Florida, and National Crime Clearance Rates, 2020

Crime	Cocoa Beach			Florida			National		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances*	Rate
Murder Manslaughter	1	2	100%	1,293	802	62%	18,109	9,851	54%
Rape	3	1	33%	7,655	3,281	43%	110,095	33,689	31%
Robbery	2	0	0	13,514	5,707	42%	209,643	60,377	29%
Aggravated Assault	42	32	76%	60,828	32,216	53%	799,678	371,051	46%
Burglary	22	2	9%	52,089	11,989	23%	898,176	125,745	14%
Larceny	222	16	7%	292,519	56,243	19%	4,004,124	604,623	15%
Vehicle Theft	20	1	5%	382,758	8,625	2%	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 3-5: Reported Cocoa Beach, Florida, and National Crime Clearance Rates, 2021

Crime	Cocoa Beach			Florida			National		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances*	Rate
Murder Manslaughter	0	0	NA	586	396	68%	22,900	11,500	50%
Rape	5	0	0%	4,544	1,585	35%	144,300	16,500	11%
Robbery	5	5	100%	6,112	2,648	43%	202,200	48,800	24%
Aggravated Assault	26	26	100%	31,901	17,041	53%	943,800	297,500	32%
Burglary	20	12	60%	23,705	5,399	23%	899,700	107,200	12%
Larceny	203	33	16%	143,686	2,4985	17%	4,627,000	508,900	11%
Vehicle Theft	23	1	4%	18,536	4208	23%	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*.

Next we will examine Cocoa Beach Police Department staffing data.

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Department Authorized Staffing Levels

The following tables display, first, the authorized staffing levels for the department, and second, the demographic profile of department personnel. Department staffing levels will be addressed throughout the report as we discuss specific operating sections.

TABLE 3-6: CBPD Authorized Staffing Levels, Fiscal Years 2021–2023

Position	2020/2021 Budgeted	2021/2022 Budgeted	2022/2023 Budgeted	Actual at Present	Vacant
Sworn Personnel					
Chief	1	1	1	1	
Deputy Chief	1	1	1	1	
Major	1	1	1	1	
Lieutenant	3	3	3	3	
Sergeant	6	6	6	6	
Corporal	3	3	3	2	1
Detective (Officer)	3	3	3	3	
Patrol Officer	17	17	21	16*	5
Motorcycle Officer	1	1	1	1	
K-9 Officer**	1	1	1	1	
School Resource Officer	2	2	2	2	
Part-Time Officer	0	0	0.5	0.5	
Sworn Total	39	39	43.5	37.5	6
Civilian Personnel					
Executive Assistant	1	1	1	1	
Accreditation Manager	1	1	1	1	
Logistics Manager	1	1	1	1	
Records and Evidence Manager	1	1	1	1	
Records Supervisor	1	1	1	1	
Records and Evidence Clerk	1	1	1	1	
Communications Manager	1	1	1	1	
Communications Supervisor	1	1	1	0	1
Telecommunications Officer	9	9	9	8	1
Telecomm. Officer Part-Time	2	2	2	2	
Administrative Assistant	1	1	1	1	
Code Enforcement Officer	0	0	2.5	2	0.5
Beach Ranger	8	8	8	6	2
Parking Enforcement Specialist	8	8	8	8	
Civilian Total	36	36	38.5	34	4.5
Total Authorized Personnel	82	82	89	71.5	10.5

Notes: *Two filled Patrol Officer positions are new hires currently attending the academy, leaving actual Patrol Officer staffing at 14 officers. ** The department has two K-9 positions, however, one of the canines is currently assigned to a Patrol sergeant.

In the following table, we examine the demographic profile of department personnel.

TABLE 3-7: CBPD Personnel Demographic Profile

Position	Male	Female	White	African American	Hispanic	AAPI
Sworn Personnel						
Chief	1		1			
Deputy Chief	1		1			
Major	1		1			
Lieutenant	3		2		1	
Sergeant	5	1	6			
Corporal	2		2			
Officer	21	1	16	1	6	
Officer (PT)	1		1			
Sworn Total	35	2	30	1	7	
Civilian Personnel						
Executive Assistant		1	1			
Accreditation Manager		1	1			
Logistics Manager	1		1			
Communications Manager		1	1			
Communications Supervisor	1	1	2			
Dispatcher	2	5	7	1		
Dispatcher (PT)		2	2			
Records Manager		1	1			
Records Supervisor		1	1			
Records Clerk						
Property/Evidence Supervisor		1	1			
Property/Evidence Clerk		1	1			
Beach Rangers	4	2	6			
Parking Enforcement Specialist	8		8			
Code Enforcement Officer	1		1			
Total Civilian	17	17	34	1		
Total Authorized Personnel	52	19	64	2	7	

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SECTION 4. PATROL DIVISION

Under the immediate direction of the CBPD Major, the Cocoa Beach Police Department Patrol Division provides the community with a wide range of police services. These include:

- Uniformed Patrol.
 - Response to emergency and non-emergency calls for service (CFS).
 - Performing directed patrol activities.
 - Engaging in neighborhood problem solving.
 - Traffic enforcement.
- Canine (K-9) Support.
- Traffic / Motorcycle Patrol.
- School Resource Officers (SRO).
- Marine Patrol.
- Parking Enforcement.
- Beach Rangers.
- Code Enforcement.

As we conduct our assessment, we will report on these separately. This will allow the reader to better understand how each area, individually and collectively, contributes to the mission of the Cocoa Beach Police Department.

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The following table reflects Patrol Division staffing at the time of the CPSM site visit. In addition to the corporal vacancy, while there are five patrol officer positions that are vacant, two of those positions are presently in the academy and not available for deployment.

TABLE 4-1: Patrol Division Authorized Staffing Levels at Present

Patrol Division Staffing Levels	Authorized	Actual	Vacant
Sworn Personnel			
Lieutenant	2	2	
Sergeant	5	5	
Corporal	3	2	1
Patrol Officer	20	16*	4
Motorcycle Officer	1	1	
K-9 Officer**	2	1	1
School Resource Officer	2	2	
Part-time Officer	.5	.5	
Total Sworn	35.5	29.5	6
Civilian Personnel			
Code Enforcement	2.5	2	.5
Beach Ranger	8	6	2
Parking Enforcement Officer	8	8	
Civilian Total	18.5	16	2.5
Total Authorized Personnel	54	45.5	8.5

Notes: *Two filled Patrol Officer positions are new hires currently attending the academy, leaving actual staffing at 14 Patrol Officers. **The department has two K-9 positions; however, one of the canines is currently assigned to a Patrol sergeant.

We would also point out here that while the Patrol Division is assigned five sergeant positions, only two provide direct/dedicated supervision to patrol teams. Of the remaining three, one is assigned as a K-9 handler, one is assigned to oversee the Beach Ranger program as well as Community Relations and PIO duties, and one is assigned administrative duties for the division, though all from time to time, and as a collateral duty, assist with patrol supervision as necessary.

Next, we begin our discussion of the various elements of the Patrol Division as identified in the introduction of this section.

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PATROL

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

We note here that the K-9 and Motorcycle personnel provide direct support to the core patrol function and will reference those here where appropriate, but again, we will report on those functions separately.

Work Schedule

The core patrol function works a modified 3/12 configuration in which officers work seven 12-hour shifts over a 14-day span. This results in a total of 84 hours worked during each period. The schedule rotates days off through any given two-week period to allow for all personnel to receive a weekend off every other week.

The following work schedule represents the current shift configuration:

- “A” shift: 6:00 a.m. to 6:00 p.m.
- “B” shift: 6:00 p.m. to 6:00 a.m.
- “C” shift: 6:00 a.m. to 6:00 p.m.
- “D” shift: 6:00 p.m. to 6:00 a.m.

There are a variety of work schedules used throughout policing, and CPSM has seen this schedule in use at other agencies as well. The critical factor in evaluating work schedules is whether the schedule allows for staffing resources to be aligned with peak workload demands periods. After fully reviewing patrol operations we will provide a comprehensive summary (*Patrol Staffing Summary*) of our findings and recommendations. We will return to the subject of work schedules at that time.

Patrol Staffing

The core patrol function is comprised of an authorized complement of two Lieutenants, three Sergeants, three Corporals, and 20 patrol officers. This includes four new patrol officer positions that were authorized in the FY 22/23 budget. The hiring / training process for those personnel is still underway. Therefore, at present, Patrol is operating with only 14 fully trained officers, which is 30 percent below authorized staffing levels. This complement of personnel is responsible policing services seven days a week, 24 hours a day.

It is also important to note that authorized staffing levels do not reflect the actual number of personnel that will be on duty during any given shift. In addition to vacancies, actual staffing levels are affected by time off associated with vacation, training, illness/injury, Family Medical Leave Act (FMLA), or any other form of leave. The combination of these leave factors results in officers being unavailable for deployment at a rate of about 12 to 15 percent, or about six weeks a year. For example, while a particular shift may be authorized five officers, only three or four may report to work due to any combination of these various factors.

Given the authorized staffing levels for Patrol, if fully staffed, each of the four primary patrol shifts will be supervised by a Sergeant or a Corporal, and allotted five patrol officers. The substantial number of patrol vacancies has an impact on daily staffing. Critical levels of staffing shortages over the past several years have resulted in mandatory overtime, requiring Sergeants, Corporals, and officers to work overtime shifts on their days off. In addition, personnel from other divisions, such as the Criminal Investigations Division, are sometimes temporarily reassigned to patrol duties in order to meet minimum staffing needs.

At present, a K-9 Unit sergeant, K-9 officer, and a motorcycle officer provide direct support to patrol and are largely aligned with patrol shift schedules. In fact, the motorcycle officer has been assigned to handle patrol calls as a priority over traffic enforcement for an extended period due to staffing shortfalls as described. While we will discuss these functions separately, as we examine patrol workload demands, we will factor these positions into our evaluation.

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

Patrol Supervision

Patrol supervision includes two Lieutenants, one assigned to oversee day-shift operations and one to night-shift operations. However, at the time of the assessment, the Lieutenant on the night shift was temporarily assigned to the Communications Center (911 call center) due to a supervision void in that section.

The Lieutenant role is largely administrative, though Lieutenants do often deploy to the field as part of their supervisory responsibilities. Duties include planning and directing field operations, scheduling, payroll and overtime review, limited research, personnel mentoring/development, performance reviews, administrative reports, attendance at community and department meetings, and other related responsibilities.

As it relates to the position of Sergeant, note in Table 4-1 that the Patrol Division is assigned five sergeants. In actuality, only two of the five provide direct supervision to patrol officers without being encumbered by other duties. Both are assigned to day shifts with alternate days off to allow for seven-days-per week coverage during day-shift hours (6:00 a.m. to 6:00 p.m.).

The two core patrol Sergeants serve as first-line supervisors, which is a critical role in directing and supervising field operations. Additionally, they serve as an added resource in support of patrol officers during busy periods.

We cannot overstate the importance of these first-line supervisors in supervising patrol operations. Policing is extremely complex, with the potential for a violent encounter around any corner. There are ample reports of police / citizen encounters that have led to tragedy, lost lives, ruined careers, and/or multimillion dollar legal settlements.

As part of our study, we examined the longevity of police department employees. As it relates to the position of police officer, we noted that 12 officers have less than three years of experience in rank. Based upon the assessment team's 100 years of combined experience, we would offer that it takes three to five years for a new police officer to be considered highly experienced in the role of a patrol officer. If each of those 12 officers are assigned to the patrol function, that represents approximately 85 percent of the 14 patrol officers presently on staff. Clearly, this is a workforce with limited experience.

The three additional Patrol Division sergeants are assigned as follows: one to the K-9 Unit as a canine handler; one as the supervisor of the Beach Ranger program, oversight of community engagement, and serving as the department's Public Information Officer (PIO); and one as an administrative Sergeant whose duties include Field Training Officer Coordinator, Special Events Coordinator, Code Enforcement Supervisor, Parking Enforcement Supervisor, Fleet Maintenance Liaison, assisting other patrol supervisors to include shift coverage, as necessary, and any other assigned duties.

The position of Corporal is a quasi-supervisory role. In the absence of a Sergeant, they may serve as a shift supervisor. Given the assignment of Sergeants as described above, Corporals in fact serve as supervisors on the overnight shifts (6:00 p.m. to 6:00 a.m.) the vast majority of the time. In that role, they are the highest ranking officers on duty throughout the city. If a Sergeant is on duty, Corporals become part of the regular patrol force handling calls for service.

We do note that the Sergeant assigned as a K-9 handler generally works much of the overnight shift three to four days per week, but ends their shift at 3:00 a.m. As well, serving as a K-9 handler, their focus is divided between that role and the role of a supervisor. For instance, if they are involved in a K-9 deployment, they cannot effectively supervise and direct the operation.

Because of the importance of first-line supervision, we reiterate that the absence of effective supervision in policing creates significant liability for an agency. Oftentimes, there is a direct nexus to the lack of effective supervision in police encounters leading to actions that negatively impact cities, departments, and communities. Today's policing environment is a testament to that. We would suggest that this deployment model be reconsidered and that Sergeants be assigned to all patrol shifts where possible.

While we will report on the K-9 Unit and Beach Ranger program separately, we would submit here that the Sergeants assigned to each of those units could and should be reassigned to the core patrol function. It is commonplace that Sergeants in smaller agencies such as the CBPD have collateral duties, even patrol Sergeants. Therefore, the K-9 Sergeant could continue to oversee the K-9 Unit in their role as a core patrol Sergeant, as could the Sergeant assigned to the Beach Ranger program continue to lead community engagement and serve as the PIO.

The duties of their present role should be assigned to a police officer in the case of the K-9 Unit Sergeant, and to a corporal or civilian supervisor in the case of the Beach Ranger program. Many agencies utilize civilian supervisors to oversee civilian field functions such as Park Rangers, a role similar to that of the Beach Ranger. Such a precedent exists at CBPD relative to the Parking Enforcement program, which is overseen by a civilian supervisor.

These changes would allow for 24/7 supervisory coverage at the rank of Sergeant on most shifts. In the alternative, the existing Corporal positions should be upgraded to Sergeant with requisite training to better prepare them for this important role. While we will revisit staffing issues in our *Patrol Summary*, we feel strongly that supervisory staffing in patrol must be addressed and offer this recommendation here, without further operations review.

Patrol Supervision Recommendation:

- Consideration should be given to assigning a Sergeant to each of the four primary patrol shifts to allow for more effective supervisory oversight on a 24/7 basis. Recommendations offered in this report provide for the opportunity to accomplish this at little to no cost. In the alternative, the existing Corporal positions should be upgraded to Sergeant with requisite training to better prepare them for this important role. (Recommendation No. 4.)

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Minimum Staffing

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

The department has set minimum staffing at one supervisor and four officers for each of the four primary patrol shifts on a 24/7 basis. With the currently available personnel, staffing falls below minimums on a daily basis and overtime is required to meet the minimum. Officers must be held over, brought in early, or called in on their days off. One individual assigned to Patrol indicated that he had worked 800 hours of overtime in the past year; this is the equivalent of 10 extra two-week work periods. Anecdotal information at all levels of the organization suggest that this constant demand has taken its toll on some officers.

In the FY22/23 budget appropriations, four new police officer positions were added to patrol. These positions have yet to be filled. Once filled, and after required training that will allow officers to work independently (both academy and field training), sufficient resources should be available to meet minimum staffing on most shifts. However, the department has struggled to fill vacancies, and with training requirements that may take one year to complete, minimum staffing shortfalls will continue for some time to come.

As we examine staffing and workload demands in the following subsections, we will assess whether minimum staffing levels as established by the department are appropriate. Upon completion of that assessment, we will report our findings in the *Patrol Staffing Summary*.

Call and Workload Demand

As noted in the Executive Summary, our work followed two tracks: (1) the operational assessment, and (2) a data analysis of workload, primarily related to patrol. In the following pages on our reporting on Patrol, we draw upon the data analysis report to assist in our operational assessment. The data analysis report, in full, can be found in Section 10 following the operational assessment, and readers are encouraged to thoroughly review it. The data analysis is rich with information, only a portion of which is included in this segment of the report. For purposes of our data analysis, we used computer-aided dispatch (CAD) records supplied by the department's dispatch center. These records pertain to identifiable workload associated with specific units and are the most accurate, verifiable, and comprehensive records available.

Indexed crime statistics for the City of Cocoa Beach reflect above-average levels of crime in comparison to the State of Florida and national rates. These figures were discussed in Section 3 and depicted in Table 3-1. This is not surprising given the population of Cocoa Beach and its status as a tourist destination. That said, while slight fluctuations have occurred, crime *has been trending downward over the past ten years*, following a national path that began in the 1990s. We also note that overall Part 1 crime (Table 3-2), that crime that is considered most serious, does not reflect that Cocoa Beach has a significant crime problem or is a dangerous community. To the contrary, data reflects that Cocoa Beach is a very safe community.

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

The following table presents information on the main categories of calls for service the department handled during the study period of November 1, 2021, through October 31, 2022.

The 911/dispatch center recorded approximately 32,082 events that were assigned call numbers and which included an adequate record of a responding unit. When measured daily, the department reported an average of 87.9 patrol-related events per day. For our analysis, we eliminated events related to out-of-service activities, directed patrol, and events that had fewer than 30 seconds spent on the call (indicating the call had been canceled) or lacked an arrival time or other pertinent call information. Excluding these categories, our analysis focused on the remaining 25,413 calls for service. The call data in the following table includes both officer-initiated activity and community-initiated activity (e.g., residents, alarm companies, transfers from other law enforcement agencies, etc.).

TABLE 4-2: Calls per Day, by Category

Category	No. of Calls	Calls per Day
Accident	425	1.2
Alarm	468	1.3
Animal call	153	0.4
Assist citizen	1,019	2.8
Assist other agency	926	2.5
Check	6,297	17.3
Crime against persons	395	1.1
Crime against property	1,060	2.9
Crime against society	53	0.1
Disturbance	879	2.4
Investigation	1,385	3.8
Mental health	75	0.2
Suspicious incident	3,027	8.3
Traffic enforcement	811	2.2
Traffic stop	8,267	22.6
Violation	173	0.5
Total	25,413	69.6

Note: The focus here is on recorded calls rather than recorded events. We removed 1,130 events with zero time on scene, 1,624 directed patrol, and 3,915 out-of-service activities.

In summary, this data reflects that patrol average 2.9 calls per hour. The highest percentage of calls were traffic-related at 37 percent, checking on property or persons at 25 percent, investigating suspicious incidents at 12 percent, and responding to / investigating crimes at 6 percent.

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

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

Category	Community-Initiated		Police-Initiated	
	Minutes	Calls	Minutes	Calls
Accident	49.5	382	53.7	43
Alarm	11.5	468	NA	0
Animal call	21.2	133	9.4	20
Assist citizen	25.0	696	14.5	323
Assist other agency	30.8	690	19.9	236
Check	10.4	1,430	11.8	4,867
Crime against persons	72.4	358	72.3	37
Crime against property	40.4	910	44.6	150
Crime against society	35.8	32	61.7	21
Disturbance	26.3	834	38.6	45
Investigation	24.2	884	23.2	501
Mental health	68.1	71	53.2	4
Suspicious incident	26.4	2,070	17.3	957
Traffic enforcement	23.6	481	37.9	330
Traffic stop	NA	0	13.5	8,267
Violation	17.8	84	25.2	89
Weighted Average/Total Calls	27.3	9,523	14.9	15,890

Note: 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.

In the next two tables we look at the average number of police units that responded to a call activity. Generally, as CBPD deploys one-officer units, that translates to the average number of officers that responded.

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

Category	Community-Initiated		Police-Initiated	
	No. of Units	Calls	No. of Units	Calls
Accident	2.1	382	2.2	43
Alarm	2.2	468	NA	0
Animal call	1.6	133	1.4	20
Assist citizen	1.4	696	1.2	323
Assist other agency	2.1	690	1.3	236
Check	1.2	1,430	1.1	4,867
Crime against persons	2.5	358	2.2	37
Crime against property	2.1	910	2.0	150
Crime against society	2.5	32	2.0	21
Disturbance	2.1	834	2.0	45
Investigation	1.5	884	1.3	501
Mental health	2.9	71	1.5	4
Suspicious incident	1.9	2,070	1.8	957
Traffic enforcement	1.5	481	1.4	330
Traffic stop	NA	0	1.4	8,267
Violation	1.5	84	1.6	89
Weighted Average/Total Calls	1.8	9,523	1.3	15,890

In the following table we examine the number of units that responded to a community-initiated call, by category. Here again, a unit generally represents one officer.

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

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

These numbers reflect that 49 percent of responses involved one officer, 32 percent involved two officers, and 20 percent involved three or more officers.

Finally, in the following table, we examine how call demand is spread over the one-year study period, by month. We note that while there are minor variations from month to month, the differences are not dramatic.

TABLE 4-6: Calls per Day, by Initiator and Months

Initiator	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct
Community	21.9	25.1	23.9	24.8	28.8	28.5	26.4	27.0	31.1	26.5	24.4	24.5
Police	46.0	36.0	39.7	44.7	41.9	46.8	45.9	43.8	47.2	44.2	49.2	37.5
Total	67.9	61.1	63.6	69.5	70.7	75.3	72.3	70.8	78.3	70.7	73.6	62.1

As we continue, next we begin our analysis of this data.

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Calls for Service Efficiency

Further examination of various elements of the calls for service and patrol response data warrant discussion. Data from Tables 4-2 through 4-6 provide a wealth of information about demand, workload, and deployment per call in Cocoa Beach. These statistics provide an excellent lens with which to view the efficiency of patrol operations.

The next table provides a comparison of calls for service and workload data for the Cocoa Beach Police Department in relation to those of other agencies (180) for which CPSM has conducted similar studies. We would caution the reader that this is a broad comparison, and should be viewed in that framework. Factors such as demographics, service expectations, tourism, and the ability to provide for community and officer safety needs must be considered.

In comparing Cocoa Beach data to that from other studies conducted by CPSM, we look for significant statistical anomalies. The most significant anomalies are represented in higher than the median (midpoint) workload percentages in the winter period. This is not surprising given the winter climate in Cocoa Beach. The other areas with anomalies are the higher violent crime rates which we previously touched on, and finally, significantly lower response time to calls for service in Cocoa Beach, which we will address in later reporting.

TABLE 4-7: CFS Comparisons to Other CPSM Study Cities

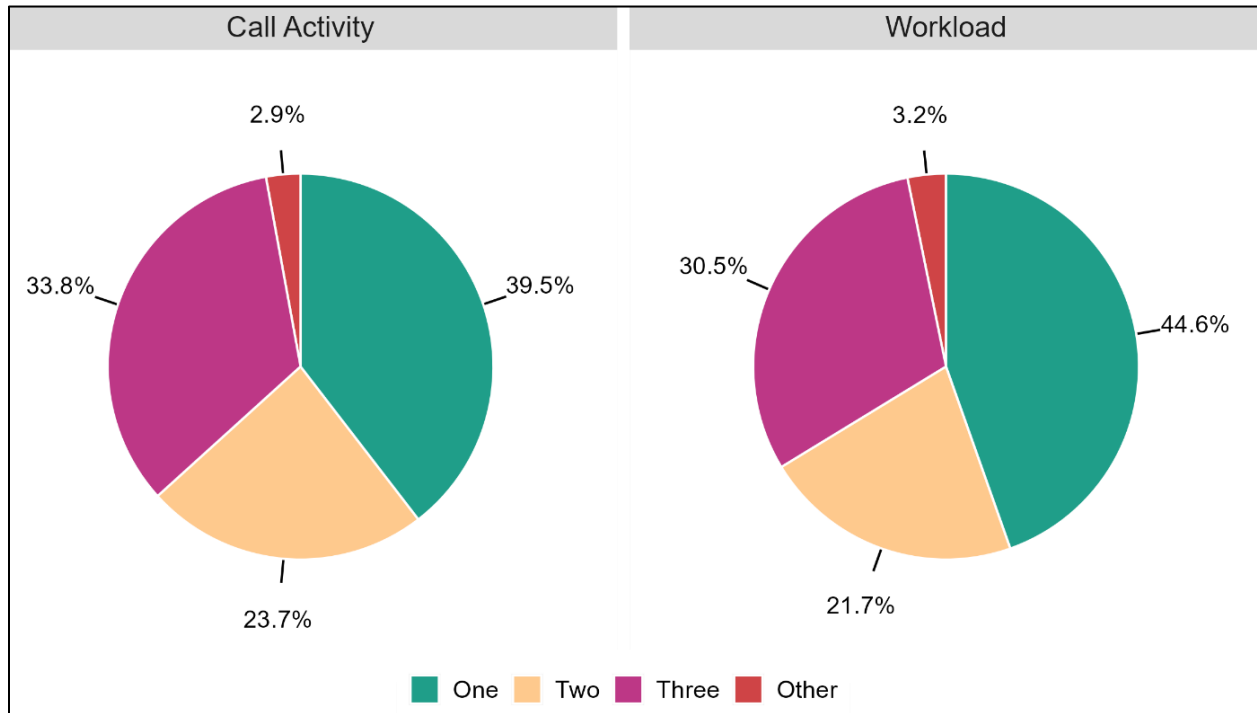
Variable Description	Median	Minimum	Maximum	Cocoa Beach PD	CBPD vs. CPSM Comps
Population	43,058	4474	833,024	11,346	Lower
Primary Unit Service Time, Community Initiated (Min.)	30.31	13	54.66	27.31	Lower
Primary Unit Service Time, Police Initiated (Min.)	17.0	7.1	56.8	14.9	Lower
Responding Units, Community Initiated	1.74	1	2.56	1.81	Higher
Responding Units, Police Initiated	1.26	1	1.99	1.31	Higher
All Units Service Time, Community Initiated (Min.)	45.75	19.7	88.09	45.96	Higher
All Units Service Time, Police Initiated (Min.)	22.31	7.73	140.08	20.21	Lower
Workload Percent, Summer Weekdays	38.0	5.54	85.66	39.37	Higher
Workload Percent, Summer Weekends	39.39	5.02	81.95	40.45	Higher
Workload Percent, Winter Weekdays	36.11	5.08	66.61	39.24	Higher
Workload Percent, Winter Weekends	35.01	4.12	68.99	42.38	Higher
Response Time Summer	13.08	2.4	81.35	9.79	Lower
Response Time Winter	12.72	3.1	82.56	9.38	Lower
High-priority Calls Response Time	7.22	2.84	23.12	4.2	Lower
Violent Crime Rate	221.6	0	1,776.46	317	Higher
Property Crime Rate	2,168	319.04	11,234	2,168	-
Total Crime Rate, Indexed per 100,000	2,446.65	404.96	12,424	2,485	Higher

Next, we examine geographic call distribution by patrol zone.

Geographic Call Distribution

In nearly all CPSM studies of patrol operations, we examine call demand by beats, sectors, or zones established by the department. In Cocoa Beach, the department uses Zone 1, Zone 2, and Zone 3 as its geographical designations, with the zones running from the northern city limit to the southern city limit.

FIGURE 4-1 Percentage Calls and Work Hours, by Zone



Note: The "other" category includes calls at headquarters and calls missing zones.

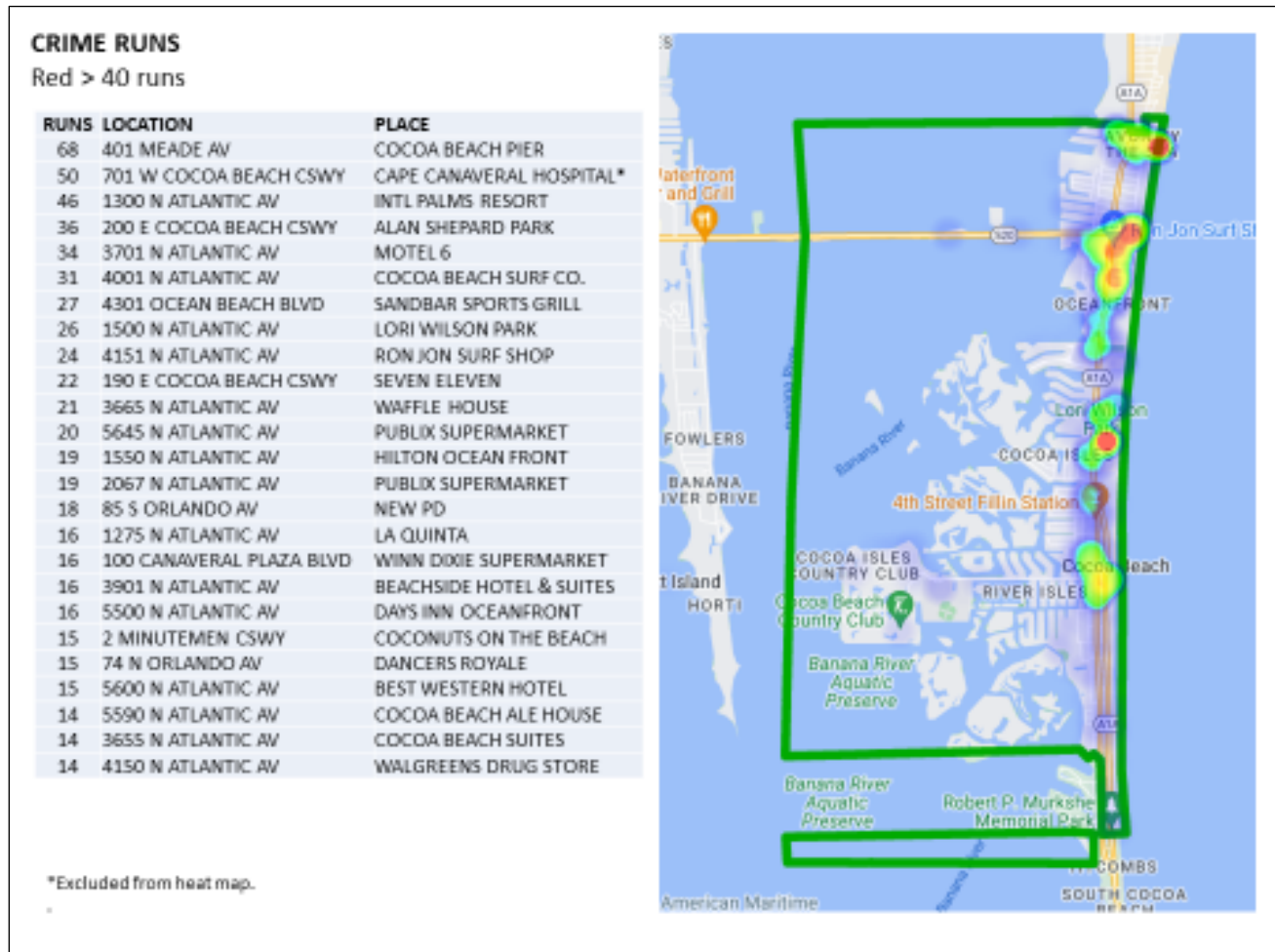
In the following table we illustrate the numbers of calls and work hours by zone, per day.

TABLE 4-8: Calls and Work Hours by Zone, per Day

Zone	Per Day	
	Calls	Work Hours
One	27.5	15.9
Two	16.5	7.8
Three	23.6	10.9
HQ	1.4	0.8
Unknown	0.6	0.3
Total	69.6	35.7

In the following figure we examine locations with a high call volume involving reports of criminal activity. This may include assaults, robberies, burglaries, larcenies including shoplifting, and auto theft, etc. In the map, red clusters represent locations with more than 40 calls.

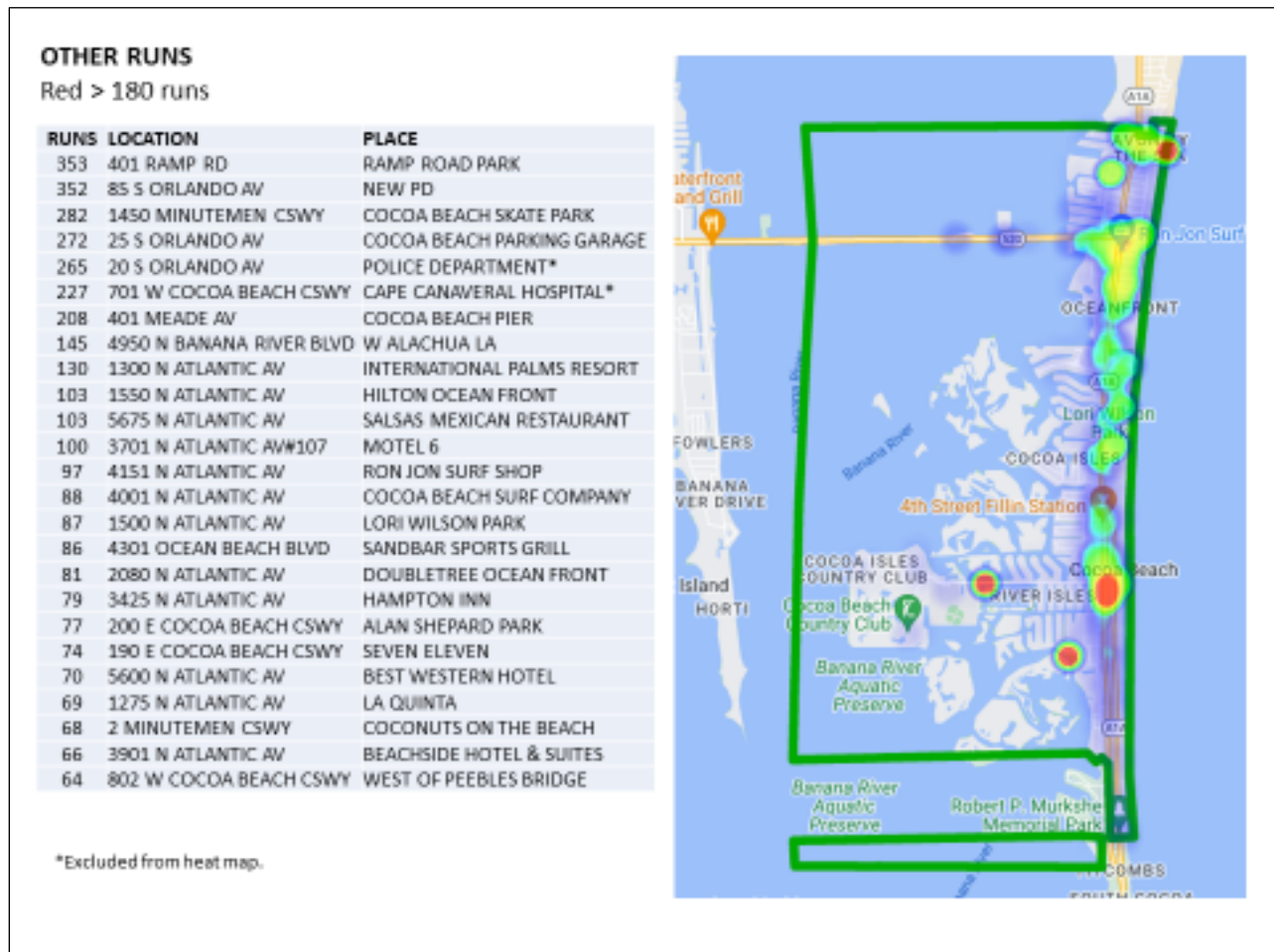
FIGURE 4-2: High-volume Locations for Crime Calls



When CPSM studies locations with high call volume, hospitals and sometimes police stations nearly always appear at or near the top of the list. These locations are frequently where people report crimes that occurred elsewhere. In this case, that is true for Cape Canaveral Hospital. Therefore, we have excluded this location from the heat map.

In the following figure we examine locations with high call volume involving noncriminal activity. This may include a family dispute, traffic accident on private property, a suspicious person, an overdose, a disturbance involving a customer, a parking complaint, or any number of other calls that do not result in a criminal investigative report. In this case, both Cape Canaveral Hospital and the police department's former and new locations are excluded from the heat map. Red clusters represent areas with more than 180 calls.

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



The highest volume locations for noncriminal calls cluster around the same locations as the criminal activity calls, though a couple of new locations including Ramp Road Park and the Skate Park appear on this map. When we inquired of department staff, it was explained that some high-volume locations such as Ramp Road Park reflect the securing restrooms at closing time rather than actual calls for service. Nonetheless, the data provides the department with valuable information from which to consider whether strategies could be employed to mitigate repeated calls to some locations.

In some cases both crime and non-crime call volumes are difficult to mitigate given the tourist-based surges in population. In other cases, the department can work with local businesses to address factors that contribute to high call volume demands. This can be especially fruitful where the lawful sale and consumption of alcoholic beverages occurs.

State agencies that regulate alcohol sales often impose significant penalties for repeated license violations up to and including revocation of the license. Working with the state agency, or through the city's nuisance abatement processes, leverage can be applied to encourage licensees to take steps to mitigate underlying conditions that generate frequent police responses. This may include hiring private security, changes in hours of operation, lighting

enhancements, or other modifications. If an owner is uncooperative, enforcement actions can be taken to force compliance. This has been an effective strategy in many agencies.

Call Mitigation

In all studies CPSM examines call mitigation as a tool to reduce workload demand. In evaluating workload, response to alarm calls is always considered since alarm response numbers as a percentage of community-initiated calls for service are often significant, and the ratio of legitimate to false alarms is extremely low. In general, the rate of false alarms is about 97 to 98 percent of all activations.

To address repeated responses to false alarms, many jurisdictions have enacted ordinances that require permits to install and operate alarms. The ordinances generally include a permit fee and a fee structure for repeated false alarm activations. The fee structure often waives the first one or two false alarms. Upon exceeding the ordinance threshold, fees are established based upon cost of services associated with the response. Cocoa Beach has no such ordinance; thus, repeated responses to false alarms at a location are handled without consequence.

While an alarm ordinance could be unpopular initially in the community, with their attached fees and fines for false alarms, such ordinances tend to result in fewer false alarms because owners of alarmed properties and the alarm companies strive to reduce the number of false alarms to avoid fines.

During the one-year study period, the CBPD responded to 468 alarm calls, or 1.3 calls per day. While any number of false alarms has some negative impact on police operations, for a city of this size, 1.3 calls per day is below the norm and does not have a significant impact on overall services. Nonetheless, for repeat offenders, an alarm ordinance may have value.

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

CPSM considered this for Cocoa Beach; however, an average of 1.2 accidents per day does not significantly impact workload. CPSM recommends that no changes in protocol take place absent a significant increase in such calls. Additional detail on traffic matters is covered later in this section.

At this point, CPSM does not suggest any changes to current call response protocols due to the low frequency of responses to these types of calls and the subsequent manageable workload levels. Should staffing levels and workload demands change, the department may need to revisit this.

One additional call mitigation option may be worthy of consideration. In an effort to reduce workload demands on patrol officers, many agencies have instituted an online reporting tool for select, low-grade crimes or other incidents that meet specific criteria. This usually involves delayed reporting of non-injury traffic collisions, petty thefts, or vandalism where no suspects were known or observed, etc. Not only does online reporting reduce workload demands on

patrol personnel, but in many instances is more convenient for the public. This can be especially true in a community with a high level of tourism such as Cocoa Beach.

When appropriate, 911 operators can offer callers the option of reporting their incident online rather than waiting for an officer to respond. If the caller chooses to do so, they are referred to an online portal. If the caller prefers that an officer respond, this can be accommodated as it is today. In a recent study conducted by CPSM, more than ten percent of all formal police reports were managed through on-line reporting in lieu of the dispatching of an officer. While this is a higher ratio than that of most agencies, it demonstrates the value of such an option for both the department and caller.

Finally, we go back to high call demand locations for both criminal and non-criminal calls for service as identified in Figures 4-2 and 4-3. As we indicated in reporting that followed those illustrations, there are opportunities to reduce workload demands by mitigating some calls for service through directed enforcement or nuisance abatement.

We offer the following recommendations at this point as opposed to waiting until the *Patrol Summary* as these recommendations are warranted without further consideration of staffing and workload.

Call Mitigation Recommendations:

- Consider the adoption of an alarm ordinance to regulate the installation of alarms, and provide for penalties associated with multiple false alarms. (Recommendation No. 5.)
- Consider instituting an online reporting system for delayed non-injury traffic collision reports as well as low-grade crime calls such as theft or vandalism where no suspect information is available. (Recommendation No. 6.)
- Where feasible, develop a strategic plan to mitigate causative factors that contribute to both criminal and noncriminal calls for service at high call volume locations, especially those related to alcohol consumption. (Recommendation No. 7.)

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Non-call / Out-of-Service Activities

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

In the table that follows, we examine these activities as recorded in the department's CAD system.

§ § §

TABLE 4-9: Non-call Activities and Occupied Times by Description

Description	Occupied Time	Count
Bathroom	13.6	92
Court	177.2	60
Fueling vehicle	17.6	927
Lunch break	40.8	12
Unit busy	68.6	2,730
Vehicle maintenance	39.9	94
Weighted Average/Total Calls	56.1	3,915

As is clearly evident, “Unit busy” represents both the highest number of incidents, and at more than 2,700, cumulatively the largest time commitment. What is unclear is what “Unit busy” represents in terms of activity.

This may include a variety of activities such as administrative meetings, booking a prisoner, report writing, follow-up investigations, responding to a citizen inquiry, or any number of other things. As well, we note that the category of lunch break counts only 12 incidents. It is unlikely that this number is accurate, and it may indicate that officers or telecommunicators are logged out as “Unit busy” while on meal breaks. Regardless, 68.6 minutes per event for “Unit busy” is not an insignificant amount of time.

CPSM asked what “Unit busy” includes and we were informed that it is common practice for units to simply indicate “busy” for a variety of out-of-service activities. However, if out-of-service activities are more clearly identified, then supervisors can ensure that the time involved in these activities is appropriate.

As with the recommendation regarding online reporting, we offer the following recommendation at this point as opposed to waiting until the *Patrol Summary* as this recommendation is warranted without further consideration of staffing and workload.

Non-call Activity Recommendation:

- To enable supervisors to more accurately monitor officers' time management, ensure that the CAD system is programmed to allow for the specific nature of out-of-service time to be captured. Then, train officers to announce the nature of such time to telecommunications officers so that it may be properly recorded in CAD. (Recommendation No. 8.)

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RESPONSE TIME (HIGH-PRIORITY CALLS)

The computer-aided dispatch (CAD) system has been programmed to assign priorities to calls for service based upon the nature of the call. The department assigns calls as priority 1 through priority 5, with priority 1 and 2 considered emergency calls. The CAD system also captures non-call activity as priority 7. As we report on the Communications Center in Section 7, we will provide more detailed information regarding call for service intake and dispatching. Here we focus on total response time, defined as the time from the receipt of the call in the Communications Center until the first dispatched unit arrives on scene.

While the Communications Center dispatches for both the police and fire departments, this study focuses on police calls for service. The CAD system identifies 129 separate classifications of

police calls which are assigned a priority. Of those call classifications, 27, or 21 percent, are classified as a priority 1 or 2 call. CPSM reviewed those call classifications and found that they capture both life safety and in-progress crime calls appropriately.

The following table reflects response times by priority. While we list all priorities, again, our focus here is on life safety and in-progress crimes, that is, priorities 1 and 2. We also identified injury accidents by including accident calls whose descriptions matched "Accident - Injuries." These may or may not involve life safety incidents, but as that often cannot be determined until a unit arrives on scene, such calls are routinely considered high-priority calls.

TABLE 4-10: Average Response Times, by Priority

Priority		Minutes			Calls
		Dispatch	Travel	Response	
Code	Description				
1	Immediate Response/Life Threat	1.4	3.2	4.6	191
2	Traffic Stop/Emergency Response	0.9	2.7	3.6	116
3	Non-Emergency Response	4.7	4.6	9.3	5,492
4	Routine Response (Non-Immediate)	5.2	5.1	10.3	1,363
5	Call Can Hold	15.2	1.3	16.5	139
7	It Can Wait Indefinitely	5	6.2	11.2	7
Total		4.9	4.6	9.4	7,308
Injury Accident		1.2	2.7	3.9	62

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

CPSM asserts that response times averaging under five minutes to high-priority calls is exemplary. Very few agencies are able to respond to such incidents in under six minutes. In some agencies, the delay exceeds ten minutes. We draw your attention back to Table 4-6 that compares Cocoa Beach to 180 other agencies studied by CPSM where we note that the average response times to high-priority calls is 7.2 minutes. Kudos to CBPD for its accomplishment here.

To this point, we have focused largely upon the number of calls, response times, and other patrol workload activities for the 12-month study period. In the section that follows we will examine how the patrol force allocates time and resources to this workload and other activities. This analysis will assist the city in determining appropriate staffing of the patrol function.

Additionally, our focus to this point has been on call for service demand and workload. As such, with the exception of *Table 4-9: Non-call Activities and Occupied Times by Description*, we excluded calls with less than thirty seconds on scene, directed patrol incidents not related to a specific call for service, and non-call or out of service activities. For our workload demand analysis going forward, we will include all such activities.

§ § §

WORKLOAD DEMAND ANALYSIS

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

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

According to *Public Management* magazine, “A key resource is discretionary patrol time, or the time available for officers to make self-initiated stops, advise a victim in how to prevent the next crime, or call property owners, neighbors, or local agencies to report problems or request assistance. Understanding discretionary time, and how it is used, is vital. Yet most police departments do not compile such data effectively. To be sure, this is not easy to do and, in some departments may require improvements in management information systems.”¹

Essentially, “discretionary time” on patrol is the amount of time available each day where officers are not committed to handling CFS and workload demands from the public. It is “discretionary” and intended to be used at the discretion of the officers to address problems in the community and be available in the event of emergencies. When there is no discretionary time, officers are entirely committed to service demands, do not get the chance to address other community problems that do not arise through 911, and are unavailable in times of serious emergency. The lack of discretionary time indicates a department is understaffed. Conversely, when there is too much discretionary time, officers are idle. This may be an indication that the department is overstaffed or that officers are not sufficiently proactive.

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

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

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

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

time should be committed to calls for service. This commitment of 60 percent of their time is referred to as the *Patrol Saturation Index*.

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

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

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

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

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

Rule of 60 – Part 1

According to the department personnel data available at the time of the site visit (May 2023), the department is authorized for 43 full-time sworn officers. When fully staffed, 30 of those personnel are assigned to patrol functions (includes Lieutenants (2), Sergeants (2), Corporals (3), and officers/patrol, traffic, and K-9 (23)). At these levels, patrol staffing would thus represent 70 percent of total sworn staffing, which is marginally higher than CPSM's Rule of 60 recommendation.

In smaller departments such as Cocoa Beach, it is common for most of its officers to be assigned to patrol. Thus, a 70 percent commitment to patrol may be beneficial to the community to ensure a rapid response to CFS and quality-of-life issues. As we note, Cocoa Beach response times to emergency calls for service is commendably low. We conclude that this staffing alignment contributes to low response times and is appropriate here in Cocoa Beach.

Rule of 60 – Part 2

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

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

Departments must be cautious in interpreting the SI too narrowly. For example, one should not conclude that SI can never exceed 60 percent at any time during the day, or that in any given hour no more than 60 percent of any officer’s time be committed to CFS. The SI at 60 percent is intended to be a benchmark to evaluate overall service demands on patrol staffing. When SI levels exceed 60 percent for substantial periods of a given shift, or at isolated but consistent and specific times during the day, then decisions should be made to reallocate or realign personnel to reduce the SI to levels below 60. Lastly, this is not a hard-and-fast rule, but a benchmark to be used in evaluating staffing decisions. Other factors such as the availability of sufficient resources to safely, efficiently, and effectively respond to emergency calls for service must be considered.

While the call data referenced in Tables 4-2 to 4-7 reflects call activity for the entire one-year study period, for this portion of the study we examine not just the total number of calls, but the actual time spent on these calls as well as other duties. Here, we compare all workload, which includes community-initiated calls, police-initiated calls, zero on scene calls, directed patrol work, and out of service activities.

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

For this analysis, we studied two eight week periods, winter and summer. The winter period examines staffing and workload from January 4, 2022, through February 28, 2022, while the summer period covers July 7, 2022, through August 31, 2022.

Specifically, Figures 4-4, 4-6, 4-8, and 4-10 focus on average deployment and workload. The numerical column on the left side of each figure represents the number of officers on duty; the numbers across the bottom of each figure represent the 24 hours of the day; and the colored sections within each diagram represent time committed by personnel to one of five activities: Community-Initiated Activity (orange); Police-Initiated Activity (blue); Out-of-Service Activity (magenta); Directed Patrol (peach) and Uncommitted Patrol Activity (lime).

For example, in Figure 4-4, at 11:00 a.m., one can see on the left side of the figure there were approximately 5.5 units deployed. Of those, approximately 1.4 were committed to a community-initiated call for service, 0.5 were committed to a self-initiated activity, 0.5 were out of service, 0.2 were committed to a directed patrol assignment, and 2.9 were on routine patrol. Again, these figures are averaged over the two month period.

An examination of Figures 4-4, 4-6, 4-8, and 4-10 shows a spike in deployment around 6:00 a.m. and 6:00 p.m. This coincides with shift changes. The average number of personnel available throughout the day varies by weekday vs. weekend, and by winter vs. summer, but only slightly. It ranges from a low of four, to a high of approximately five and one-half. Previously, we addressed minimum staffing where we reported that the department established minimum staffing at one supervisor and four officers. The figures reflect that this staffing level is met at a rate of approximately 50 percent of the work day. As we discussed, mandatory overtime is required to accomplish minimum staffing due to the current staffing shortfalls, and yet deployments still fall short of the established minimums.

In Figures 4-5, 4-7, 4-9, and 4-11, the saturation index is explored. Patrol resources available are denoted by the dashed black line at the top. The 100 percent value indicates the total police officer hours available during the 24-hour period. This amount varies during the day consistent with the staffing of the shifts, but at any given hour the total amount of available manpower will equal 100. The red dashed line fixed at the 60 percent level represents the saturation index (SI). As discussed above in the *Rule of 60, Part 2*, this is the point at which patrol resources become largely reactive as CFS and other workload demands consume a larger and larger portion of available time.

As we examine officer initiated activity and out-of-service work we must point out that consideration must be given to ensure there is ample time for officers to prepare reports and perform other administrative functions related to handling calls for service. At times, officers build this time directly into the service time of the call. Other times, officers take themselves out of service to perform this work, or remain available in the dispatch system and perform these functions as they are waiting for the next assignment. Regardless of the method used, it is important work that may be reflected in any of the indicated workload categories, including reflected as available patrol time.

The data reveals that for community-initiated workload, winter deployment workload averaged 16 percent during the week and 18 percent on weekends. Summer community-initiated deployment workload averaged 18 percent during the week and 17 percent on weekends.

For all work, that is, both community- and officer-initiated and non-call activities, winter deployment workload averaged 39 percent during the week and 42 percent on weekends. For the summer period, weekday deployment workload averaged 39 percent, while on weekends it averaged 40 percent.

While all the periods studied fall within the Rule of 60 workload percentage guidelines, we do point out that for combined workload, CBPD officers are busier than most agencies we have studied. We also noted (in Table 4-3) that approximately 62 percent of call activity is police-initiated versus community-initiated. Kudos to the patrol officers for this level of initiative.

FIGURE 4-4: Deployment and All Workload, Weekdays, Winter 2022

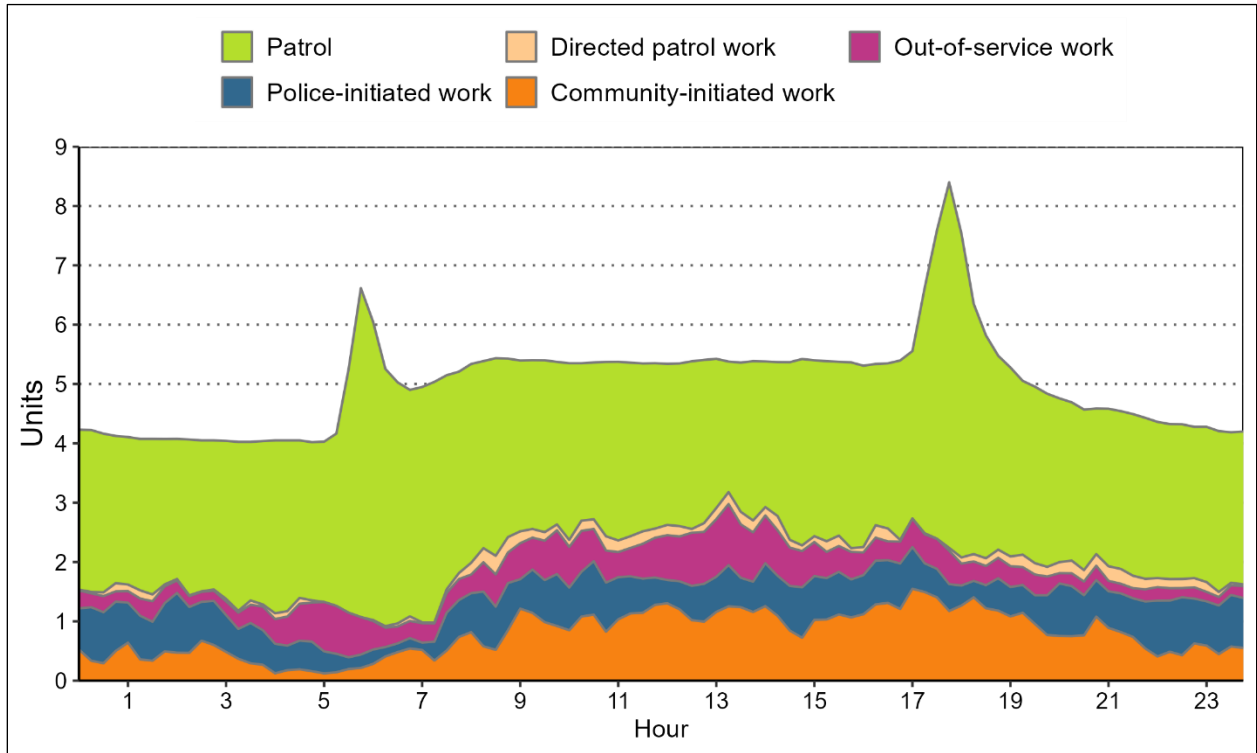


FIGURE 4-5: Percentage of Workload, Weekdays, Winter 2022

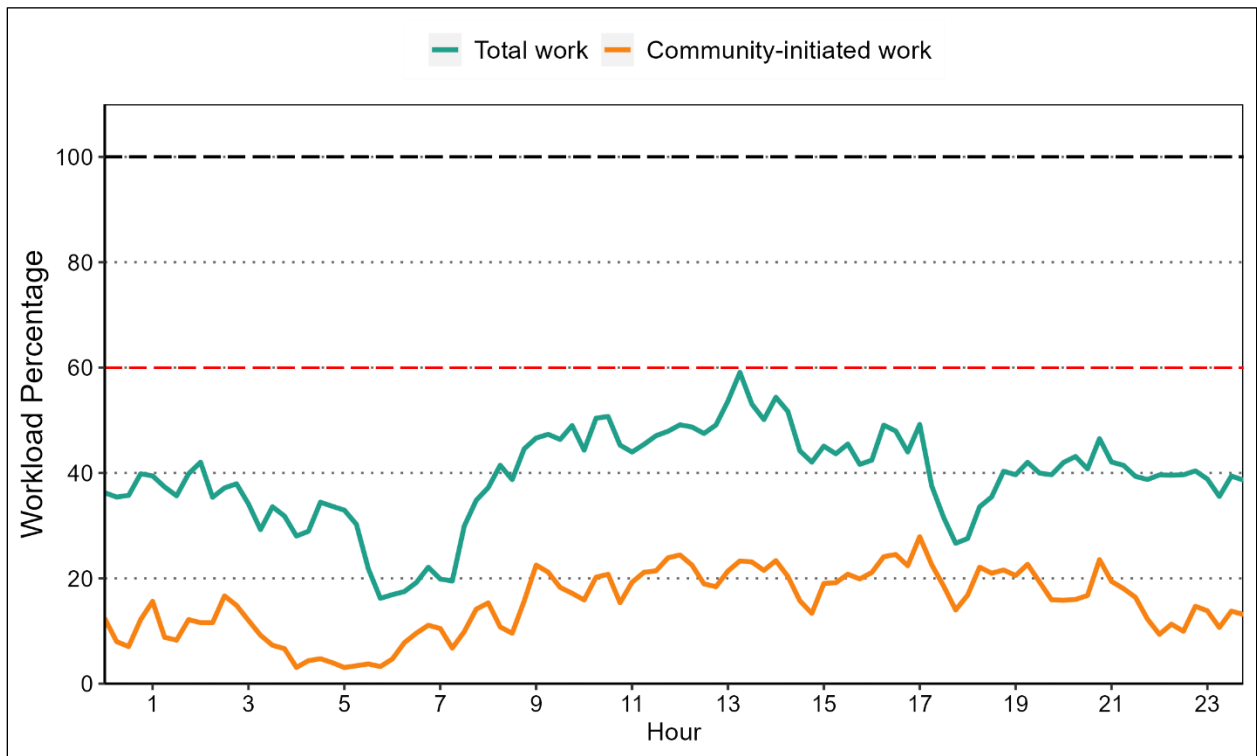


FIGURE 4-6 Deployment and All Workload, Weekends, Winter 2022

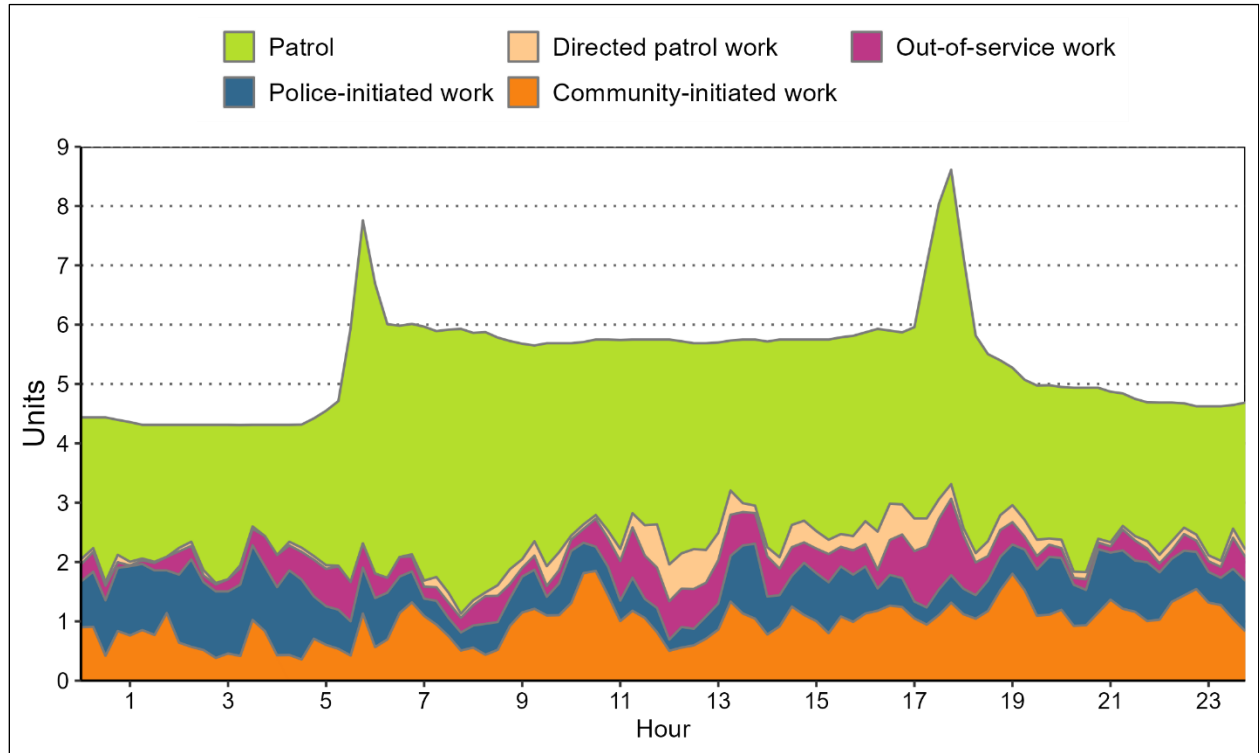


FIGURE 4-7: Percentage of Workload, Weekends, Winter 2022

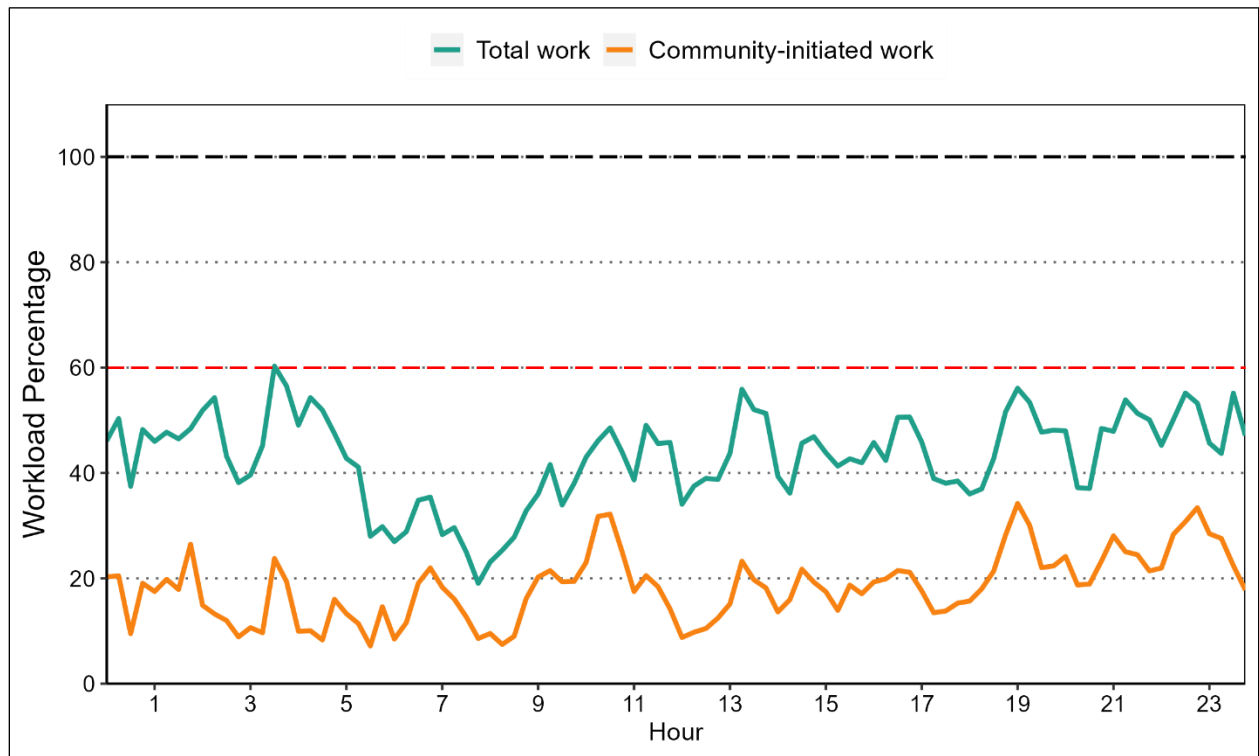


FIGURE 4-8: Deployment and All Workload, Weekdays, Summer 2022

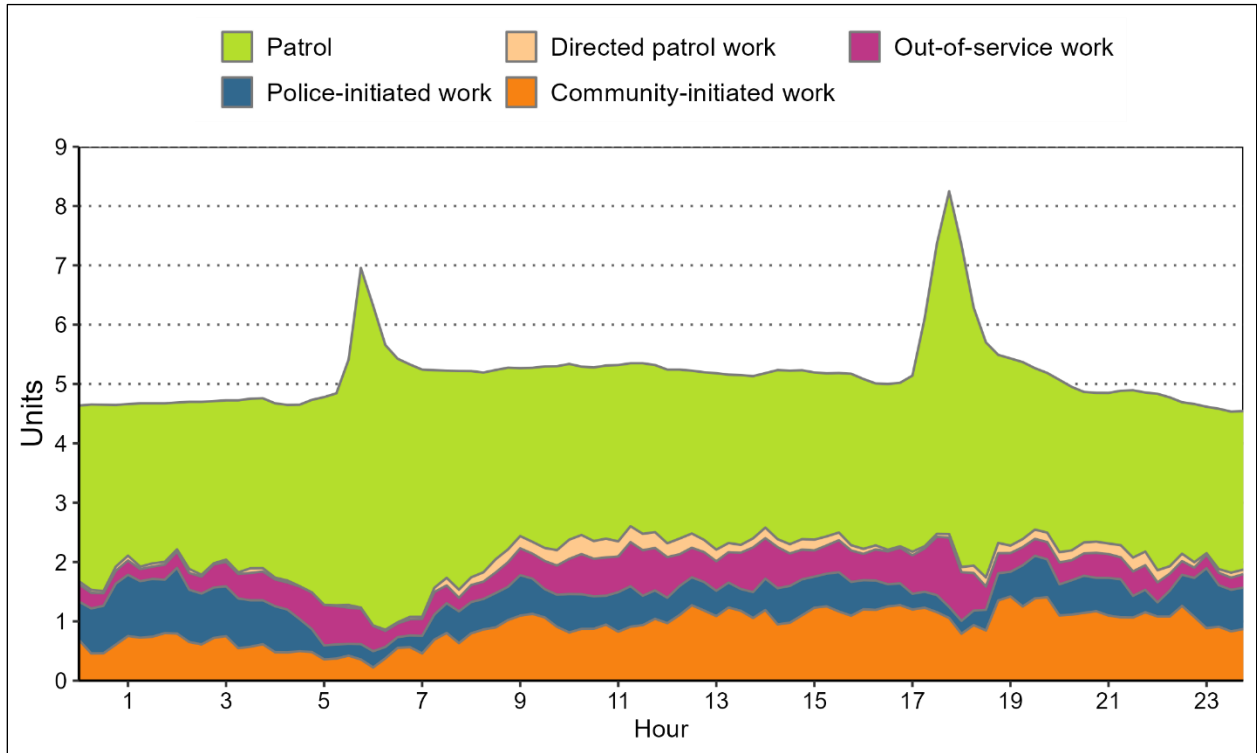


FIGURE 4-9: Percentage of Workload, Weekdays, Summer 2022

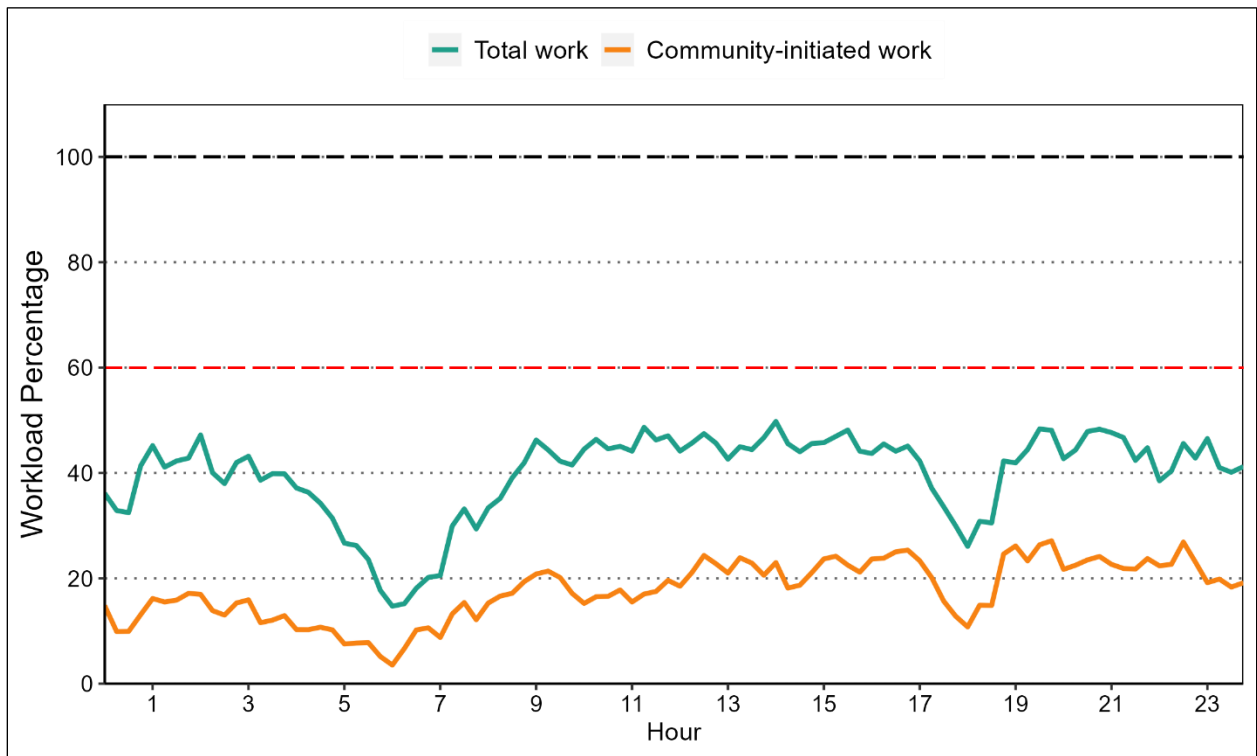


FIGURE 4-10: Deployment and All Workload, Weekends, Summer 2022

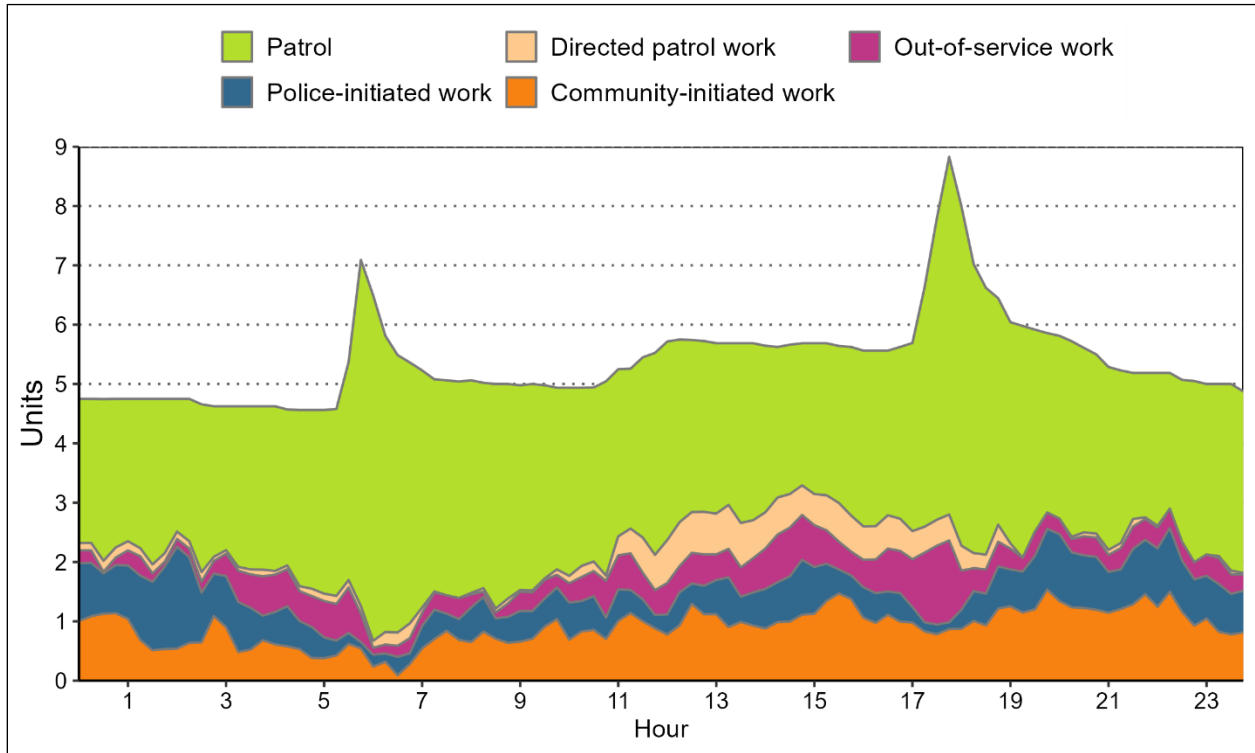
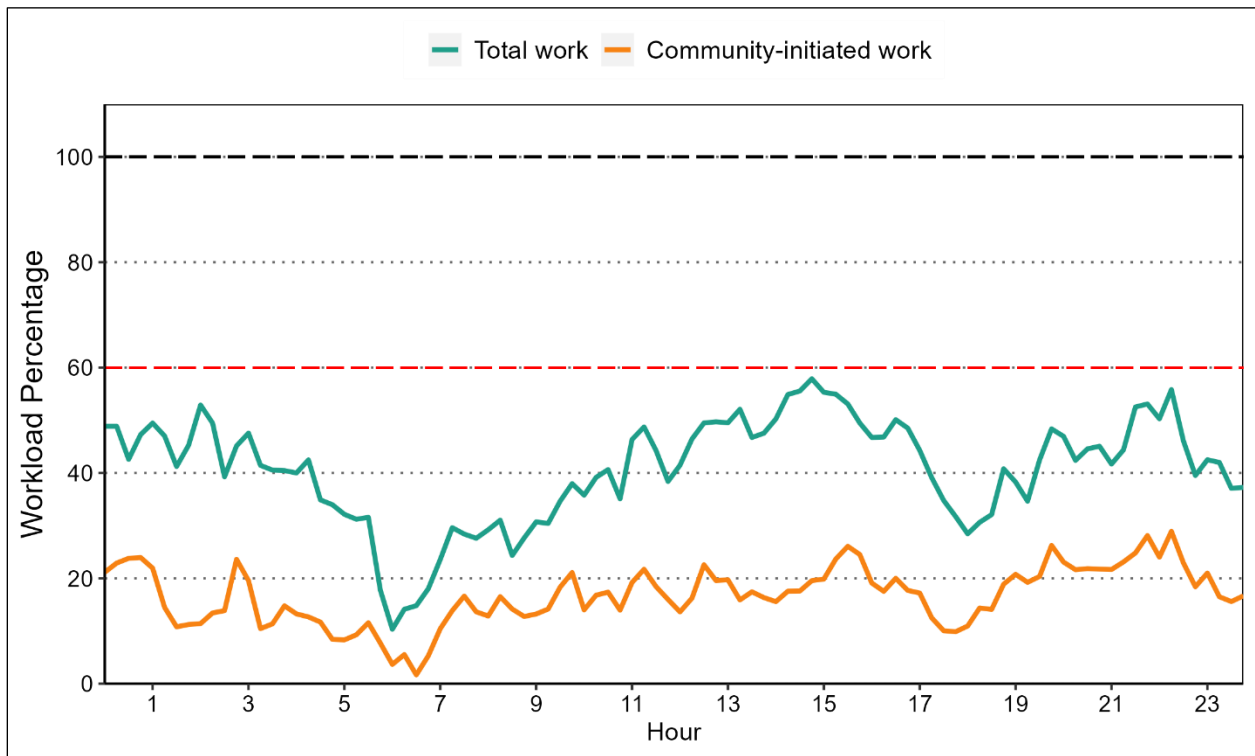


FIGURE 4-11: Percentage of Workload, Weekends, Summer 2022



Next, we examine how this information translates to individual officer workload, on average.

Present Staffing/Deployments Relative to Workload Demand

The major data points that we examine for this discussion include:

- Community- and police-initiated workload data (Tables 4-3 and 4-4).
- Non-call activity (Table 4-9).
- Deployment and workload percentages (Figures 4-4 through 4-11).
- Records management system (RMS)-captured workload provided by the CBPD Records Section (Table 4-11, which follows).
- Average response time, by priority (Table 4-9).

First, we examine community- and police-initiated workload (call for service and non-call activity from Tables 4-3, 4-4, and 4-9).

For this portion of the assessment we will use FY 2021/2022 authorized staffing, since the four newly approved officers were not hired during the period under review (November 1, 2021, through October 31, 2022).

The department reported that a total of 22 full-time police officers were authorized in the Patrol Division in 2022 (includes three Corporals, 17 Patrol officers, one K-9 officer, and one Traffic officer). The actual number fluctuates throughout the year based upon staffing vacancies, leave time, and internal assignment decisions. Nonetheless, these fluctuations will only minimally impact this analysis. As well, overtime associated with minimum staffing also impacts actual numbers.

Based upon CAD data provided by the department for the one-year study period (Tables 4-3, 4-4, and 4-9), Patrol officers responded to approximately 9,523 community-initiated calls for service, conducted 15,890 self-initiated activities, and engaged in 3,915 non-call activities.

If one assumes every activity was handled equally among officers and each Patrol officer worked the equivalent of 161 twelve-hour shifts per year (assumes six weeks leave average), each of the 22 officers:

- Served as the primary handling unit on about 432.9 calls for service from the public (2.7 calls per shift). This is an average daily time commitment of 73.7 minutes.
- Assisted on 346.3 calls for service from the public (2.15 per shift). This is an average daily time commitment of 58.7 minutes.
- Conducted 722.27 self-initiated activities (4.49 per shift), of which 52 percent were traffic enforcement stops. This is an average daily time commitment of 66.9 minutes.
- Assisted on 216.68 self-initiated activities (1.35 per shift). This is an average daily time commitment of 20.12 minutes.
- Engaged in 177.95 non-call activities (1.11 per shift). This is an average daily time commitment of 62 minutes.

Per officer, this amounts to an average daily workload total of 281.42 minutes, or 4.69 hours per 12-hour shift.

It is important to note here that the remaining time should not be mistaken for idle time. It is during this remaining time that officers are expected to be patrolling high-crime areas, areas

with high rates of traffic collisions, traffic complaint locations, engaging with community members, and spending time in neighborhood problem solving, etc.

Next we consider deployment and workload percentages from Figures 4-4 through 4-11.

The following are the average workload percentages:

- Winter weekdays: Community-initiated workload–16 percent; All workload–39 percent.
- Winter weekends: Community-initiated workload–18 percent; All workload–42 percent.
- Summer weekdays: Community-initiated workload–18 percent; All workload–39 percent.
- Summer weekends: Community-initiated workload–17 percent; All workload–40 percent.

Cumulatively, all workload averages 40 percent over the four workload periods. Collectively, this deployment and workload data establishes that workload demands in Cocoa Beach generally fall within the accepted standards established in the prior “Rule of 60” discussion. It is important to remember that mandatory overtime to meet minimum staffing impacts these workload percentages. Had such staffing not been deployed, these numbers would have been significantly higher.

Next we look at workload captured in the records management system (RMS), including the number of cases in which a formal police report was written, arrests made (includes felony and misdemeanor), and citations issued by the department, each in its entirety. We excluded parking citations as they are largely written by civilian parking enforcement personnel and do not impact patrol officers in a significant way. This data is not available through the CAD system, and though the associated workload was considered in the original Data Analysis report, it was not provided in this format.

Here we examine data related to the number of formal police reports written, arrests made, and citations issued (excludes parking). Citations in criminal offenses reflect that the arrested individual was released on a citation in lieu of or after being transported and booked into the county jail. We exclude parking citations as the responsibility for parking enforcement rests with the Parking Enforcement Unit rather than core patrol officers.

In the case of a citation issued for a criminal offense, the data would be duplicated in both the arrest numbers and the number of reports written. In other words, a case involving an arrest for public intoxication would be numerically included in each of the three categories reported here.

These numbers represent the workload of the entire department, not just patrol-focused officers. To isolate patrol officer activity from all others is a task that would require department personnel to examine every single record, a task that is both unreasonable and unnecessary given the time required. Therefore, in the calculations presented, we credited core patrol-related officers with all workload data, although some limited amount could be credited to other personnel as we will describe shortly. As such, the numbers are skewed on the high-side. Nonetheless, the numbers are useful for this discussion.

The following table reflects the total number of cases in which a formal police report was written, the total number of arrests made, and citation data, as available, for the past four years.

TABLE 4-11: Written Reports, Arrests, and Citations, Department-Wide, 2019–2022

Workload Data	2019	2020	2021	2022
Written Reports	3,464	3,225	3,698	3,278
Arrests (Felony)	62	78	64	119
Arrests (Misdemeanor)	346	277	385	402
Citations (Traffic)	2,954	4,260	4,091	3,806
Citations (Criminal)	120	190	232	248

Source: CBPD Records Section

As we examine individual workload in more detail below, we will utilize the most current data from this table, that of 2022.

In 2022, department personnel wrote 3,278 formal police reports, made 521 arrests, issued 3,806 traffic citations, and issued 248 criminal citations. As with our analysis for calls for service, if one assumes that every activity was handled equally and each officer worked the equivalent of 161 twelve-hour shifts, in 2022 each officer would have, on average:

- Written 149 police reports (0.93 per shift).
- Made 23.7 arrests (0.15 per shift) – includes both felony and misdemeanor.
- Issued 173 traffic citations (1.07 per shift)
- Issued 11.27 Criminal citations (0.07 per shift).

Once again, these numbers are skewed on the high side as not all activities were handled by Patrol officers alone. For instance, Patrol Sergeants occasionally handle limited calls for service and engage in enforcement activities, Detectives and SROs write reports, make arrests, and issue citations, and some workload can be attributable to special event overtime assignments.

We note here that, as in the case of all agencies, supplemental police reports are prepared by assisting officers in some investigations, particularly those in which a felony arrest is made. While we cannot definitely identify this number, if every arrest (521) resulted in two supplemental reports, that would add 47.36 reports to each officer's annual total (0.29 per shift). In this example, each officer would write a total of 1.22 reports per shift, including supplemental reports.

Finally, we examine response time (Table 4-10).

Response time is a factor in considering staffing and deployment requirements. The speed with which emergency responders arrive at the scene of a call for service, especially for emergencies, is of paramount importance to those seeking services. While we will provide additional detail in more comprehensive reporting on response times later, we address this issue briefly here.

In Cocoa Beach the average response time for priority 1 and 2 calls for service, those the department has identified as emergency, is approximately 4.2 minutes. Average response time to non-emergency calls is approximately 9.4 minutes. Contrast these times to averages for the 180 other departments studied by CPSM at 7.2 minutes for emergencies, and 13 minutes for non-emergency calls (Table 4-7). These times reflect both the dispatch period as information is being collected from the caller as well as travel time, that is, once the unit is dispatched until it is on the scene. CBPD response times are exceptional, and the community is indeed fortunate. Nonetheless, it is up to the city and its residents to determine if these response times are acceptable, and if not, additional staffing may be called for.

Patrol Staffing Summary

We have strived to this point to provide sufficient detail to allow readers to fully understand how the Cocoa Beach Police Department patrol function is positioned to respond to workload demands. As promised, we will now offer staffing recommendations for consideration. These recommendations, made after our full review and careful analysis of the patrol function, are based upon our experience in both leading police departments and in conducting similar assessments of police agencies across the country.

We begin our discussion with a brief recap of patrol supervision.

Supervision

We have addressed patrol supervision extensively in our reporting and have made what we believe are appropriate recommendations that will have minimal fiscal impact. These involve repurposing the K-9 and Beach Ranger Sergeant positions, or upgrading existing Corporal positions. We submit here that it would be preferable to repurpose the K-9 and Beach Ranger supervisor positions, and allow the Corporals to continue in their present role as quasi-supervisors in the absence of a Sergeant.

We think it is important to point out one inequity regarding compensation provided to Corporals who are routinely assigned as shift supervisors. As a reminder, while day shifts are supervised by sergeants, all overnight shifts are generally supervised by Corporals. In this capacity, they are performing duties normally reserved for Sergeants and are doing so practically on a full-time basis. While CPSM does not generally involve itself in matters of compensation, an exception is warranted here. Per the current Collective Bargaining Agreement, Corporals acting as a supervisor are compensated at a rate of approximately an extra \$0.89 per hour. In the event that a police officer who serves as an FTO is called upon to serve as a shift supervisor in the absence of a Sergeant or Corporal, the officer is compensated at a rate of an extra \$1.00 per hour.

The issue here is one of equity. If Corporals continue to be utilized as supervisors on a routine basis as occurs on overnight shifts, they should not receive compensation at a rate lower than a police officer who is temporarily called upon to perform the same duties.

Patrol Supervision Recommendation:

- Corporals who serve as supervisors on a routine basis should be compensated at a rate consistent with that of the position that they are filling (Sergeant). (Recommendation No. 9.)

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Patrol Staffing / Workload Demand

We thoroughly reported on patrol staffing and workload demand in our discussion of the Rule of 60 as illustrated in Figures 4-4 through 4-11. That data suggests that the patrol workload is manageable based upon present staffing deployments and workload demands. It is important to note that patrol deployments are substantially enhanced by mandatory overtime to meet minimum staffing requirements as established by the department. Had those deployments not been so enhanced, the existing actual complement of 14 officers would have been overwhelmed by workload.

In FY 22/23, four new police officer positions were authorized for the Patrol Division. Those positions remain vacant at this time, with recruiting and training efforts underway. Assuming that the K-9 Sergeant is reassigned to a patrol team as the team supervisor, and the canine assigned

to a patrol officer, when these four positions are filled, this would provide 20 police officers assigned to the core patrol function. This would allow for five officers to be assigned to each of the four patrol shifts.

When factoring in time off as we have described (six weeks per officer per year), this will result in each patrol team operating at minimum staffing for more than one-half of the year (30 weeks). This assumes that all positions are filled, something that the department has struggled to do. For the remaining 22 weeks, the teams would operate at one officer over minimum staffing levels. This is, of course, averaged over the entire year.

When vacancies occur at the position of police officer, it routinely takes 18 months to complete the recruiting and training process for a new officer. Only after this process, including both academy and field training, is an officer capable of working independently. Even at that, it generally takes three to five years for an officer to be considered a seasoned or well-experienced officer. As such, departments routinely operate short staffed.

To address this issue, some cities authorize departments to overhire in anticipation of vacancies. The number of overhire positions authorized are dependent upon reasonable steps taken by the department to anticipate the number of upcoming retirements or resignations. Given that most police agencies operate with vacancies, and competition for excellent candidates can be fierce, the overhiring of a reasonable number of officers is prudent. CPSM suggests that this is a viable option for Cocoa Beach and would encourage the city to seriously consider this option.

Patrol Officer Staffing Recommendation:

- Consideration should be given to authorizing the overhire of police officer positions in anticipation of vacancies. We would suggest that two such positions be authorized at present, and be adjusted upwards if circumstances indicate that vacancy rates will climb due to anticipated retirements. (Recommendation No. 10.)

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Minimum Staffing

Once again, we consider workload demand as we evaluate what minimum staffing levels are appropriate. Here however, we must consider additional factors. That is, are there sufficient patrol resources deployed to adequately respond to both emergency calls for service, and provide sufficient back-up to ensure officer safety?

Given workload demands hovering in the 40 percent range, we believe that the established minimum staffing levels are generally appropriate to handle workload demands and ensure that officers are reasonably available to provide sufficient back-up when necessary. And with a 4.2-minute response time to high-priority emergency calls, the department appears well-positioned to respond in a timely manner.

We would offer that the minimum staffing levels could be reduced from a supervisor and four officers to a supervisor and three officers from 2:00 a.m. to 6:00 a.m. weekdays and 3:00 a.m. to 6:00 a.m. weekends, except during special events such as Spring Break. While minimal this will provide some cost savings.

Minimum Staffing Recommendation:

- Reduce minimum staffing levels from four officers to three from 2:00 a.m. to 6:00 a.m. weekdays and 3:00 a.m. to 6:00 a.m. weekends, except during special events such as Spring Break. (Recommendation No. 11.)

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Work Schedule

Finally, we examine how the work schedule aligns with patrol staffing and workload demand. As we mentioned in our earlier reporting, there are a variety of patrol work schedules practiced in police departments across the country. These include a 5/8, 4/10, 3/12 (in use at CBPD), and in some cases a combination of these.

As CPSM examines patrol work schedules, our first priority is to ensure that the department's schedule is established to assign patrol staffing resources in a manner that best aligns with community-initiated workload demand. To do so, we examine workload demands in Figures 4-4 through 4-11.

Each community is unique, and different schedules may work better in one than another. For the majority of communities, midweek workload demands are greatest between approximately 7:00 a.m. and 10:00 p.m., while weekend demands tend to be greatest between 10:00 a.m. and 3:00 a.m. We will often recommend multiple shift reporting times during any given 24-hour period. For instance, we might recommend that primary shifts start at 6:00 a.m., and 6:00 p.m., and that overlapping shifts start at 10:00 a.m. and 3:00 p.m. With this staggering, staffing can be adjusted at multiple points throughout the day consistent with workload demands.

That pattern does not fit Cocoa Beach. As is seen in Figures 4-4 through 4-11, while there are hourly fluctuations, community-initiated workload is relatively steady in the 20 percentile range beginning at 7:00 a.m. and ending at 3:00 a.m. during both weekday and weekend periods, and during both summer and winter periods. We conclude that this stems from the fact that Cocoa Beach is a tourism destination with a climate that allows for tourism to flourish year round and during both daytime and nighttime hours. As such, the work schedule in use at Cocoa Beach is appropriate and CPSM would not recommend any modification.

There is one area of concern regarding the work schedule. The primary reporting times for shifts at 6:00 a.m. and 6:00 p.m. does not allow for any overlap. As night-shift officers return to the station at approximately 5:45 a.m. to finish up any paperwork and end their work day at 6:00 a.m., the oncoming shift is beginning shift briefing, which may prevent them from going into service in the field until 6:30 a.m. During that 45-minute period, there may be no officers in the field. This repeats itself for the shift that starts at 6:00 p.m. As a result, for a period of approximately 90 minutes per day, there may be no officers in the field.

To reduce the time with no field staffing, one or two officers from each shift could have their schedule adjusted to come in one hour early. This would allow for that officer(s) to be in the field for emergency responses during the shift-change period. Should that officer(s) need immediate assistance, officers could be dispatched from the station. This would also alleviate the need to assign an officer to a call at or near the end of their shift, which results in overtime hours.

Work Schedule Recommendation

- Consideration should be given to adjusting the reporting times for one or two officers from each of the four patrol shifts by one hour (5:00 a.m. and 5:00 p.m.) to allow for field coverage during shift-change periods. (Recommendation No. 12.)

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Patrol Summary

We have provided a substantial amount of information regarding command and control as well as staffing and workload as it pertains to the core patrol function. We submit that the most significant issue that must be addressed is that of supervision. We reiterate that as of the start of this project, 12 of the 14 officers assigned to Patrol had less than three years of experience at the CBPD. Many of these officers with very limited experience work overnight shifts when supervision is scarce. In our recommendations, we have offered prudent and cost-effective alternatives to the present model, and urge the city and police department to act on these.

As it relates to patrol officers, there is no question that the department was and continues to be understaffed as it attempts to on-board officers to fill vacancies, including the four that were newly approved in the FY 22/23 budget. We anticipate that this situation will continue for one or two more years until personnel are hired and fully trained to allow them to operate independently of a training officer. This assumption is predicated upon the department not losing officers through attrition. Still, it will be another three to five years before those hired this year will acquire sufficient experience to be considered seasoned officers.

In the meantime, the existing staff are being overtaxed by overtime associated with both patrol backfill and the myriad of special event overtime assignments. In today's workforce, where time off is a priority, these demands become problematic. We will address special events in separate reporting, but need to note here that for an agency of this size workforce, the number of special events requiring overtime is challenging to staff.

If the department is able to fill vacancies and maintain authorized staffing with the aid of overhires as recommended, the workforce will be reasonably well positioned to manage workload demands as discussed in the reporting on the Rule of 60.

As it relates to primary work schedules, we reiterate here that the schedule in place is appropriate given the relatively constant workload demands spread throughout much of the daytime and nighttime hours. No changes are recommended, as any schedule adjustment would have a negative or neutral impact.

Finally, we point out here that our reporting to this point has been on the core patrol function. There are a variety of supporting units that augment Patrol. Next we will discuss the various sub-units of the Patrol Division to include:

- Canine (K-9) support.
- Traffic / Motorcycle Patrol.
- School Resource Officers (SROs)
- Marine Patrol.
- Parking Enforcement.
- Beach Rangers.

CANINE UNIT (K-9)

The utilization of canines (K-9s) in law enforcement agencies is commonplace and an important tool in providing comprehensive law enforcement services. Well-trained police K-9s are effective as both search/tracking dogs and in drug detection. The costs of utilizing K-9s includes:

- Acquisition of the canines.
- Training of the canines and handlers, both initial and ongoing.
- Equipping police vehicles for K-9s, which makes them unsuitable for general patrol use.
- Providing a kennel at the home of the handler.
- Food and supplies.
- Veterinary costs.
- Lost deployment time for officers to care for the canine.

As a result, it is vitally important that the utilization of K-9 units is optimized to ensure that the investment in such a program is cost effective. We will address this area further as we examine staffing, deployment, and training requirements.

While the department's K-9 program has been in effect for many years, we note here that the program was inactive from July 2021 through August 2022. This period of inactivity stemmed from the death of the department's sole K-9. In August 2022, the K-9 program was re-established, and a second unit was added.

Both of the department's K-9s are dual purpose, meaning that they are cross-trained for both drug detection and suspect/missing person searches.

Policy

The K-9 Unit is guided by Policy 101.00, K-9 Unit Operations, last updated October 1, 2021. The policy, nine pages in length, was reviewed by CPSM and found to be comprehensive. There are several references contained within the policy which suggest that some language is derived from the Commission on Florida Law Enforcement Accreditation (CFA), the use of which, commendably, ensures compliance with CFA standards.

Training

The State of Florida mandates training for K-9 units involved in suspect searches. This initial training program is 12 weeks in duration. Once completed the K-9 is certified for patrol deployments. While the state does not offer certification for narcotic drug detection, Brevard County does have a program for agencies wishing to certify their K-9s in this area. That course is four weeks in duration. Cocoa Beach canines are dual certified.

K-9 training is governed by Policy 101.00 5. H. 1. The following language is copied from that policy. This serves to ensure that the unit's training is consistent with CFA standards and best practices.

.....Training shall be in accordance with established and accepted procedures as instructed in K-9 Handler Certification School or other reputable sources to the standard set forth by the Florida Department of Law Enforcement (FDLE) Standards and Training Commission.

c. K-9 Teams shall maintain sufficient proficiency to successfully perform their duties and the required certification protocol when necessary.

d. K-9 Teams shall attend a minimum of sixteen (16) hours of in-service training in a calendar month dedicated to regular canine maintenance training to ensure a high level of performance for both the handler and canine. In-service training with BCSO is preferred, but K-9 teams, at times, may train with other law enforcement agencies. In the event of a scheduling conflict, a higher authority may excuse the K-9 Handler from a training session, but the session must be made up in that calendar month.

e. All applicable K-9 Teams shall attend an initial Basic K-9 Patrol School course approved by the FDLE Standards and Training Commission and then re-certify annually according to FDLE requirements. (CFA 14.11 MD)

The K-9 Unit trains with the Brevard County Sheriff's Office K-9 Unit. Wednesday is the weekly training day. While the policy calls for a minimum of 16 hours of training per month, staff reports that the K-9 Unit was training for 36 hours per month until recently. Due to patrol staffing shortages, the K-9 Unit has temporarily cut back on training to every other Wednesday, or 18 hours per month. The training includes blocks for both drug detection and suspect/missing person searches. Additional agencies that train with Brevard County include the City of Palm Bay, the City of Longwood, other regional counties, and the U.S. Space Force.

Based upon the original schedule (36 hours), training hours substantially exceeded the minimum requirements called for in CBPD policy (16 hours). The modified schedule (18 hours) more closely aligns with policy minimums. In assessments of other agency K-9 Unit training standards, 16 hours per month is common, though a few offer more training.

The department may wish to evaluate if the modified schedule is sufficient to meet general training standards, as the original schedule of 36 hours significantly affects available deployment time.

Staffing / Deployment Schedule

Assigned within the Patrol Division, the K-9 Unit is staffed by one full-time sergeant and one full-time police officer. Each is assigned a canine, Hex and Indigo (Inde), respectively.

The assignment of a police Sergeant as a K-9 handler is highly unusual and we would assert that the appropriate classification of a handler is a police officer. CBPD appears to recognize this as the case as in policy 101.00 4. B., it states a "K-9 Handler/ Officer - A sworn Officer specially trained in the care, handling, and ongoing training of a dog for law enforcement use."

CPSM inquired as to the reasoning for such an assignment and we were advised that the Sergeant was a K-9 handler when holding the rank of police officer, and upon promotion to Sergeant remained assigned as a handler. Again, this is highly unusual, especially so as the K-9 program was inactive for more than one year during which time the Sergeant was assigned to a patrol shift as a shift supervisor.

As we discussed in patrol staffing, the absence of a dedicated Sergeant on the overnight shifts is problematic. Here, we would submit that the fact that a Sergeant is working part of those overnight shift hours while serving as a K-9 handler does not adequately address the lack of

effective and dedicated supervisory oversight during those hours. An opportunity presents itself here to reassign the Sergeant position to an overnight shift and reassign the canine to a new handler who holds the rank of police officer.

The K-9 teams work a 4/10 schedule, that is, four days per week at ten hours per day. The work hours are from 6:00 p.m. until 4:00 a.m. The Sergeant works Wednesday through Saturday, and the officer works Sunday through Wednesday. The overlap on Wednesday coincides with the primary training days. We would point out here that while the shift schedule calls for a ten-hour deployment, the actual deployment is limited to nine hours per shift as the teams end their shifts at 3:00 a.m. The last hour is deemed time worked as the handlers must care for the dogs on a 24/7 basis, as we discussed in the intro to this section. This provision is addressed in CBPD policy 101.00 5.L.1.a.2. This is standard practice in police departments across the country, and is compliant with FLSA standards. Nonetheless, this loss of deployment time is reflective of the costs associated with K-9 units.

Workload Data

In our examination of K-9 Unit deployment and workload data, we limited our examination to the period of August 2022 through March 2023. This is because the program was inactive from July 2021 through August 2022, and the year preceding that period was impacted heavily by COVID. CPSM has avoided utilizing COVID-impacted periods since data may be unrepresentative of normal deployments and call for service demands.

Monthly K-9 Unit workload data for both K-9-specific calls and general patrol call for service demands was requested. CPSM was advised that the K-9 Unit produces a hard copy monthly activity report. Those reports are then filed with the department's Records Section. In meeting the above request, Records Section staff reviewed each monthly report in order to total up the requested data.

K-9-specific software programs such as *PackTrack* are available and widely utilized by agencies across the country. Such software programs enable K-9 Units to capture workload data such as training, deployments, apprehensions, drug seizures, bites, and other K-9-specific activities. Summary data reports can then be readily produced through a simple query. Such reports can then be utilized by department managers to aid in the evaluation of the effectiveness of the K-9 Unit. Also, the utilization of software of this nature should lessen the burden on the Records Section to maintain such records.

Since the K-9 program was gearing up in August 2022 and since at least one of the K-9 units was at that time undergoing extensive training, we obtained summary workload data for the limited period of September 2022 through March 2023. In the following table, calls reflect incidents without respect to time commitment. Training time is reflected in hours.

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TABLE 4-12: K-9 Unit Workload Demand, September 2022–March 2023

Month	Call for Drug Search		Call for Suspect and or Weapon Search		Call to Assist an Outside Agency		Monthly Training hours	
	Dog 1	Dog 2	Dog 1	Dog 2	Dog 1	Dog 2	Dog 1	Dog 2
September	10	5				1	30	30
October	3	2	2			4	30	40
November		3				1		10
December	4	7	2				66	30
January	9	8			5		10	30
February	2	2	3			1	20	30
March	7	3	1		4		30	40
Total	35	30	8	0	9	7	186	210
Monthly Average	5	4.29	1.14	0	1.28	1	26.57	30

Source: CBPD Records Section.

We note here that workload data reflects relatively low levels of activity. The highest call demand related to drug searches, otherwise known as a drug sniff. Still, in this category each canine was utilized only about once per week. In the other call categories, their services were only required about one time per month.

This is not a surprise given the population, crime rate, and demographics of Cocoa Beach. As we examined this further we noted that CBPD Policy 101.00 5. A. 3.b. regulates how the K-9 units are to be utilized. It states, *“The K-9 Team is most effective when immediately available to utilize the special attributes and training of the canine. Routine dispatch of K-9 Teams to calls that will remove the Team from service for extended periods of time, and do not utilize the attributes and training of the Team, shall be avoided.”*

As we mentioned in beginning our discussion on the K-9 program, we believe that canines are an important tool for use in law enforcement operations. We maintain that belief here. However, service demands for Cocoa Beach, unlike larger agencies that have a high demand for this resource, do not warrant holding the canine in reserve as called for in CBPD Policy 101.00.

Given the very limited K-9-specific call demand, we submit that the units are underutilized as presently deployed. We recommend that the K-9 units be made available to respond as the primary handling unit to a wide variety of routine police calls for service such as cold burglary reports, minor traffic accidents, auto-theft reports, and others of a similar nature.

Given their minimal call demand, in the unlikely event that they would be required to respond to an urgent K-9 specific call, these lesser serious calls could be temporarily interrupted as necessary. Such interrupted responses should be highly infrequent, and precedent for doing this exists, as the expectation would be the same for a uniformed patrol officer who was handling a minor call. Whether it be a K-9 officer or uniformed patrol officer the expectation exists that they would be interrupted to respond to an urgent call such as a burglary or robbery in progress, active shooter, in-progress sexual assault, or other serious in-progress calls.

Additionally, this would increase the utility of this costly resource and lessen the burden on other uniformed patrol assets.

K-9 Unit Summary

We believe that the K-9 program is sound and well serves the City of Cocoa Beach. Nonetheless, we see the following recommendations as vital in making this program cost efficient, which we submit that at present it is not.

K-9 Unit Recommendations:

- Reassign the K-9 Unit Sergeant position to an overnight patrol shift and assign a current police officer to the K-9 Unit. (Recommendation No. 13.)
- Evaluate the monthly training curriculum to ensure that training levels are appropriate and that deployment periods are not unduly impacted by the amount and frequency of training. (Recommendation No. 14.)
- Consider the acquisition of K-9-specific software to track unit workload. (Recommendation No. 15.)
- Re-examine the utilization of K-9 Units to ensure that call assignment criteria is not unduly restrictive, which can result in an inappropriate underutilization of this resource as exists at present. (Recommendation No. 16.)

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TRAFFIC / MOTORCYCLE OFFICER

Traffic safety and the efficient flow of traffic are always important factors for any community. In this section, we will discuss the role of the motorcycle officer, but more importantly, traffic matters in general.

CBPD has one dedicated motorcycle officer whose duties focus on traffic matters, but not to the exclusion of assisting uniformed patrol as necessary. In fact, at present, the motorcycle officer has been reassigned to a patrol shift due to staffing shortages. He is approaching one year in this patrol assignment. That is not to suggest that this officer is solely responsible for traffic matters. Rather, uniformed patrol officers share this responsibility as part and parcel of their broader patrol duties.

When not temporarily assigned to a patrol shift, the sole motorcycle officer works Monday-Thursday from 6:00 a.m. to 4:00 p.m. Aside from patrol officers, there is no dedicated traffic officer (motorcycle officer) on the weekends, arguably the busiest traffic period.

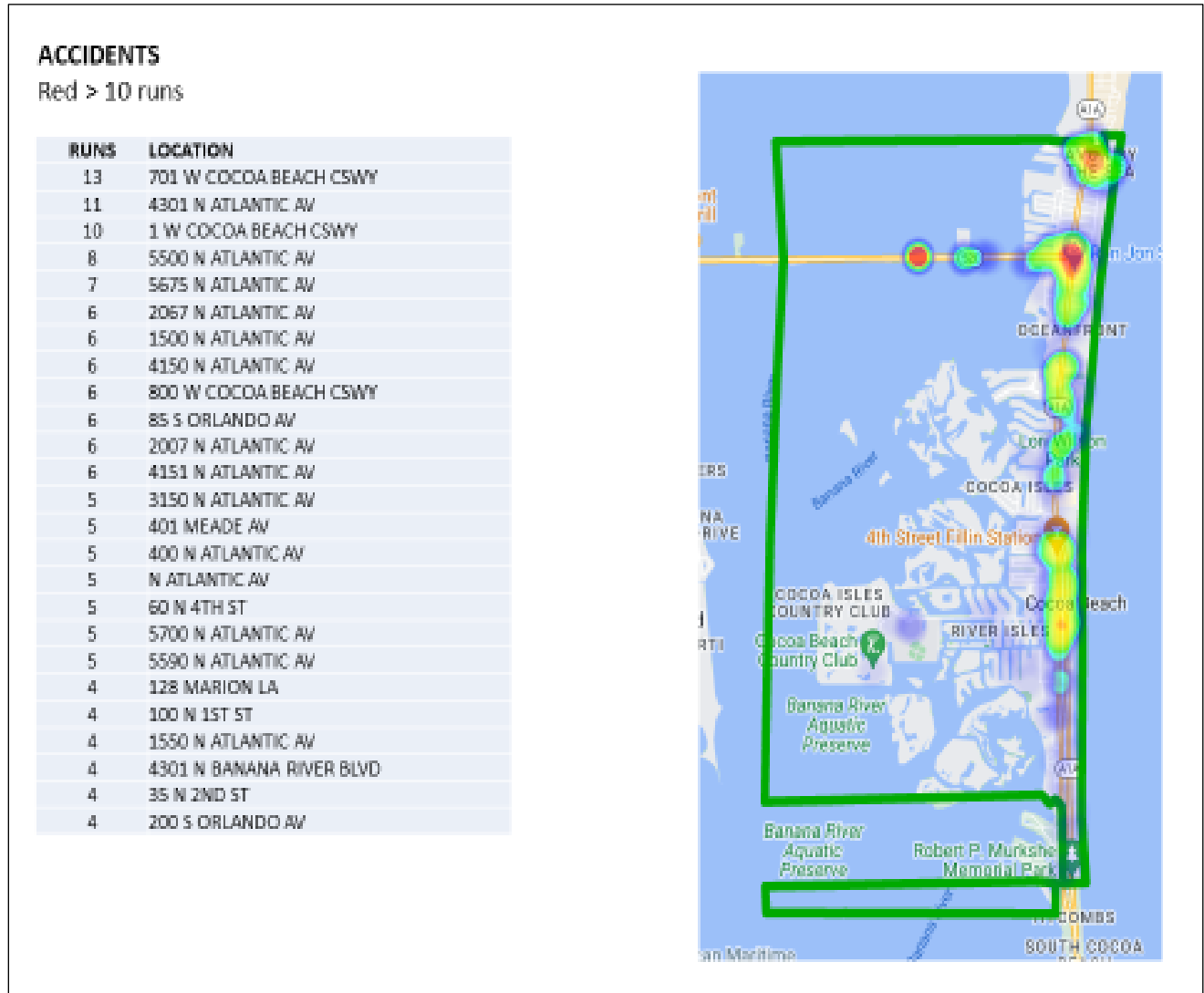
Policies

CPSM reviewed three policies related the traffic matters; (1) Policy 103.10, Traffic Crash Investigations; (2) 105.00, Traffic Enforcement; and (3) 200.47, Vehicle Apprehensions. Combined, these policies total 30 pages. CPSM found the policies to be highly detailed regarding procedures to be followed, with applicable references to Commission on Florida Accreditation standards. Each is consistent with best practices.

Traffic Accidents

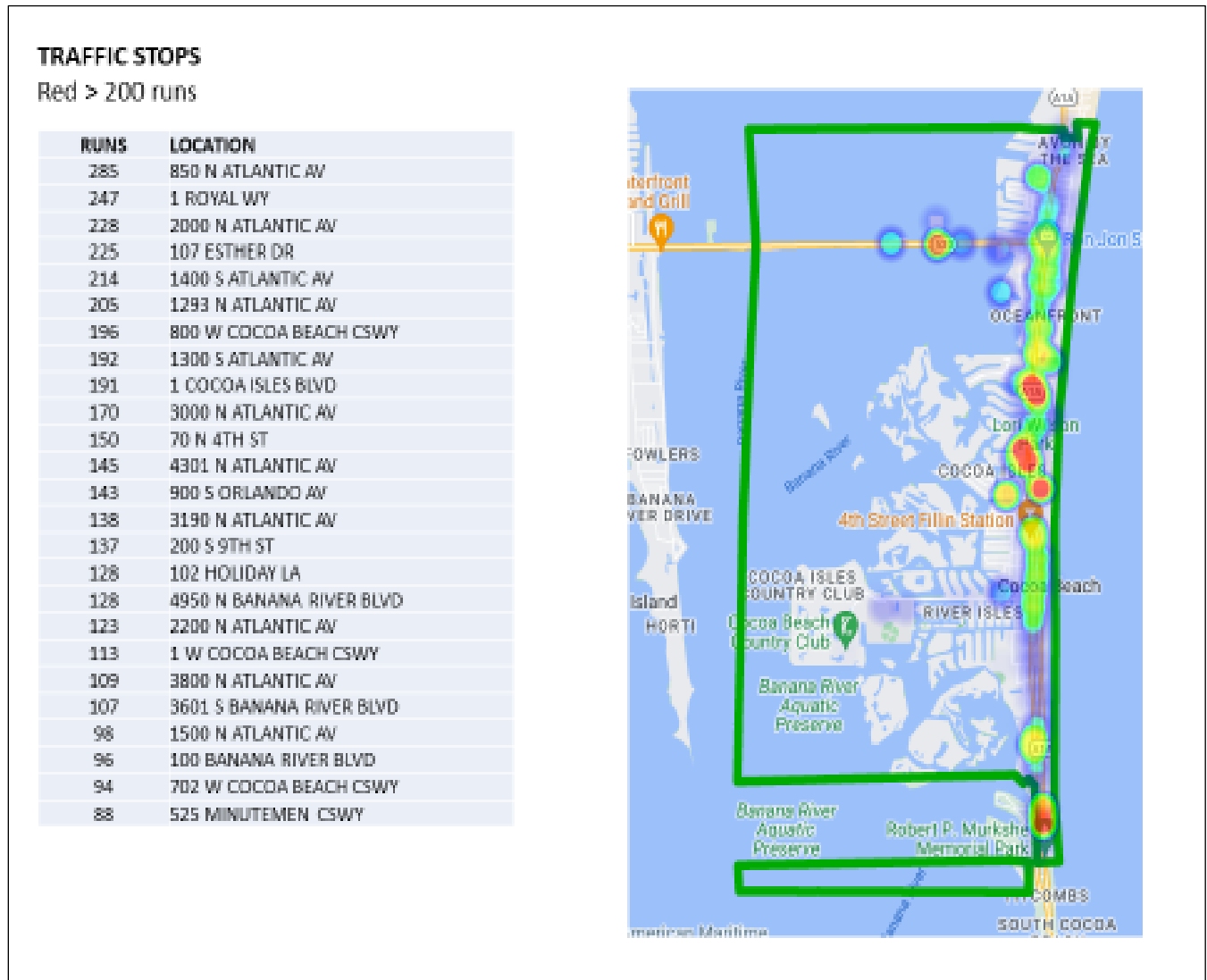
Previously, we reported that the department responded to 425 traffic accident reports during the study period. Here, we examine where those accidents are reported, with a threshold of at least four accidents per location. The following figure illustrates this with the highest concentrations of ten or more accidents shown in red.

FIGURE 4-12: Traffic Collisions November 1, 2021–October 31, 2022



In the next figure we examine the number and location of traffic enforcement stops conducted by the department, with a minimum of 88 stops per location to be included. An examination of the location list and overlaying the heat map figures allows us to determine whether the traffic enforcement efforts are focused on the locations with a high volume of accidents.

FIGURE 4-13: Traffic Enforcement Stops, November 1, 2021–October 31, 2022



An examination of the location lists and an overlay of the heat maps demonstrates that none of the top three accident locations coincide with the top traffic enforcement locations. Also, the upper right corner of Figure 4-12 reflects an area where traffic accidents occur more frequently, while traffic enforcement stops are less so. Conversely, the lower right corner of Figure 4-13 shows heavy traffic enforcement, while Figure 4-12 shows minimal accidents in this area. The department should examine this further, and if appropriate, redirect enforcement efforts with a focus on accident reduction.

We note here that enforcement stops reflected here may or may not result in a citation being issued. CAD data does not allow us to identify which of the traffic enforcement stops reflected in Figure 4-13 resulted in a citation vs. a warning.

Next, we will examine traffic citation data (excluded parking citations).

Citation Data

CPSM requested data on traffic enforcement/citation activity and we were provided with the information shown in the following table for calendar years 2019 through 2022. This data reflects department-wide enforcement activity including citations and recorded warnings.

TABLE 4-13: Traffic Citations Issued in Cocoa Beach, 2019–2022

Year	2019	2020	2021	2022
Citations (Traffic)	2,954	4,260	4,091	3,806
Traffic Violation Warnings	3,954	5,220	6,467	6,398

Source: Cocoa Beach Police Department

As we noted in reporting on Patrol, when divided by the number of officers, and averaged over the year, each officer is writing a little over one citation per day. However, a higher percentage of enforcement stops results in a warning. In comparison to most agencies studied by CPSM, CBPD traffic enforcement efforts are in the upper 25th percentile.

Traffic Grants

In studies conducted by CPSM we have found that most agencies have applied for and received grant funding for traffic enforcement efforts. Grant funding is often available through the federal Office of Traffic Safety (OTS), but may be available through the State of Florida as well. Grants may be awarded for DUI checkpoints and roving DUI patrols, seat belt enforcement, distracted driving (cell phones), etc. Typically, this funding supports overtime deployments focused upon the grant purpose.

CPSM inquired as to whether CBPD has and/or had received similar grant funding and we were advised that the department has not, at least over the past several years. This is an opportunity that CBPD should explore. CPSM is aware that a member of the CBPD staff recently completed training in grant acquisition. We suggested to the individual that a traffic grant may present the greatest opportunity to acquire grant funding.

Inter-department Traffic Safety Team

In general, traffic safety is improved by the rigorous application of what is referred to as the *three “E’s”*: *engineering, education, and enforcement*. Concentrations of traffic accidents lends itself to examining opportunities to apply the three “E’s” in addressing these locations.

CPSM was advised that the department participates as a member of a regional team whose duties include addressing traffic-related safety matters. When asked whether high-frequency accident locations such as those we identified in Figure 4-12 are examined to identify primary collision factors and steps that may be taken to reduce accident frequency at these locations, we were advised that such an analysis of accident data has not been undertaken by this team.

In an attempt to reduce the frequency of collisions at these locations, we would encourage the department to identify the top three accident locations, and present those for review and analysis by the TST. As this team is not an intra-department team from Cocoa Beach, it may be more appropriate to create a Cocoa Beach team to supplement the efforts of the regional group.

The *three “E’s”* could then be used as the framework by which the team could work collectively in attempting to reduce collisions. While the role of the police department is clearly

enforcement, public works and traffic engineers could examine engineering “fixes” such as adjustments to signal timing, signage, and pavement markings, etc. Education components may involve social media postings or changeable message signs stationed at or near appropriate locations.

The team must be staffed with management-level personnel who are empowered to take action appropriate to remedy identified traffic safety issues. They must meet regularly, at intervals appropriate to their workplan, and measure their efforts through traditional performance measurement methodology. The point here is not to burden limited CBPD resources, but to ensure that the department participates in engineering recommendations that will assist the city in managing traffic safety and flow.

Traffic Recommendations:

- CPSM suggests that the department utilize traffic accident data to identify both the location and the primary cause of collisions at high-frequency accident locations. Enforcement efforts should then be targeted to those areas in an attempt to reduce the frequency of collisions. (Recommendation No. 17.)
- Consideration should be given to creating a Cocoa Beach intra-department traffic safety and management team to address high-frequency traffic accident locations through the lens of the three “E’s”: engineering, education, and enforcement. (Recommendation No. 18.)
- Grant funding opportunities should be sought out to support directed enforcement efforts, especially as it relates to driving under the influence violations. (Recommendation No. 19.)
- One additional FTE motorcycle position should be authorized to allow for dedicated seven-days-per-week traffic enforcement efforts. (Recommendation No. 20.)

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SCHOOL RESOURCE OFFICERS (SRO)

SRO programs play an invaluable role in providing for a safe school environment, shaping young people’s relationships with police, and in establishing and maintaining productive relationships with school officials. Recognizing the importance of such, the Cocoa Beach Police Department and the Brevard Public School District have long maintained an SRO program.

The provisions of the agreement between the city and the Brevard Public School District are articulated in a Memorandum of Understanding. CPSM requested, received, and reviewed the 13-page agreement and found it to be comprehensive. All duties, responsibilities, and command and control functions were thoroughly articulated and in keeping with best practices of such a function. These include the specific duties required of the SROs and command and control of the SRO program.

Additionally, the agreement calls for the Brevard Public School District to reimburse the City of Cocoa Beach at a rate that appears to largely cover the salary of the SROs during the school year period. For FY 21/22, that amount was \$62,000 per officer. The City of Cocoa Beach appears to be responsible for employment costs outside of the school year. A secondary contract is called for where officers are required to attend sporting events during off hours. Though the formula for cost sharing of SRO personnel expenses varies from agency to agency, such decisions are economic policy decisions for the governing bodies and we submit that the spirit of this agreement is consistent with that of many from other agencies.

Staffing / Work Schedule

Two CBPD officers serve as SROs on a permanent (non-rotational) basis. Their normal work schedule is from 7:30 a.m. to 4:00 p.m., Monday through Friday, largely coinciding with the school hours for the school to which they are assigned. One SRO is assigned to the Cocoa Beach Junior/Senior High School and the second to the middle school, the intermediate school, and one elementary school.

If an SRO is not available due to personal time off, court appearances, etc. the department assigns another officer to their duties during the period of absence to ensure that an officer is always on campus during school hours.

During school holiday periods the SROs are assigned to patrol duty to supplement staffing, or they are permitted to take leave time. During summer break, they are assigned to the Patrol Division, except for a one-week period of annual SRO training.

Training

Staff reported that the SROs attend an annual training conference put on by the Florida Association of School Resource Officers (FASRO). The conference includes sessions on a variety of subjects including:

- Understanding the Mass Shooter/Fear of Drills & Training.
- Responding to Adolescents in Crisis.
- Managing Critical Incidents.

Additional training arranged by the department includes subjects such as Crisis Intervention Training, and single-officer response to an active shooter.

Workload

As called for in the Memorandum of Understanding, SROs serve to enhance campus security, provide crime prevention/intervention strategies, and provide / expand opportunities for safety and security training and awareness. Additional duties include providing law enforcement services at the schools. These may include mentoring students, staff, and/or parents, handling police calls for service, conducting criminal investigations, and ensuring traffic safety around the schools.

As evidenced by the agreement with Brevard Public Schools, much of their workload is centered around security and mentoring students and staff. And while they provide an invaluable service to the District, they also reduce workload demands on patrol resources that would otherwise be called to the schools for police-related demands, albeit as a delayed response based upon availability.

SRO Policy

There is no department policy delineating the roles and responsibilities of the SRO program as is commonly found in many police departments. However, as we previously mentioned, there is a comprehensive Memorandum of Understanding between the City of Cocoa Beach and the Brevard Public School District which provides great detail about operational expectations related to the program.

As Memorandums of Understanding between cities and other entities are not typically included in policy manuals, and generally are not readily available to line staff for policy guidance, CPSM recommends that an SRO policy be developed. The existing MOU could serve as an excellent reference source to develop such a policy.

SRO Summary

SRO programs play an invaluable role in shaping young people's relationships with police and in establishing and maintaining productive relationships with school officials. The City of Cocoa Beach and the Brevard Public School District are to be commended for their commitment to the SRO program and the community's children.

SRO Recommendations:

- A department policy delineating the purpose of the SRO program and the roles and responsibilities of the SROs should be developed to guide operations. Provisions outlined in the city's MOU with Brevard Public Schools should serve as the framework for such a policy. (Recommendation No. 21.)

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MARINE PATROL

The department operates a Marine Patrol on the portion of the Intercoastal Waterway that is within the Cocoa Beach city limits. The Atlantic Ocean waterways are patrolled by the U.S. Coast Guard. The primary focus of the Marine Patrol is on boater safety as opposed to enforcement. At present, the department operates three vessels.

Policy 200.44 G.6. addresses the functions of the Marine Patrol, including the following list of duties:

- Provide routine boat patrol of the public waterways within the City of Cocoa Beach.
- Provide high-visibility patrol for deterring violations of state laws and city ordinances.
- Enforce state boating laws and city ordinances.
- Promote boating safety through direct contact with boaters.
- Provide public education of boating safety through personal contacts and vessel safety inspections.
- Assist disabled or distressed boats.
- Seek out and remove, or report to appropriate authority, any obstructions and hazards which interfere with safe boating.
- Assist other governmental agencies in marine matters, when requested through a supervisor, if time and conditions permit.
- Render special assistance after damaging storms where a marine-related disaster may have occurred.
- Provide environmental protection where necessary for endangered plants and wildlife.

Staffing

The Marine Patrol operates under the direction of the patrol Major, with direct oversight by a Patrol Lieutenant. Marine Patrol officers serve in this capacity as a collateral duty to their primary assignment (i.e., detective, patrol officer). Staffing is supplemented by COPS volunteers.

Work Schedule

There are no set hours for patrol deployments. Staff reported that patrols are scheduled only during special events such as air or marine shows. In this case, a sign-up sheet is posted in the briefing room for officers interested in working that event on an overtime basis. Staff reported that there is generally ample interest in working these events.

Additional deployments commonly occur on weekends; however, there is a very informal process associated with these deployments and which largely allows officers to work shifts at their discretion. Staff indicated that off-duty officers simply request permission to conduct Marine Patrols at their convenience, and they are generally allowed to do so. This seemingly haphazard approach to conducting patrols should be re-examined. We suggest that the Patrol Lieutenant develop a schedule based upon operational needs during high-activity periods.

CPSM requested a summary of deployment hours for the year and was advised that summary records are not kept. Individual records by officer could be searched, but such an effort has not been undertaken.

Workload

As previously noted, the focus of the Marine Patrol is on safety rather than enforcement. When contacts are made, be they safety or enforcement, each officer reports the nature of the contact in the department's TRACs system. For instance, as the patrol area is generally a no-wake zone, contacts may involve a stop to issue a warning for a speed violation.

CPSM requested summary workload data associated with the Marine Patrol and was advised that no such data is available. Rather, like work hours, workload data is recorded under the individual officer identifier. As many contacts are safety vs. enforcement oriented, it is not clear if such contacts are captured at all.

Marine Patrol Summary

Given the geography of Cocoa Beach, the Marine Patrol is an essential function of the CBPD. The vessels appear to meet the needs of the community, and there appears to be ample interest on the part of the Marine Patrol officers to provide deployments as necessary. However, our ability to assess this operation ends there. Without comprehensive deployment and workload data, we, and the department, are unable accurately assess if this resource is optimally utilized.

Though partially grant funded, the acquisition and maintenance of the vessels is costly. While we surmise that the Marine Patrol is worthwhile, it is difficult to accurately assess this. Deployment and workload data is vital for such an analysis, both by CPSM and the department. The recommendations offered here will assist the department in being better positioned to evaluate the value of this program.

Marine Patrol Recommendations:

- Consideration should be given to creating a work schedule for Marine Patrol deployments. The schedule, by necessity, must be flexible based upon special event needs, other peak demand periods, and weather impacts. (Recommendation No. 22.)
- Workload associated with Marine Patrols should be captured and reported on. At a minimum reporting should include deployment hours, safety inspections conducted, arrests, citations, and warnings issued. (Recommendation No. 23.)
- An annual review of the Marine Patrol program should be conducted. At a minimum, the review should include information on program expenditures, deployments, and workload data so as to allow for the department's command to conduct a cost-benefit analysis and ensure that operations are fully optimized. (Recommendation No. 24.)

PARKING ENFORCEMENT

The Parking Enforcement Unit operates under the direction of the Patrol Division Operations Sergeant. Day to day supervision of the unit is handled by a part-time civilian parking enforcement supervisor. The Parking Enforcement Unit is authorized eight part-time positions, including the civilian supervisor. All part-time positions are budgeted at 24 hours per week. At this time, there are no vacancies. As with other policies reviewed, Policy 209.10, three pages in length, provides comprehensive operational guidelines for personnel assigned including work hour limitations at 24 hours per pay period (which is on week).

The civilian supervisor works Monday through Thursday, 6:30 a.m. to 12:30 p.m. Additional parking enforcement staff are deployed between the hours of 7:00 a.m. and 6:00 p.m., with seven-days-per-week coverage. Each staff member works four shifts per week at six hours per. Daily staffing ranges from a high of six personnel on Saturday through Monday, to between three to five personnel Tuesday through Friday.

Absent the civilian parking enforcement supervisor, the Operations Sergeant or a patrol supervisor are available for supervisory needs. Civilian supervisors for parking enforcement operations are commonplace and a cost-effective alternative to sworn supervision. CPSM supports the utilization of civilian supervisors, where appropriate, and commends the city and department for their insight here. We recommend; however, that the city and department consider upgrading the civilian supervisor from a part-time position to a full-time position. As a seven-days-per-week assignment, this level of supervision is warranted. The supervisor would be responsible for direct supervisory oversight of all parking enforcement specialists as well as all administrative duties associated with this function. As is presently the case, this would be a working supervisor position, meaning that in addition to the supervisory duties and as time permits, this position should conduct parking enforcement duties as well.

In addition to their primary role of parking enforcement, staff may assist with traffic control as necessary, school crossing guard duties, recertification of vehicle speedometer and Lidar/radar devices, deliveries as necessary, and other related duties.

CPSM requested parking citation data and we were provided data for the past four year period. The following table reflects annual totals.

TABLE 4-14: Parking Citations Issued, 2019–2022

Year	2019	2020	2021	2022
Citations (Parking)	14,700	11,222	16,324	11,042

Assuming 365-day coverage, the daily average for citations ranges from a high of 44.7 in 2021 to a low of 30.3 in 2022. These numbers are somewhat surprising, as the total numbers reflect that, on average, each parking enforcement representative is writing approximately seven to eleven parking citations in a six-hour shift, or less than two per hour. For a dedicated parking enforcement unit, these numbers are low. We do recognize that they have other related duties as identified, but these duties should not significantly impact their primary mission.

It is beyond the scope of this assessment to determine why these numbers are low. The department may want to examine this issue more closely and determine if staffing levels are appropriate based upon the relatively few citations issued.

Parking Enforcement Recommendations:

- Upgrade the civilian supervisor position for this seven-days-per-week program from part-time status to full-time status. The position should remain as a working supervisor. The Parking Enforcement Supervisor could continue to report to the Patrol Division Operations Sergeant. (Recommendation No. 25.)
- The department should examine whether low citation numbers written by the Parking Enforcement Unit are indicative of an overstaffed unit, or some other factors such as collateral duties that restrict enforcement efforts. (Recommendation No. 26.)

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BEACH RANGERS

Beach Rangers are assigned to patrol area beaches. Their role includes ensuring that visitors comply with various city ordinances to include no glass on beaches, and compliance with dog hours and leash requirements, compliance with parking rules, and various other ordinances. Also, they may be called upon to assist with locating missing persons, generally children, assist in basic water rescues, provide first aid, etc. While they have authority to issue civil citations for violations of Cocoa Beach ordinances, the overwhelming majority of their interactions with the public involve positive contacts. Where enforcement action is called for, a verbal warning is generally sufficient to gain voluntary compliance. Very few enforcement actions result in citations being issued. In reality, they largely serve as ambassadors.

The Beach Rangers operate under the direction of a Patrol Division Sergeant. We suggest that the assignment of a full-time sworn sergeant to this position is unnecessary and not in the best interest of the department. First of all, this assignment can and should be handled by a civilian, as is the case with the Parking Enforcement Unit. The role and responsibilities of the Beach Ranger program lends itself to civilian supervision. Additionally, as we discussed in reporting on Patrol, sergeants' positions are sorely needed on the overnight shifts. By assigning the supervision of the Beach Ranger program to a civilian, the existing Beach Ranger supervisor (Sergeant) position could be reassigned to a Patrol shift.

Deployments are scheduled over a seven-day period with heavier deployments on weekend days. While reporting times and shift hours vary, coverage is provided from 8:00 a.m. to 6:00 p.m. As a seven-day-a-week assignment, full-time supervision is warranted and recommended by

CPSM. This could be accomplished by upgrading one of the exiting part-time positions to full-time. As with our discussion of the Parking Enforcement Supervisor position, the Beach Ranger supervisor could and should serve as a working supervisor.

We are aware from our discussions with Beach Ranger staff that none of the current Beach Rangers have any interest in serving as a supervisor, at least on a part-time basis. This is not a surprise given the older demographic of this part-time workforce. Nonetheless, we believe that there would be sufficient interest in a full-time supervisor position, even if drawn outside the department's existing workforce.

The program is authorized eight part-time civilian Rangers, and as is the case with the Parking Enforcement Unit, budgeted at 24 hours per week per employee. At present, six of the eight positions are filled. CPSM was advised that under-filling positions is a strategic decision made by the department to allow for adjustments in deployments to match workload demands during peak demand periods such as during special events. In other words, the six staffed positions may be called upon to work more than 24 hours per week during peak workload demand periods, and this could be accomplished without overspending authorized budgeted funding.

Policy 213.00, Beach Rangers, provides operational guidelines for this program. As with other policies, it is comprehensive. One area of interest was noted. While the Parking Enforcement policy dictates available work hours and schedules for Parking Enforcement Specialists, no such guidance exists in the Beach Ranger policy. This may be done to allow for the staffing flexibility described above.

While we understand the objective of holding positions open for the purpose of "saving hours" to be utilized during peak workload demand periods, we would urge the department to reconsider this decision. As the Beach Rangers are budgeted at 24 hours per week, they have few additional hours that they may work in their present status as part-time employees. And as not all Beach Rangers work their full allocations every week, these hourly savings could be applied to the occasional need to deploy staff for a few extra hours needed during peak workload demand periods without exceeding budget allocations.

Beach Ranger Recommendation:

- CPSM recommends that a full-time civilian Beach Ranger supervisor be appointed to oversee day-to-day program operations. This could be accomplished through the upgrade of an existing part-time Beach Ranger position. Additionally, the position should have working supervisor status, and be a direct report to the Patrol Division Operations Sergeant. (Recommendation No. 27.)
- The department should strive to fill the two existing Beach Ranger vacancies. (Recommendation No. 28.)

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SECTION 5: CRIMINAL INVESTIGATIONS

DIVISION (CID)

Under the direction of the Staff and Administrative Services Division Lieutenant, and with direct supervisory oversight of the CID Sergeant, the CID is responsible for the following functions:

- Criminal investigations, including crimes against persons, property crimes, financial crimes, and missing persons.
- Narcotic and vice crimes.
- Child Abduction Response Team (CART) Task Force participation.
- Crime scene investigation.

Detectives serve as generalists, meaning that they can investigate any type of crime. This is commonplace in an agency of CBPD's size. In larger agencies with greater staffing, detectives may specialize in the investigation of a particular type of crime such as homicide, sexual assault, or auto theft, and at the exclusion of others. In that way, they develop more specialized expertise, a luxury not available here. While CBPD detectives are highly competent and experienced, they may draw upon specialized expertise from a larger agency such as Brevard County, when necessary. This is common practice for many agencies across the country, even those that have substantially more staffing and resources than CBPD.

Policies

CPSM reviewed a sampling of policies pertaining to criminal and missing person investigations. These included Policy 100.60, Preliminary and Follow-up Investigations, 12 pages in length, last updated in October 2022, and Policy 100.80, Investigations and Interviews, 11 pages in length, last updated in March 2022.

The policies provided detailed step-by-step-by-step guidance to be followed from the initial reporting of the crime through evidence collection, interviews, screening for solvability factors, reporting requirements and case closure. They were among the most comprehensive policies we have reviewed at any agency.

As we reviewed these, we noted several references contained within the policies which suggest that some language is derived from the Commission on Florida Law Enforcement Accreditation (CFA). Commendably, this ensures compliance with CFA standards.

Staffing

The CID is authorized one sergeant (who is a working investigator and carries a caseload) and three detectives. Detective is an appointed position which holds the rank of police officer, but is referred to as detective in this assignment. Detectives are compensated on an hourly basis while assigned to the position. An informal detective rotation practice exists, though that is not documented in policy. Detectives are generally rotated, with a four- to six-year assignment in CID. The decision to rotate and the time frame is at the discretion of the Chief of Police. A formal rotation policy should be established such a policy, and it should identify the length and manner of application of the policy. See the discussion below regarding this assignment rotation.

Work Schedule

All detectives are assigned on a 5/8 work schedule, Monday through Friday from 8:00 a.m. to 4:00 p.m., with no off-the-clock lunch period. One detective per week (Mon.-Sun.) is assigned on-call duty for after-hours and week-end responses to major crimes. The on-duty Patrol supervisor will request the on-call detective response through the CID sergeant. In the event that an investigation requires additional investigative support, all detectives can be called out as necessary with few exceptions. Currently, each weekday a detective reports to their CID assignment in uniform so they are able to respond to assist Patrol, as needed. This is a short-term staffing adjustment made by command staff pending the addition of personnel to Patrol who are currently in the hiring and training process.

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 data bases 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 CBPD, a Communications Center telecommunicator enters the call for service into MACH, the department's computer-aided dispatch (CAD) system. When the call for service is closed by the primary handling officer, generally a patrol officer, the call history is transferred into TRACS, the department's records management system (RMS). Upon patrol supervisor review, the case may then be assigned for further investigation or designated as inactive, whichever is appropriate.

Law enforcement agencies vary widely in case intake policies and practices relative to CID 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 of most misdemeanor cases and some low-level felony cases. Decisions as to the case intake processes are often driven by workload demand and staffing levels in CID. CBPD follows the model in which CID detectives handle nearly all felony cases, while patrol officers handle nearly all misdemeanor cases.

Preliminary investigations will generally be conducted by the initial responding police officer dispatched to a call for service. Crime scene processing, which is the collection of evidence including searching for latent prints or the collection of DNA, should also be conducted by the handling officer, where appropriate. All physical evidence collected at a scene will be packaged and submitted in accordance with department procedure. The preliminary investigation should be as complete as resources permit, including the identification and arrest of the offender if probable cause exists.

Most agencies have inadequate staffing to fully investigate all crimes, and in some cases where little investigative evidence exists, it is fruitless to assign a case for investigation. 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 insufficient solvability factors are present to warrant additional follow-up, the case may be declared inactive and closed by a supervisor without assignment to a detective. CBPD Policy 100.80 5.A.1 allows for a supervisor to designate a case as inactive. CBPD Policy 100.80 5.A.3 identifies solvability factors that should be utilized in determining if a case should be assigned for investigation. These are:

- Was there a witness to the crime?

- Can a suspect be named?
- Can a suspect be located?
- Can a suspect be described?
- Can a suspect be identified?
- Can a vehicle, if involved, be identified?
- Is there a significant method of operation (M.O.) present?
- Is there significant physical evidence present?
- Is there a significant piece of information that may lead to an arrest?
- Is this crime of significant public interest to warrant a further investigation?
- Is there property that can be traced or located?

These solvability factors are consistent with best practices, and ensure that limited investigative resources are optimally utilized.

Workload Demand

To this point, we have discussed staffing, work schedules, and case intake procedures. Here, we will examine how the Criminal Investigations Division is positioned to manage workload demand. The workload represents all cases assigned to a CID detective, including the sergeant. The sergeant is included as he carries a caseload, though at a somewhat lower rate than that of a detective. As we previously noted, this amounts to a total of four personnel.

The following table reflects workload demand for each of the past three calendar years. These numbers provided by CID reflect the number of cases assigned to detectives and patrol for 2020 through 2022.

TABLE 5-1: CID Case Assignment, 2020–2022

Year	2020	2021	2022
Cases Assigned	144	173	199

Source: CBPD

As case assignment practices vary widely from agency to agency, there are no absolute standards to determine appropriate caseload 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 four detectives the annual CBPD caseload over the past three years would vary from year to year. The caseload would amount to between 36 and 50 cases per detective per year, figures that are lower than the IACP range. If we were to calculate the numbers without the sergeant position factored in, the annual number of cases would vary between 47 and 66, still lower than the IACP range.

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

TABLE 5-2: FBI UCR Reported Part 1 Crimes in Cocoa Beach, 2020–2022*

Crime	2020	2021	2022*
Murder	1	0	0
Rape	3	5	9
Robbery	2	5	9
Aggravated Assault	42	26	15
Burglary	22	20	7
Larceny	222	203	262
Vehicle Theft	20	23	20
Total	312	282	322

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

As we look at the second benchmark, in dividing these total numbers by 300, one can see it would require between 0.94 and 1.07 detectives to adequately meet workload demands. Additionally, many larceny cases involve shoplifting, a crime in Cocoa Beach County that would generally be handled by a patrol officer without detective involvement.

According to both benchmarks, it would appear that CBPD CID has adequate resources to manage criminal investigations when considering the section's total caseload and staffing.

Though not included in the detective workload discussion, as discussed, CID assigns cases to both detectives and patrol personnel. CID reported the following case assignments to patrol personnel which relieves CID detectives of these cases; 2020 – 73, 2021 – 103, and 2022 – 97. For clarity, these numbers are not included in Table 5-1.

One duty which adds to workload is that of crime scene investigation, something that detectives in many larger agencies are not responsible for. Policy 100.60, Preliminary and Follow-up Investigations, Section 5(A)9, directs officers processing the crime scene to collect evidence including searching for latent prints or the collection of DNA when applicable. All CBPD officers are trained in fingerprinting and collection of DNA via swabbing. If necessary, a Major, or designee, may request the assistance of other agencies for major crime scene processing. This is generally the Brevard County Sheriff's Department.

Case Management

Previously, we discussed the case intake process. Here we examine the process for those cases that are assigned for further investigation.

The CID sergeant reviews all reports and either assigns the case back to Patrol for follow-up or assigns the case to a detective to investigate. While the bulk of misdemeanors are assigned back to patrol officers to investigate, a misdemeanor will be assigned to a detective if the investigator will have to travel outside the city or if the case has captured public attention and needs to be dealt with expeditiously. Most felony cases are assigned to a detective, but will be assigned back to the patrol officer if the officer requests to finish the investigation and it is determined by the CID sergeant that the officer has the ability to close the investigation. Detectives assigned misdemeanor and felony cases work them to their conclusion. Cases can be closed as Inactive/Pending, Exceptional, Unfounded, Arrest (Warrant / Physical PC / Capias).

The reports assigned to either CID or patrol are then annotated on an Excel spreadsheet to track accountability on assigned cases. All cases and the status are entered into an Excel spreadsheet entitled, "Case Assignment Log," while a separate Excel spreadsheet entitled,

“Case Assignment Sheet,” identifies the individual detective and cases assigned. These Excel spreadsheets are monitored by the assigned administrative assistant to revise with case updates, closures, and clearances. The CID sergeant uses the spreadsheets for monitoring case status and detective activity.

CID has utilized this system of individually tracking cases assigned to their personnel utilizing Excel spreadsheets for quite some time. With TRACS coming online approximately eighteen months ago as CBPD's first electronic case management system, staff have been reluctant to transition due to problems with TRACS. Staff site lack of vendor support and limited training, which has led CID to retain this system of tracking cases assigned to their personnel utilizing Excel spreadsheets.

Case management files kept as individual spreadsheet reports, while somewhat useful to the individual sergeant, are not easily accessed for review by command level personnel. This precludes effective command and control, even at the section Lieutenant level. Assessment of the TRACS software for a valid case assignment function should occur and, if present, appropriate training should be completed to ensure CID staff have an understanding of its capabilities. If the module is not present, CBPD should work with the TRACS vendor to develop a functional module to meet CID's needs, if feasible.

Child Abduction Response Team (CART)

CBPD partners with the Florida Department of Law Enforcement and other South Florida agencies as a member of the Child Abduction Response Team (CART).

The goal of the Child Abduction Response Team is to effect dedicated and intensive investigative, preventive, and general law enforcement efforts primarily with regard to abducted children. The Child Abduction Response Team efforts shall include, but are not limited to, the rescue of the abducted child; the arrest and prosecution of those involved (utilizing state and federal prosecutions, as appropriate); and the seizure and forfeiture options, as appropriate.

As requested, CBPD responds as necessary when called to support the mission of CART by providing investigative and other department resources as necessary. As reported, the annual responses are a rarity so the workload of this partnership has limited, and generally brief, impact on CBPD operations.

UCR Clearance Rates

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, which CPSM wholeheartedly agrees with. It stated:

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

We note here that reporting case clearances is a function of the Records Section at CBPD. CID is not involved with the reporting of UCR clearances or review of UCR clearance rates, either collectively or individually. In reporting on the Records Section, we share important information about how clearance rates are calculated and reported to the Federal Bureau of Investigation through the FDLE. Records provides CBPD management with UCR information via the FDLE CJIS report. Management indicates minimal review or use of the UCR data. CID and CBPD

management should take an active role in reviewing and evaluating UCR clearance rates to assess unit and staff effectiveness.

Rotation Schedule

As discussed, the CID detective assignment is rotational. Many, if not most agencies of this size find that they are better served by implementing a rotational schedule. In a permanent assignment, once assigned, detectives, including the Sergeant, 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 a permanent assignment practice is that personnel become highly trained and experienced. There is no question that there is value to this argument. On the other hand, the practice of having permanent assignments presents limited opportunities for a change in personnel.

There are a number of reasons a rotational detective assignment is beneficial to CBPD. The reasons include the following:

- 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 one-dimensional. This helps 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 CBPD 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 utilizing a rotational detective assignment significantly outweighs the downside.

Investigations Training

CPSM requested information regarding detective personnel training. All newly assigned detectives are assigned to an experienced investigator for initial training. The new detective shadows the investigator, increasing their case responsibility incrementally. The CID Sergeant, with input from the investigator, will determine when the new detective is competent to assume a caseload. This informal training process should be documented in policy.

Many agencies utilize a training matrix to ensure that all new detectives are scheduled for those courses that will aid in the development of their expertise. By tracking training provided to their subordinates, supervisors can then ensure that personnel under their command are scheduled for such training, and that this assignment specific training is prioritized over other elective training courses that provide less value to the position.

CPSM suggests that, under the direction of the CID Lieutenant, the section supervisor should work to develop a CID training matrix to identify both required and desirable training courses. The training matrix should serve as a guide to ensure that CID personnel training assignments are prioritized by this matrix.

Resources

CID indicates its resources (computers, phones, equipment) are good. Investigative technology is an identified need in the department to enhance investigative abilities. These needs include:

- License Plate Readers.
- Investigative database access.
- Cell phone tracking technology.
- Pole cameras.
- Oscar 360 Camera.
- Rapid ID System.
- Narcotics Analyzer.

According to staff, these needs have been discussed with department management during budget cycles, but as of yet have not been approved. CPSM recommends these needs be reviewed and decisions made on their priorities to the department and the investigative function.

Volunteers

Volunteers serve a valuable resource in the detective sections of many law enforcement agencies. They perform clerical and investigative support (generally through telephone contact) in the follow-up of missing persons' cases, burglaries, etc. At present, CID does not utilize volunteers. CPSM suggests the department's volunteer program being evaluated as an option to address this opportunity.

CID Recommendations:

- The informal detective rotation practice should be memorialized in department policy to provide clear direction regarding detective assignment tenure. (Recommendation No. 29.)

- Case management issues with TRACS, and lack of vendor support and training, should be assessed and addressed with the vendor and CID staff. (Recommendation No. 30.)
- The Excel spreadsheet used for case management should be eliminated once the TRACS software and training issues are resolved. (Recommendation No. 31.)
- CBPD management and CID supervisors should review UCR clearance rate reporting and utilize the information, as appropriate, for CID staff evaluation. (Recommendation No. 32.)
- The informal “New Detective” training process and its content should be documented in policy. (Recommendation No. 33.)
- A training matrix for CID should be developed to identify both required and desirable training courses as a guide to ensure CID personnel training assignments are prioritized. (Recommendation No. 34.)
- CPSM recommends CID resource needs (investigative equipment and technology) be reviewed and decisions made on their priorities to the department and the investigative function. (Recommendation No. 35.)
- The department's volunteer program should be explored as a valuable option to provide clerical and investigative support to CID. (Recommendation No. 36.)

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SECTION 6. STAFF AND ADMINISTRATIVE SERVICES DIVISION

The Staff and Administrative Services Division is currently made up of the following units/functions: Career Development which includes Recruitment, Backgrounds, Hiring, and Training, and the Criminal Investigations Division (CID). In Section 5. Criminal Investigations Division, we reported on the CID function. Here, we will focus on the other areas of the division.

The following table lists the type and number of personnel currently assigned to the division's functions.

TABLE 6-1: Staff and Administrative Services Division Authorized Staffing Levels for FY 2022/2023

Position	2022/2023 Authorized	2022/2023 Actual	Vacant
Sworn Staffing			
Lieutenant	1	1	-
Sergeant (Detective)	1	1	-
Police Officer (Detective)	3	3	-
Total Sworn	5	5	-
Civilian Staffing			
Administrative Assistant	1	1	-
Total Civilian	1	1	-
Total Authorized Personnel	6	6	-

As discussed in several areas of this report, an understanding of the clear lines of authority and responsibility are lacking in department organization. Examples of this lie in this division with Internal Affairs and Training. The Deputy Chief is the primary IA investigator; however, his direct report, the Major, manages the IA process and the recording and tracking of investigations and complaints. Regarding training, the Major, the SASD Lieutenant, and the Training Sergeant (Patrol Operations Sergeant) all suggested they were the Training Coordinator. Also, the Training Sergeant (Patrol Operations Sergeant) reports to the Patrol Lieutenant instead of the Training Lieutenant (SASD Lt.); however, the SASD Lieutenant prepares the Sergeant's annual performance evaluation.

To address the issues discussed here, CPSM recommends a Professional Standards Unit (PSU) be created and added to the Staff and Administrative Services Division. This new unit would be supervised by the addition of a Sergeant to the division with oversight provided by the division Lieutenant. The PSU would encompass Internal Affairs, Training, and Employment Services.

Along with supervision, these are arguably the most important functions that a department performs in ensuring excellence of service. The selection and training of personnel unquestionably establishes a foundation for success. Internal Affairs serves to ensure that behaviors and performance comply with both department policies and performance expectations. Other related sub-functions of this unit would be use of force review and policy management. Accreditation should also be reassigned to this division due to its association with policy development and compliance and to ensure the department engages in best practices.

TRAINING SECTION

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

The Florida Criminal Justice and Standards and Training Commission (CJSTC) is the regulatory agency which establishes and maintains the minimum selection and training standards for Florida law enforcement. CBPD seeks to administer a compliant training program that provides for the professional growth and continued development of its personnel consistent with the department's goals and objectives.

Per policy 080.00, Training, CBPD personnel are provided training as mandated by the Florida Criminal Justice and Standards and Training Commission (CJSTC), state and federal law, and in accordance with the department's needs and policies. This is accomplished through in-service and advanced training, and encouragement to seek personal formal education. Training is provided within the confines of funding, requirements of a given assignment, staffing levels, and legal mandates.

Training Coordinator

This same policy at 080.00 (5) identifies the Training Coordinator as having responsibility for developing and coordinating department training, but does not go so far as to identify who is the Training Coordinator or Training Manager. Based on staff discussions, there is lack of clarity as to which department member is the Training Coordinator. The Major, the Staff and Administrative Services Lieutenant, and the Training Sergeant all suggested they were the Training Coordinator. Policy 015.00, Field Training and Evaluation Program, references discussions between the Field Training Coordinator and the Major or designee, adding to the uncertainty. CPSM recommends these policies be reviewed and modifications made to clarify responsibilities.

In practice, the Staff and Administrative Services Lieutenant has primary responsibility for developing and coordinating department training. The Major provides oversight of and direction to the Lieutenant, who is assisted with the training obligation by the Career Development Sergeant.

New Hire Program

All new, entry level officers hired by CBPD must successfully complete a (CJSTC) certified law enforcement training academy. CBPD utilizes the Eastern Florida State College Public Safety Institute's Law Enforcement Academy for recruit training. The academy curriculum requires 770 training hours for certification. (See the *Recruitment and Hiring Section* of this report for further detail).

Once new officers graduate from the academy, they enter the department's Field Training Program, which provides standardized on-the-job training designed to acquaint them with agency policies, procedures, rules, and regulations necessary to enable them to perform at a sufficient level of job competency. Recruit officers are required to successfully complete the Field Training and Evaluation Program, which is an eleven-week, four-phase rotation program (rotating training officers and shifts). The program is designed to provide on-the-job training and

evaluation of full-time sworn recruit officers for assignment as a solo patrol officer. The field training program is intended to facilitate an officer's transition from the academic setting (academy) to the performance of general patrol duties (See the *Field Training Officer Program* section in this report for additional detail).

Training Records

Maintaining the training records of department personnel to ensure officers are up to date in the training required to keep their certification current is an extremely important task. These records are also vital should actions by department members lead to litigation.

CBPD reports it does not utilize a comprehensive Training Management System (TMS) software package for this purpose. A city-wide system was in place until late 2022, but was eliminated by the city without warning as the software was deemed unreliable and not user friendly. No TMS has replaced it to date. CBPD staff have requested a budget allocation to purchase a new TMS, but information indicates funding is not on the visible horizon.

In the meantime, the training staff utilize a combination of databases, Excel spreadsheets, Word documents, and a single-person-access Google Calendar to identify, schedule, implement, and track training courses and staff attendance. The Training Lieutenant indicates the department is making the current process work, but it is complicated, burdensome, lacks uniformity, and is vulnerable to errors. If one key staff member is removed from the process, training coordination could come to a halt.

The lack of TMS software severely limits the agency's ability to efficiently or accurately track and report department training activity. Department management should be kept abreast of the amount and scope of training its personnel are provided via monthly management reports. The department's ability to efficiently provide such reports and ensure training requirement compliance is also restricted. A TMS that provides both prescribed and ad hoc reports with essential information to manage department training is recommended.

A policy issue was identified during our training review regarding training record maintenance. Several references regarding records maintenance indicate Support Services Administration is tasked with this responsibility, when according to staff this responsibility lies with several personnel outside of Support Services Administration to include the Chief's Executive Assistant. CPSM recommends this policy and practice be reviewed and modified as necessary.

Training Plan and Calendar

Best practice standards support the development of an annual training needs assessment for the department; the assessment provides a basis for an annual training plan. From this assessment, a comprehensive training plan that identifies specific mandatory and optional training requirements can be created. This formal training assessment is not part of CBPD practice, though Policy 080.00 (5)A outlines this as a duty of the Training Coordinator. Staff report a recent informal review of training needs has taken place as a first step toward developing a training plan and the budget to support it. CPSM recommends this annual assessment of training needs occur per policy. When created, such a training plan should be maintained, reviewed, and updated on an annual basis. The plan should address statute-mandated training, agency-specific required training, and training topics identified in the annual training needs assessment.

A well-designed training plan ensures that a high level of training and development is provided to department members, both sworn and civilian. Such a plan is key to making sure employees have the information, skills, and competencies to work effectively. The advantage of a master

training plan is that as training priorities shift based upon any number of factors, such as community expectations and legal mandates, it provides a guideline so that other vital training is not forgotten. The training plan is blended with a master training calendar that provides a planning tool that ensures the goals of the training plan are accomplished.

The Florida Criminal Justice and Standards and Training Commission (CJSTC) has established in-service training requirements for peace officers at 40 hours every four years. Currently, training is required in mandated topic areas as determined by CJSTC. The courses noted here are the current mandatory retraining requirements:

- Human Diversity Interpersonal Skills (LE, CO, CPO).
- Officer Use-of-Force Training (LE, CO, CPO).
- Domestic Violence (LE only).
- Juvenile Sexual Offender Investigation (LE only).
- Discriminatory Profiling and Professional Traffic Stops (LE only).
- Misuse of Electronic Databases (LE only).

Department training does not currently include mental health and crisis intervention training. This area of training has been a point of emphasis in recent years with increased focus on law enforcement/persons in crisis interaction. CBPD is currently working with several Central Florida agencies to develop a curriculum and source for this training. This training development and implementation should be highly prioritized to ensure officers are prepared to use applicable tools when responding to crisis intervention situations.

Generally, state agencies such as Florida's CJSTC audit agency compliance with statute, policy, and directives on a scheduled annual, biennial, or similar rotation. CBPD indicates no audits of training compliance have been conducted in recent years. However, CBPD states the agency is currently in compliance with mandated training hours with records to support their position. However, at present, the records are a challenge to extract from the various department personnel computers and systems, with no one computer or software package housing all records. This situation further supports the need for identifying, purchasing, and implementing a training management system (TMS) for the CBPD. Police-specific TMS software programs are readily available to meet this need.

Briefing/Roll Call Training

Briefing/roll call time is an opportunity to disseminate and discuss information on current operational and administrative topics. Briefing is also a time when both mandatory and optional training can be accomplished. Department policies, procedures, and other relevant topics can be presented in an environment amenable to open discussion among various levels of experience and rank. This formal training can also be documented to satisfy state and agency training requirements.

CBPD does utilize daily briefings to provide training opportunities to staff. Policy requires lesson plans be developed and presented by a certified instructor for training credit to be certified. Lesson plans and rosters must be forwarded to the Training staff for inclusion in training records.

The relatively short, but significant, interaction between supervisors and officers during briefing time enables each to voice their opinions, and provides an important opportunity for supervisors to display leadership.

New Sergeant Training

Promotion to first-level supervisor is an important step in law enforcement. The newly-promoted Sergeant should be oriented to the position through a training program involving tenured Sergeants in the department, similar to what a new officer would complete.

Generally, new CBPD Sergeants shadow a senior Sergeant for a few weeks before taking the field on their own. A simple checklist containing tasks, duties, and responsibilities has been employed in the past for this process, but is not a current practice. Most new Sergeants rely on their peers as reference points for assistance with a new or unfamiliar task. Newly promoted CBPD supervisors are required to complete a Florida CJSTC certified Supervisory Course either 12 months prior to promotion or within 12 months after the initial promotion, appointment, or transfer to such position per CJSTC Commission Regulation 1005. Additional supervision courses for ongoing development of department Sergeants should be sought.

Many agencies are now employing an in-depth formal training program for newly promoted Sergeants. Similar to an FTO program, the Police Training Sergeant Program (PTSP) is designed to develop first-time supervisors who will model the department's vision and values. The program provides the opportunity for a new Sergeant to succeed and become a valued asset of the department, ensuring the department's supervisory expectations will be met through proper orientation to the position.

Generally, a PTSP is an eight-week program guided by a learning matrix of topics and competencies required of a first-line supervisor. It has established performance outcomes. Problem-based learning exercises assist the supervisor in the development of necessary skills. Remedial training is made available as necessary. The program requires weekly coaching and training reports along with periodic evaluations. An exit interview by a board of evaluators includes the trainee presenting a resource manual they have developed during the program and also offering feedback on the PTSP program. CBPD should explore the development and implementation of such a program for their new supervisors.

We also note that at CBPD, Corporals are designated as primary supervisors on overnight patrol shifts. We addressed this extensively in *Section 4, Patrol Division*. If that practice continues, Corporals serving as shift supervisors should be included in the PTSP program.

Professional Training for Executives

Managing a police organization is a complex process for those tasked with ensuring the department operates at the most effective and efficient level. CBPD encourages professional training for executives of the department on a voluntary basis. Ranks of Major and above are currently authorized to seek attendance at the FBI National Academy by the department. The FBI National Academy also accepts Lieutenants so this program can be considered as a training option. Currently, Lieutenants are able to attend executive level FBI-LEEDA training and various other executive training programs.

Training Recommendations:

- CPSM recommends Policy 080.00, Training, be reviewed and modified to clarify which department staff occupy identified training positions (Coordinator/Manager) to resolve the existing uncertainty. (Recommendation No. 37.)

- CPSM recommends the requested training management system (TMS) software package be approved and purchased to provide CBPD the ability to ensure training compliance. (Recommendation No. 38.)
- The development of a monthly training report is recommended to keep management abreast of the amount and scope of training its personnel are provided. (Recommendation No. 39.)
- It is recommended Policy 080.00, Training, be reviewed and modified to clarify training record maintenance responsibility (Support Service Division vs. Staff and Admin Services Division). (Recommendation No. 40.)
- An annual training needs assessment of the department should be conducted to provide a basis for a training plan in order to identify specific, mandatory and optional training requirements. (Recommendation No. 41.)
- Develop a department master training calendar from the training plan to provide a tool that ensures the goals of the training plan are accomplished. (Recommendation No. 42.)
- CBPD should consult with CJSTC to identify a curriculum and source for mental health and crisis intervention training to address this important training area. (Recommendation No. 43.)
- CBPD should explore the development and implementation of an in-depth formal training program for newly promoted Sergeants in order to develop first-time supervisors who will model the department's vision and values. Such a training program should be similar to the FTO program. (Recommendation No. 44.)

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FIELD TRAINING OFFICER PROGRAM (FTO)

Once new officers graduate from the academy, they enter the department's Field Training Program (FTO). The field training program is intended to facilitate an officer's transition from the academic setting (academy) to the performance of general patrol duties. The CBPD FTO program is patterned after the San Jose Model. The basic FTO Program for a new academy graduate requires the completion of an eleven-week, four-phase training program. A new officer who is an out-of-state transfer or is in-state certified may be recommended for an abbreviated FTO Program.

Although an officer graduating from the academy has received a thorough introduction to basic law enforcement subjects, that officer cannot be expected to immediately assume the full responsibilities of an experienced officer. Newly assigned officers must receive additional training in the field where they can learn from officers who have a great deal of practical patrol experience. The program introduces a newly assigned officer to the personnel, procedures, policies, and purposes of the department.

Field Training Coordinator

The CBPD FTO program is supervised by a Field Training Coordinator appointed by the Chief of Police. The Field Training Coordinator is responsible for managing and facilitating the FTO Program. The FTO Coordinator's duties include, but are not limited to:

- Maintaining the department's field training module, and ensuring that it remains current and up to date to reflect any/all relevant changes.
- Supervising FTOs in matters dealing with the program.

- Scheduling FTO assignments.
- Review of Daily Observation Reports.
- Assessing trainer effectiveness.
- Monitoring each trainee's performance during the program.
- Notifying the Chief and/or Chain of Command of ongoing progress throughout the Field Training Program.

Field Training Officers

Experienced officers are selected as field training officers (FTOs) to train police academy graduates. Minimum requirements for CBPD field training officers are:

- Be recommended by a department supervisor.
- Be a non-probationary sworn officer with the department.
- Have served a minimum of 12 months with the department.
- Completion of a certified Field Training Officer course in accordance with Florida Criminal Justice Standards and Training Commission.

Upon successful completion of an FTO course, the assignment of an FTO is at the discretion of the Chief of Police. FTOs maintain the FTO designation as long as they maintain their law enforcement certification with CBPD, regardless of rank attained. FTOs are compensated only while actively training. The department currently has 21 qualified FTOs.

The FTOs serve as role models for new recruits and shape their behavior and understanding of the CBPD vision, philosophy, and operational processes. FTOs have the dual responsibility of providing police service in their assigned beats while conducting training and evaluations for new officers. The Field Training Program is conducted by these specially trained Field Training Officers. FTOs will assume responsibility as trainers of assigned officers. The duties of an FTO include the completion of appropriate forms, and instruction and evaluation of recruit performance. The FTO will follow the guidelines set forth in the Field Training Manual. Policy 015.00, Field Training and Evaluation Program, is a nine-page policy that contains a clear description of the program's processes and responsibilities.

Each trainee is assigned a different FTO for each phase of the training program, returning to the original FTO in the fourth phase. The trainees also rotate between day and night shifts. This rotation process allows the trainee to experience differing training techniques, activity levels, and environmental situations during the training period.

Trainee Evaluation

The recruit's progress through the program is closely monitored and reported by the Field Training Officers through Daily Observation Reports. The continual evaluation of the trainee's performance under actual field conditions allows for specific weaknesses or deficiencies to be identified and remedial training programs developed to improve such weaknesses and deficiencies. The Trainee Checklist, Daily Observation Report (DOR), Supervisor Weekly Report, and Standardized Rating Guidelines are integral features of the program. These provide a sound structure and basic foundation for the learning process that each trainee undergoes.

At the conclusion of all phases of training, the FTO will complete DORs and an End-of-Phase Report and send them to the Field Training Program Coordinator with either a recommendation to release or not release the trainee from the Field Training Program. A final Supervisor Weekly Report will also be completed. Following a review of recommendations and training material through the chain of command, if released, the FTO Coordinator will notify the Chief of Police the trainee has successfully completed the Field Training Program. The Chief of Police will then issue the new officer a Memorandum of Completion of Field Training.

If a trainee is not performing at an acceptable level at the conclusion of the basic FTO Program, the trainee may be authorized for remedial training. The Field Training Coordinator and the Major will establish a plan of action and determine a time frame for completion. If the trainee is not performing at an acceptable level by the end of the determined remedial period a decision regarding termination will be made by the Chief of Police based on available documentation and recommendations of the training staff.

In an effort to ensure quality control of the FTO program, the FTO Coordinator meets with the trainees for an FTO Program debrief. The trainee is requested to honestly appraise and evaluate the FTO Program to include individual FTO performance.

As illustrated in the following table, the number of FTOs has remained steady over the last few years. The department's FTO program has done an excellent job during this timeframe successfully training new officers in the program as evidenced by the 92 percent pass rate of new officers who entered the training program. Comparing the number of trainees in a program and the number who successfully passed the FTO program can provide insight into the quality of training, as well as trends in trainee shortcomings.

TABLE 6-2: FTO Program Outcomes, 2020–2022

	2020	2021	2022
FTOs	18	21	21
Trainees	4	5	4
Trainees Passing FTO	4	4	4

Source: Cocoa Beach Police Department.

FTO meetings are critical to the success of the program. They provide the opportunity for FTOs to discuss trainees and issues they may be having with trainees. The FTO Coordinator can also use the meetings as training opportunities. To date, CBPD has not conducted FTO meetings. However, the department has an intent to hold such meetings, but operational commitments have delayed the first meeting as of this writing.

FTO Program Recommendation:

- Follow through with the commitment to hold FTO meetings to maintain a quality FTO program. (Recommendation No. 45.)

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RECRUITMENT/HIRING

The law enforcement profession always faces the challenge of renewing its ranks. For nearly every agency, this is an ongoing effort. However, for some time and especially more recently, finding qualified applicants who have the desire and ability to meet the requirements of the selection process and academy training has become a more challenging proposition.

Recruitment

CBPD does not actively recruit or have an established recruitment program. This has been the recruitment position of the department for a number of years. This is based on a philosophy that Cocoa Beach and its police department is a desirable work location and applicants would seek employment based on this alone. This philosophy has worked adequately for CBPD until recently. However, CBPD now faces a lack of qualified applicants, which is a problem facing law enforcement nationwide.

The first hurdle the department faces is developing a recruitment policy and program. The Commission for Florida Law Enforcement Accreditation (CFA), Chapter 8 – Recruitment, dictates that recruitment policy, training, and program content be established before an agency can actively recruit. CBPD is now beginning to develop such a program aimed at attracting interested candidates. Staff indicate the department has recently published a recruitment policy effective as of June 30, 2023, along with a recruitment plan. These are first steps toward building a viable recruitment program.

Since a police department protects and serves a particular community, a department should strive to align the demographics of the department's officers with the racial and gender makeup of the community, a fact advocated in the *21st Century Policing* report. The stated CFA (8.02) recruitment goal is to include an emphasis on diversity hiring with focus on race, gender, and ethnicity. CBPD's recruitment policy states such goals. Current demographic information shows CBPD personnel reflect the Cocoa Beach community in race and ethnicity. However, at only two sworn female officers (less than five percent of sworn staffing), the department must strive to increase sworn gender diversity. While there are no absolute standards, in studies conducted by CPSM, sworn female staffing is commonly in the 20 to 30 percent range. CBPD must work diligently to increase female staffing within the sworn ranks.

The following table outlines the demographic profile of applicants between September 2022 and May 2023, department sworn personnel, and the city as a whole. The city changed personnel software in September 2022, making prior applicant data no longer available.

TABLE 6-3: Demographics of: CBPD Applicants September 2022–May 2023, Current CBPD Sworn Personnel, and City of Cocoa Beach

	Total	Male	Female	White	African-American	Hispanic	Asian	Other*
Applicants	46	41	5	32	6	7	0	1
CBPD Sworn**	39	37	2	32	1	7	0	0
City of Cocoa Beach	11,384	48.1%	51.9%	87.7%	0.9%	8.1%	0.9%	4%

Note: *All other races reported; some may identify with more than one race.
Source: **Cocoa Beach PD.

Going forward it is recommended applicant information be analyzed and compared with the associated academy graduates and recruiting origin to assist the department in focusing its recruitment efforts and resources. The relevant statistics can also provide insight regarding the status of diversity hiring efforts, which should be evaluated by agency management as part of the recruitment and hiring process.

Hiring

Cocoa Beach utilizes the Eastern Florida State College Public Safety Institute's Law Enforcement Academy for the majority of its applicant processing and recruit training. Academy staff are current and retired law enforcement officers.

When police officer vacancies exist or are anticipated, the City of Cocoa Beach Personnel Department will open the Employment Opportunity Portal on the city's website to accept applications. Applicants are reviewed and screened through the Personnel Department and CBPD chain of command. Qualifying applicants are scheduled for an interview with the Chief of Police, who makes the final decision on the viability of the applicant. Once approved, the applicant is directed to the college for further processing to include a background investigation, physical, polygraph, and psychological testing. The completed background is forwarded to CBPD for review and approval. If successful in all phases of the hiring process, the applicant receives a limited medical exam through the city before being scheduled for an academy class as a recruit.

Upon successful completion of the 770 hours of Academy instruction, the recruit must pass the State Officer Certification Examination and a pre-employment physical examination before being hired by the employing agency as a law enforcement officer. Successful recruits participate in a two-week CBPD orientation program before beginning the field training program.

Based on information provided for the period of 2020 to 2022, CBPD hired 13 officers and separated 14 officers from the department. Two of thirteen officers hired attended the academy. The other eleven officers hired were lateral or pre-certified applicants who had prior qualifying law enforcement experience or attended an academy prior to applying to CBPD. Table 6-4 reflects the hiring demographics while Table 6-5 reflects the separation demographics for the three-year period.

TABLE 6-4: CBPD Hiring Demographics 2020–2022**

	Hired	Male	Female	White	African-American	Hispanic	Asian	Other*
2020	4	4	0	4	0	0	0	0
2021	5	5	0	4	1	0	0	0
2022	4	4	0	2	0	2	0	0
Total	13	10	0	11	2	0	0	0

Note: *All other races reported; some may identify with more than one race.

Source: Cocoa Beach PD

TABLE 6-5: CBPD Separation Demographics, 2020–2022

	Separations*	Male	Female	White	African-American	Hispanic	Asian	Other**
2020	4	3	1	4	0	0	0	0
2021	8	7	1	5	3	0	0	0
2022	2	1	1	2	0	0	0	0
Total	14	11	3	11	3	0	0	0

Notes: *Separations include: Retirement (2), Resignation (10), Termination (2). **All other races reported; some may identify with more than one race.

Source: Cocoa Beach PD.

Exit interviews of employees leaving the department are not part of the employee separation process. CPSM suggests critical information relative to employee satisfaction, department culture, and insight toward department improvement can be gained by mandating employee exit interviews. Staff indicate new CFA mandates will now require such interviews with the Chief of Police.

Staff indicate recent disqualification trends revealed during the hiring and background process include failed polygraphs and psychological exams. CBPD and other local agencies are working with the Public Safety Institute to examine these issues. Should CBPD elect to assume the applicant background process as a result of this review, consideration should be given to hiring retired law enforcement officers to conduct backgrounds on a per-case basis. Salary savings from the vacant position(s) can pay the cost of this per-case hire. This is a common practice among smaller agencies such as the CBPD.

Background failure rates and causes, reasons for separation, and the traits of successful applicants should be continuously evaluated to ensure department resources are properly focused on recruiting, hiring, and retaining the best personnel.

CBPD identifies the following reasons for personnel separations: retirement, personal, performance, and disciplinary. CPSM recommends each separation, regardless of stated reason, be examined to ensure the department fully understands the causal factors. Where applicable, knowledge gained from such examination should be applied to the hiring process, department operations, and personnel policies and practice.

lateral Recruitment

Lateral and prior certified officers can generally move through an agency's hiring process and training program at a faster pace, which means they can be inserted into the operations schedule sooner than a newly trained recruit. Departments save time and money when these officers are hired because their experience often eliminates the need for academy training and allows for an expedited FTO program. CPSM recommends CBPD continue to actively seek these officers as part of its recruitment strategy.

Recruitment/Hiring Recommendations:

- The recruitment program under development should be implemented as soon as practical, following state and department guidelines. (Recommendation No. 46.)
- It is recommended CBPD strive to meet the stated CFA (8.02) recruitment goal to include an emphasis on diversity hiring with focus on race, gender, and ethnicity. (Recommendation No. 47.)

- It is recommended applicant information be analyzed and compared with the associated academy graduates and recruiting origin to assist the department in focusing its recruitment efforts and resources. (Recommendation No. 48.)
- The relevant statistics regarding the status of hiring efforts should be evaluated by agency management as part of the recruitment and hiring process. (Recommendation No. 49.)
- Exit interviews of employees leaving the department should be required to assist in gaining insight toward department improvement. (Recommendation No. 50.)
- Consideration should be given to hiring retired law enforcement officers to conduct backgrounds on a per-case basis should CBPD elect to assume the applicant background process. (Recommendation No. 51.)
- Background failure rates and causes, reasons for separation, and the traits of successful applicants should be continuously evaluated to ensure department resources are properly focused on recruiting, hiring, and retaining the best personnel. (Recommendation No. 52.)
- CPSM recommends each separation, regardless of stated reason, be examined to ensure the department fully understands the causal factors. (Recommendation No. 53.)
- CPSM recommends lateral and pre-certified officers continue to be actively sought as part of the CBPD recruitment strategy. (Recommendation No. 54.)

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INTERNAL AFFAIRS

Personnel Complaints

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

The goal of the Cocoa Beach Police Department is to assure the review and/or investigation of all complaints against police department members in a complete, fair, and timely manner. CBPD encourages constructive comments and/or complaints against its members. A thorough review and/or investigation may be conducted when deemed appropriate by the Chief of Police into any complaints received from inside or outside the department in order to protect the interests of the public, members, and department.

CBPD Policy 005.10, Internal Investigations, outlines the administrative and investigative process developed in accordance with court decisions, laws, employee contracts, and departmental procedures. The policy provides comprehensive, step-by-step guidelines and processes for the receipt, investigation, and disposition of such complaints. The Deputy Chief is responsible for the Internal Affairs/Public Complaint function of the Cocoa Beach Police Department and reports directly to the Chief of Police.

The Deputy Chief also serves as the primary Internal Affairs investigator for the department. Department Lieutenants attended Internal Investigations training approximately three years ago. Since training, only one Lieutenant has been assigned and completed one internal investigation. CPSM recommends department Lieutenants become the primary IA investigators. Lieutenant

investigators provide benefit to the department by relieving management of this task more appropriately assigned to a middle manager, while also providing another layer of oversight and assessment of the investigation. This transfer of task will also serve to develop the Lieutenants' administrative and management skills and knowledge.

CBPD policy defines "Complaint" as an allegation that a member's action may have violated department policy, procedure, directives, or state statute. Complaints may be generated externally by a member of the public or internally via another department member or through supervisory oversight.

Any member of the public wishing to make a complaint is advised to bring the matter to the attention of the department. To facilitate the acceptance of complaints, the department has established a hyperlink on its web page to allow members of the public to email a complaint or commendation to the department. However, the Citizen's Allegation of Employee Misconduct form is only available through contact with a department supervisor. This form, as well as a form for employee commendations, should be readily available on the department website and in the police facility lobby.

Complaints may take the following forms based on a determination by the Chief of Police:

- **Administrative Review:** Generally handled as a responsibility of supervisors or Command Staff and may include, but is not limited to, the following types of complaints or incidents:
 - Non-criminal conduct.
 - Discourtesy or rudeness.
 - Complaints of indecent or improper language.
 - Property damage.
 - Vehicle crash involving minor injury to the member.
 - Other circumstances or lesser violations of department policy or procedure.
- **Internal Affairs Investigation:** The following complaints or incidents are reviewed and investigated via the Internal Affairs function.
 - Criminal conduct.
 - Immoral conduct.
 - Allegations which if proved true would likely result in discipline up to and including termination.
 - Complaints that require extensive investigation.

All members of CBPD are strictly charged with the responsibility for courteously and willingly receiving all complaints that may be lodged against the department or any of its members. If any member of the public requests to make a complaint, department members shall adhere to the process that is described below.

The department member receiving the initial complaint will notify the on-duty shift supervisor immediately and inform them that a member of the public wishes to make a complaint. All supervisors are required to hear and report all complaints made on police department members from any source regardless of the location of the alleged occurrence.

The on-duty shift supervisor will promptly respond to the location of the complainant and make personal contact when possible. The complaint will then be sent to the employee's supervisor via email with a copy sent to the Internal Affairs email group by end of shift for review and shall serve as record of notification. This includes complaints that are resolved with the complainant, where appropriate, at the time the complaint is made. Even in instances where the complainant requests to remain anonymous or refuses to provide their name, the complaint will be documented and reported. All body-camera recordings of supervisor/complainant interaction are retained per current department policy.

In the event the complaint cannot be resolved to the satisfaction of the complainant and they wish to file a written complaint against the member, the personnel receiving the complaint shall have the complainant complete a Citizen's Allegation of Employee Misconduct form. And Notice of False Report. If criminal activity is alleged, then the report will also be made verbally to the Chief of Police via the chain of command as soon as practical.

All complaint information is compiled in an Excel spreadsheet entitled, "Early Warning Log," which lists the complainant, the nature of the complaint, the supervisor receiving the complaint, the complaint along with administrative notes, and the initial disposition of the complaint whether it be an informal resolution, administrative review, or internal affairs investigation. This log is monitored by the department Major and referred to by supervisors for complaint history information.

Once the complaint has been classified as an administrative review, an investigator will be assigned. Policy dictates the investigation be completed in 30 days with extensions available, if necessary. Upon completing the investigation, the investigator will document their findings in memorandum format directed to the Chief of Police.

If the complaint is classified as an internal affairs investigation, an investigator will be assigned. Again, this has historically been the Deputy Chief.

The internal affairs investigation will include collection and review of sworn statements, including those of the employee under investigation and from any witnesses as well as supporting evidence (reports, documents, radio and telephone tapes, physical evidence, surveillance tapes, body camera recordings, etc.). The investigator will then document their findings in the Complaint Investigation Summary and submit it to the Chief of Police. Policy indicates this investigation period is usually considered to be 45 days; however, due to the complexity of some investigations the period may be extended if the investigation is proceeding in good faith. Florida statute requires the investigation be completed within 180 days.

In the event the alleged misconduct is criminal in nature, a member of the Criminal Investigations Division will conduct the criminal investigation. Nothing herein shall preclude criminal investigations from being conducted by other law enforcement agencies with jurisdiction to do so. The criminal complaint and investigation can always be made available to the State Attorney or other law enforcement agency conducting a lawful investigation.

The Chief of Police will determine final disposition for administrative reviews and internal affairs investigations utilizing the following conclusion of fact classifications:

- Unfounded: The allegation(s) was found to be false or not factual.
- Exonerated: The actions of personnel were found lawful and proper.
- Non-sustained: The allegation(s) could not be proven or disproven.
- Sustained: The allegation(s) were supported by a preponderance of evidence.

- Other Misconduct: The conduct sustained was not identified in the original complaint.
- Policy Failure: Action taken or not taken was result of policy failure.
- Training Failure: Action taken or not taken was result of training failure.

Upon conclusion of an internal investigation, the complainant and affected member will receive written notification of the conclusion of facts.

As determined by the Chief of Police, administrative types of disciplinary action the department member can be subject to if the investigation results in a Sustained or Other Misconduct finding include:

- Suspension without pay.
- Demotion.
- Dismissal.

A letter of reprimand or documented counseling may also be considered as an administrative action; however, these are not considered discipline by CBPD policy. These dispositions are commonly used in many law enforcement agencies and are appropriate.

CPSM recommends CBPD amend the internal investigation process in order to separate the function of determining the “Finding” of an investigation from the investigator or fact-finder. This bifurcation provides for a more sterile investigation of the facts without the potential for a pre-determined bias toward a particular outcome. A reviewer of an investigation is better suited for an objective evaluation of facts to determine the appropriate finding and disposition.

Complaint Data

It is important to note a complaint is an incident which gives rise to one or more allegations of misconduct. A single complaint may allege misconduct by multiple employees and/or multiple violations of departmental policies. The number of complaints filed may not equal the number of allegations and findings resulting from the investigation. As an example, one formal complaint could lead to three alleged policy violations. In other words, action resulting in a single allegation of unprofessional conduct may result in the potential violation of three policies.

All complaint data in Table 6-6 and Table 6-7 was provided by the department and reflects the total number of administrative reviews and internal investigations received and associated dispositions for the period of 2020–2022.

CBPD reported the following Resolved/Informal Complaints in addition to the Administrative Reviews and Internal Investigation numbers indicated in the tables:

- 58 in 2021.
- 46 in 2022
- (2020 data not available).

The number of resolved/informal complaints noted are those received, resolved, and documented by a supervisor following a discussion with a member of the public regarding contact with a CBPD employee. All resolved/informal complaints were reviewed by CBPD management per policy and determined to not meet criteria for administrative review or internal investigation.

TABLE 6-6: Administrative Reviews, 2020–2022

Year	Total	Unfounded	Exonerated	Non-Sustained	Sustained	Other Misconduct	Policy/Training Failure
2020	2	0	2	0	0	0	0
2021	4	0	2	0	2	0	0
2022	1	1	0	0	0	0	0
Total	7	1	4	0	2	0	0

Source: Cocoa Beach Police Department.

TABLE 6-7: Internal Investigations, 2020–2022

Year	Total	Unfounded	Exonerated	Non-Sustained	Sustained	Other Misconduct	Policy/Training Failure
2020	1	0	0	0	1	0	0
2021	7	0	1	1	4	1	0
2022	2	1	0	1	0	0	0
Total	10	1	1	2	5	1	0

Source: Cocoa Beach Police Department

Tracking and Managing Complaints

Data regarding administrative investigations and public complaints are valuable as a risk management tool to identify training needs, performance deficiencies, or patterns of misconduct. CBPD currently uses an “Early Warning Log” Excel spreadsheet for this purpose as discussed above.

Many departments have turned to packaged software systems to assist in this critical management responsibility. Use of specialized software is an efficient means of producing graphs and reports quickly and with relative ease.

The CBPD has identified IPro as the product it wishes to use for this function, but budgetary and information technology support constraints have not yet allowed implementation. IPro is a robust software package capable of tracking a variety of information, including personnel complaints, use of force incidents, traffic accidents, and personnel commendations. The IPro software package includes a module called Blue Team, which involves data entry at the supervisor level to track and complete commendable, noteworthy actions as well as high-liability risk management events. Incidents including use-of-force, field-level discipline, complaints, vehicle accidents, and pursuits can be entered and routed through the chain of command with review and approval at each step.

IPro's Early Intervention Program (EIP) module is a resource for supervisory personnel to identify employees who may display symptoms of job stress or performance problems at early stages. The intent of an EIP is to proactively provide employees with the assistance and training necessary to perform their assigned duties in an effective and efficient manner. While individual incidents such as personnel complaints, traffic collisions, and uses of force are reviewed at the time of occurrence by a supervisor and the chain of command, these incidents may appear acceptable in isolation, but a pattern of less-than-optimal job performance may be developing that is more difficult to identify. Tracking the indicators detailed in this program enables supervisors to examine the totality of an individual's actions and make a more accurate assessment of the employee's well-being.

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

Reporting

By policy, the Deputy Chief is required to facilitate the gathering and preparation of statistical reports and other documentation necessary for internal audits, periodic reviews, legal investigations, matters pertaining to court orders, public requests, and to fulfill requirements in accordance with F.S.S. 943.1395. In addition, any sustained allegation that is a violation of Florida Statute 943.13 (4) or (7) or Rule 11B-27-.0011 will be reported to the Florida Department of Law Enforcement, Division of Criminal Justice Standards and Training.

Many agencies provide public reports that include detailed information on criminal activity, arrests, and citations, as well as data on public and internal complaints. The publication of this information is vital to maintaining the public trust and shows the department is being transparent with the community. CBPD should assess the potential benefits of producing such a public report.

Internal Affairs/Personnel Complaint Recommendations:

- CPSM recommends that department Lieutenants become the primary IA investigators. Using Lieutenants as investigators will provide a benefit to the department by providing a layer of oversight and assessment of the investigation, while developing their administrative and management skills and knowledge. (Recommendation No. 55.)
- CPSM recommends CBPD amend the internal investigation process in order to separate the function of determining the "Finding" of an investigation from the investigator or fact-finder, allowing a reviewer a more objective evaluation of facts to determine the appropriate finding and disposition. (Recommendation No. 56.)
- Consider changing complaint form and policy terminology from "citizen" to "public" or other contemporary terminology. (Recommendation No. 57.)
- The complaint form should be prominently displayed on the home page of the department website and be made available at the CBPD public counter. (Recommendation No. 58.)
- Develop a form specific to personnel commendation and display it prominently on the home page of the department website and at the CBPD public counter. (Recommendation No. 59.)
- CBPD should assess the potential benefits of producing a public report summarizing public and internal complaints. (Recommendation No. 60.)
- CBPD has requested the purchase and installation of IAPro, a software package that is used to track complaints, internal affairs investigations, response to resistance incidents, and other activity by officers. CPSM recommends the acquisition and implementation of IAPro, including the BlueTeam module, be expedited to provide CBPD with a vital and necessary tool. (Recommendation No. 61.)

RESPONSE TO RESISTANCE (USE OF FORCE)

The necessary and appropriate response to resistance in carrying out a police officer's duties up to and including the taking of a human life is among the most complex and critiqued actions of law enforcement. At no time in the past has the response to resistance been looked at, examined, and judged as it is today.

It is essential and critical that the department have and follow a comprehensive policy on the response to resistance. Providing relevant training for the response to resistance is equally important. The purpose of comprehensive training in the response to resistance is to ensure employees are using proper and reasonable applications in the performance of their duties. With respect to the use of deadly force, no other responsibility of the city or department holds greater importance.

The response to resistance by CBPD personnel is governed by Policy 240.20, Response to Resistance. The policy, which is 17 pages in length, provides guidelines on appropriate responses to resistance, reporting, and supervisory responsibilities. It was most recently re-evaluated in 2022. Officers are authorized to use only the force necessary to effect lawful objectives pursuant to all applicable federal, state, and local laws.

Reasonable force responses are authorized in the following circumstances:

- When necessary to gain control or stop a violator's aggression.
- In self-defense.
- In defense of another.
- To overcome active, aggressive, or passive resistance to lawful arrest.
- To take an individual into protective custody.
- To prevent escape of an arrested person.

Officers shall report all force or display of force to an on-duty shift supervisor as soon as practical following the application. Officers who witness the use of force, but were not directly involved, shall give sworn statements. Officers who witness a display of force are not required to give sworn statements; however, the incident shall be documented in a supplemental report.

On-duty shift supervisors are required to respond to the scene to investigate all officer response to resistance incidents unless circumstances dictate otherwise. The supervisor shall interview the officer and subject involved to obtain a synopsis of the incident unless circumstances dictate otherwise. Written statements from witnesses and the accurate completion by the officer of the Response to Resistance Report shall be ensured. The supervisor will review evidence involved in the officer's decision to use force to include photographing of injuries and scene, as necessary. The supervisor is to determine based upon the circumstances if the response to resistance was consistent with policy and document the finding on the Supervisory Inquiry section of the Response to Resistance Report. If excessive force is determined or alleged or if any serious injury is sustained by any subject or officer associated with response to resistance, the supervisor is responsible for timely notification of the Lieutenant or higher authority.

Completed Response to Resistance Reports and/or modified Response to Resistance Reports shall be submitted up the chain of command for review. Minus any actual or alleged excessive force or serious injury related to the use of force, current practice places final Response to Resistance review with the Major. Should actual or alleged excessive force or serious injury

related to the use force be present, the Major and Lieutenant will brief the Chief and Deputy Chief. The Chief will decide if an internal affairs investigation will be initiated to further investigate the matter. Any response to resistance internal affairs investigation will follow the standard investigative process with final disposition determined by the Chief of Police at the conclusion of the investigation.

Response to resistance data for the period of 2020–2022 is detailed in the following table. Response to resistance or use of force is defined by CBPD policy as, “Force in excess of the mere touching or grabbing of an individual,” while display of force is defined as “Anytime an officer points or displays a weapon (firearm, Taser, chemical agent, baton) in the course of his/her official duties.”

TABLE 6-8: Response to Resistance Reports, 2020–2022

Year	Total	Use of Force	Display of Force
2020	151	88	63
2021	163	80	83
2022	137	81	56
Total	451	249	202

Source: Cocoa Beach Police Department

TABLE 6-9: Response to Resistance Incidents Compared to Dispatched Calls, 2020–2021

Year	Total Number of Dispatched Calls*	Number of Use of Force Incidents	% of Dispatched Calls When Force Is Used	Ratio (1 out of X Dispatched Calls Results in UOF)
2020	59,072	62	.10%	1:952
2021	50,816	90	.18%	1:564
2022	43,196	80	.18%	1:539
Total	153,084	232	.15%	1:660

Note: *The total number of dispatched calls is only representative of the incidents handled and does not take into consideration the total number of persons contacted by members of the Cocoa Beach Police Department.

Source: Cocoa Beach Police Department.

These force numbers are below the national average as reported in 2011 by the Bureau of Justice Statistics (<https://www.bjs.gov/content/pub/pdf/punf0211.pdf>) and generally consistent with numbers of those agencies assessed by CPSM.

Duty to Intercede and Report, De-escalation Provisions

In recent years, law enforcement agencies nationwide have begun to include duty to intercede and report provisions in their response to resistance policies. Duty to intercede requires an officer to intercede if they witness a department member using response to resistance that is clearly beyond that which is necessary, as determined by an objectively reasonable officer under the circumstances. A duty to report policy requires any officer who observes a law enforcement officer or an employee use response to resistance that potentially exceeds what the officer reasonably believes to be necessary to report such observation to a supervisor.

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

CBPD's response to resistance policy contains such requirements as described below.

- Section 4(P) - Duty to Intervene, states in part, "In an attempt to prevent or stop the use of excessive use of force by another officer when it is objectively reasonable."
- Section 5(C) – Officers shall have a duty to intervene to prevent or stop another officer's use of excessive force.
- Section 4-(K) – De-Escalation Techniques - Taking action or communicating verbally or non-verbally during a potential force encounter in an attempt to stabilize the situation and reduce the immediacy of the threat so that more time, options, and resources can be called upon to resolve the situation without the use of force or with reduction in the force necessary.
- Section 5(E) – Whenever possible, de-escalation techniques shall be required.

Use of Deadly Force

CBPD policy 240.20 defines deadly force as, "Any use of force that creates a substantial risk of causing death or great bodily harm." The policy states an officer must always bear in mind the use of deadly force shall be limited to situations of a strong and compelling need involving the protection of human life. The decision to use deadly force must be based on the facts and circumstances known to the officer at the time the decision is made. When making the decision to use deadly force, members shall consider the risk to innocent persons and, when appropriate, provide a verbal warning prior to the use of force.

If deadly force is used by officers, supervisors are required to use response protocols outlined in policy regarding on-scene actions, crime scene security notifications, and reporting. Investigations of the use of deadly force will be conducted by the Florida Department of Law Enforcement.

Crime scene processing, evidence collection, and analysis will be conducted by the Brevard County Sheriff's Office Crime Scene Unit. The investigating agency will complete an independent report which will be submitted to the Office of the State Attorney for review. A designated member of the CBPD Command Staff will liaison with appropriate investigative agencies in all investigations involving use of deadly force. Periodic status reports will be made directly to the Chief of Police.

Response to Resistance Training

The Florida Criminal Justice Standards and Training Commission dictates 40 hours of mandatory training every four years, which includes response to resistance training. In addition, CBPD policy mandates officers participate annually in departmentally approved response to resistance training, which may include scenario-based firearms training, physiological response dynamic training, a review of less-lethal force options, a review of departmental force policy, and a review of any applicable legal updates. CBPD staff indicate compliance with this directive.

As discussed in the *Training Section* of this report, department training does not include mental health and crisis intervention training. This area of training has been a point of emphasis in recent years with increased focus on law enforcement/persons in crisis interaction. CBPD is currently working with several Central Florida agencies to develop a curriculum and source for this training to enhance response to resistance training. This training development and implementation should be expedited to ensure officers are prepared to use applicable tools when responding to crisis intervention situations.

Response to Resistance Administrative Review and Analysis

CBPD policy dictates an annual administrative review and analysis of all documented deadly and non-deadly response to resistance reports be conducted by the Training Coordinator, or designee. Per policy, CBPD does produce an annual internal Administrative Review and Analysis of Response to Resistance Report each January. The report reflects a synopsis of response to resistance reports completed by CBPD officers. The report provides information on the frequency, type, demographics, injury, location, time, environment, and other analytic comparisons.

This document provides department management and supervision with a concise collection of data to review and assess response to resistance and associated environmental factors to determine if any patterns or concerns exist. Relevant information should be incorporated into department training and policy.

As noted previously, Internal Affairs uses an Excel spreadsheet to track personnel incidents including response to Resistance. CBPD has requested the purchase and installation of IAPro, which can track complaints, internal affairs investigations, response to resistance incidents, and other personnel actions. CPSM recommends the acquisition and implementation of IAPro, including the BlueTeam module, be expedited to provide CBPD with this necessary tool. Response to resistance incidents can also be tracked by IA Pro's Early Intervention Program (EIP), which would provide CBPD management the opportunity to address personnel performance concerns at the earliest stages.

Response to Resistance Recommendations:

- It is recommended the information currently included in the annual response to resistance report be incorporated into a monthly management report to provide more timely information for command staff review. (Recommendation No. 62.)
- Relevant findings from response to resistance incidents should be incorporated into department training and policy. (Recommendation No. 63.)

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SECTION 7. SUPPORT SERVICES DIVISION

The Support Services Division is made up of two functions: (1) the Communications Center, and (2) the Records and Property / Evidence Section. Each of the two functions as described are headed by a civilian manager. While we will address this further in reporting below, we submit here that with proper restructuring and supervisory support, one Support Services Division Manager could effectively oversee both operations.

In the case of the Communications Center, the section is staffed with one supervisor position, which is currently vacant. As such, the Communications Manager is the only dedicated supervisory position presently overseeing a 24/7 operation, though two telecommunicators are designated as shift leads. This is troubling, and will be further examined here.

With respect to the Records & Property and Evidence Section, each has a dedicated supervisor in addition to the manager, and combined, they oversee one Records Clerk. This is in stark contrast to the supervision structure in the Communications Center.

Additional line staff round out the personnel complement of each of these units.

We begin our discussion with the Communications Center.

COMMUNICATIONS CENTER

The Cocoa Beach Communications Center serves as the Public Safety Answering Point (PSAP) for all 911 emergency line calls related to police, fire, and emergency medical services (EMS). Police- and fire-related calls are dispatched by the Communications Center staff. EMS calls are transferred to Brevard County for dispatch to the County EMS units that provide EMS services in Cocoa Beach.

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

In addition to serving as the 911 emergency call center, the Communications Center also serves as the primary answering point for police department general business lines on a 24/7 basis, though other department units such as Records and Detectives have direct lines. As we examine telephone call volume later in our reporting, we note that approximately 75 percent of all in-coming calls received by the Communications Center are non-emergency calls.

As we progressed in our assessment beginning in January 2023, we learned that the department has recently (April) begun the process of modifying its telephone protocols to reduce the impact of non-911 telephone call volume on the Communications Center. We strongly support this effort. Again, this issue will be examined in further detail later in our reporting.

The responsibilities of 911 call centers go far beyond answering emergency telephone calls and radio dispatch duties. The following is an exhaustive listing of all duties performed by the Cocoa Beach Communications Center:

- Handles all incoming administrative and 911 phone lines. Transfers calls to appropriate agencies if misrouted.
- Handles all incoming and outgoing radio traffic for PD, FD, Beach Rangers, Parking Enforcement, as well as outside agency units requesting or providing assistance.
- Investigates open and hang-up 911 cell phone lines including location ping.
- Contacts all additional resources as needed. Examples are utilities, helicopters, animal control, tow trucks, emergency management, coroner, Red Cross, social services, and state EOC, etc.
- Contacts Judges and Trial Commissioner for Mental Detention Orders for the regional hospital, search warrants, and domestic warrants
- Maintains on-call schedules for all emergency call outs including Cocoa Beach Police Detectives.
- Maintains city street/road directory.
- Enters all stolen property and missing persons into appropriate databases.
- Monitors LINK/NCIC for BOLOs, Golden Alerts, and Amber Alerts and disseminates as needed.
- Interfaces with additional agencies such as Probation & Parole, Social Services, Jail, Courthouse (judges and clerks), etc.
- Sets off emergency notification systems (disaster sirens and phone notifications).
- Monitors bad weather and coordinates with Emergency Management for all the natural disasters affecting Cocoa Beach.
- Utilizes the LINK/NCIC system for law enforcement in running driver licenses and license plates, at a minimum.
- Uses CJNET, FCIC/NCIC, FINDER, to assist law enforcement for investigation purposes.
- Monitors a total of five radio channels including police (2,) fire (2,) EMS, Public Works (during hurricanes,) and can access a mutual aid channel as needed and bridge channels when needed.
- Holder of the record through the MACH CAD system (computer-aided dispatch).
- Contacts surrounding agencies for assistance as needed.
- Enters and maintains all domestic violence-related orders in LINK/NCIC.
- Maintains trespass files for businesses and citizens.
- Maintains mapping and ESNs for Cocoa Beach
- Creates and maintains files for the businesses within Cocoa Beach for key-holders and emergency contacts.
- Assists with training for the agency's Citizen Academy.
- Participates in career days and 911 educational sessions for National Night out and Citizens Academy.

- Attends required training curriculums to maintain dispatcher certification through the Florida Department of Health.
- Recertifies biennially for required NCIC certifications.
- Monitors camera system that covers PD exterior and interior. Includes opening doors to secure areas remotely, such as the front door after hours and sally port.
- Monitors panic/emergency alarms within the department.
- Conducts visual prisoner checks at regular intervals when an arrestee is temporarily in the PD holding cell.
- Public records request responses related to telephone and radio recordings.
- Other duties as directed.

As one can see, the scope of responsibility here is vast. Given the authorized staffing levels for this vital function, this list of duties can be daunting. We will more fully address workload and staffing issues later in this section.

Policies / Procedures

The Communications Center is guided by Policy 300.05, Communications. It was last updated in January 2023. The policy, 12 pages in length, was reviewed by CPSM and found to be very comprehensive. Among the various topics covered were training, certification, call processing procedures, radio procedures, and duties required of staff. There are also multiple references to directives established to ensure that the Communications Center operates in compliance with various security procedures relative to criminal justice databases and information. As with other policies we reviewed, there are several references contained within this policy which suggest that some language is derived from the Commission on Florida Law Enforcement Accreditation (CFA), the use of which, commendably, ensures compliance with CFA standards.

Training

All telecommunicators must be certified by the Florida Department of Health (FDH), the certifying agency for the State of Florida for emergency dispatch operators. In addition, CBPD has established a five-phase, 16-week training program for new telecommunicators. As well, biennially, minimum training standards must be met as established by FDH in order to maintain certification as an emergency dispatch operator.

CPSM inquired about the present certification status of Communications Center personnel and were advised that all but one of the present staff are certified. That individual is scheduled to take the qualifying examination that will, if passed, allow for their certification.

Communications Center Staffing

The 911 dispatch function operates under the direction of the Communications Manager. One Communications Supervisor, nine telecommunications officers, including two shift leads, and two part-time telecommunications officers round out the authorized/budgeted staffing in the Communications Center.

The following table reflects all authorized (budgeted) staffing assigned to the Cocoa Beach Communications Center. It depicts authorized positions, actual staffing, and vacancies at present.

TABLE 7-1: Dispatch/Communications Personnel

Rank	Authorized	Actual	Vacant
Communications Manager	1	1	
Communications Supervisor	1	0	1
Telecommunications Officer (TCO)	9	8	1
Telecommunications Officer (PT)*	2	2	
Total	13	11	2

Note: *Part-time Telecommunications Officers fill in staffing gaps on vacant shifts.

The position of a tele-communications officer (911 call-taker / dispatcher) involves challenging and stressful duty. Virtually every agency studied by CPSM reports that finding qualified applicants who can complete the rigorous training program required to perform these duties is a struggle. That is also consistent with the experience of CPSM consultants in the agencies in which we worked. Clearly, Cocoa Beach struggles with this as well.

Commendably, the department utilizes part-time staff to assist in filling in on shifts where available staffing does not meet levels required to match workload demands and/or minimum staffing levels. This may result from vacant positions and/or instances in which full-time staff are unavailable due to training requirements or personal leave time (vacation, illness, FMLA, etc.). This is a practice in many agencies and has proven to be a necessary life-line to address staffing shortfalls. We would caution, however, that part-time staff, though vitally important, should not be utilized as a substitute to appropriate authorized staffing levels, but rather, to back-fill staffing shortfalls as we have described.

After fully examining staffing and workload data, we will return to the issue of staffing and make recommendations as appropriate. These recommendations will be reflected in a *Communications Center Summary* subsection at the conclusion of our reporting on the Communications Center.

Work Schedules

Dispatchers work a hybrid 3/12 or 5/8 schedule. The 3/12 schedules mirrors that of Patrol shifts, thus allowing for personnel to have a weekend off every other week. The 5/8 schedules serve as overlap shifts established to better balance staffing with workload in peak demand periods. Given available staffing at present, only the 12-hour shifts are covered. There is inadequate staffing at present to staff the swing shifts.

The following table reflects the work schedule as established.

TABLE 7-2: Communications Center Work Schedule

Shift	Work Schedule
Alpha	6:00 a.m. to 6:00 p.m.
Bravo	6:00 p.m. to 6:00 a.m.
Charlie	6:00 a.m. to 6:00 p.m.
Delta	6:00 p.m. to 6:00 a.m.
Day Swing (2 days off)	10:00 a.m. to 6:00 p.m.
Night Swing (2 days off)	6:00 p.m. to 2:00 a.m.

Under this schedule, and at full authorized staffing, slightly more than one-half of all shift periods would be staffed with two personnel (based upon a 24/7 schedule), and the remaining shift periods would be staffed with three. When a vacancy or unfilled position resulting from leave factors such as vacation, training, illness, FMLA, etc., occurs, actual staffing levels fall to one or two throughout significant portions of the workday. When this occurs, part-time personnel or overtime deployments are required to meet staffing mandates, a situation that routinely occurs.

Again, after fully examining staffing and workload data, we will return to the issue of staffing and make recommendations as appropriate.

Minimum Staffing

While there are no absolute standards for minimum staffing in 911/Communications Center, best practices call for a minimum of two TCOs on a 24/7 basis. One position is dedicated to monitoring radio frequencies for police, fire, and EMS, and the second position is responsible for telephone calls, both inbound and outbound. As workload demands may be different from agency to agency, additional staffing may be required. This generally takes the form of a primary police dispatcher, a secondary dispatcher who is responsible for fire/EMS frequencies and backs up the primary police dispatcher, and a call taker(s). Busier agencies add additional staff as necessary.

The minimum staffing in the CBPD Communications Center is two on a 24/7 basis. As deployments fall below minimum staffing levels, overtime deployments or the utilization of part-time personnel is required.

While part-time personnel are able to meet some minimum staffing needs, in FY 21/22, expenditures of \$57,458 in overtime costs were incurred. While overtime rates vary with pay grade, at an hourly rate of roughly \$28.00, this would reflect that approximately 2,052 hours of overtime were required to meet minimum staffing. With eight TCOs presently available, this reflects that, on average, each full-time TCO was required to work approximately 260 hours of overtime during that period.

When this number of hours is translated to full-time equivalent (FTE) personnel, and factoring in leave time as previously addressed, the total equals nearly 1.2 FTE positions. Of course, these numbers are spread over a 24/7 schedule, and as such simply adding a full-time position will not fully meet minimum staffing needs. Nonetheless, this clearly reflects the need for additional staff.

Also, CPSM contends that minimum staffing numbers are just that, minimums, not optimal, or in some cases even safe, efficient, or reasonable. As we reported, the two swing shifts, those designed to cover busier periods, would rarely if ever be staffed given present staffing levels.

As we revisit staffing needs at the conclusion of this reporting, we will revisit minimum staffing needs as well.

Call/Workload Demand

As we examine call/workload demand we remind the reader that the two primary areas of responsibility are handling of both incoming and outgoing telephone calls, and radio communications with field units.

We begin with discussion of telephone call volumes, both in-bound and out-bound. It is important to remember that with rare exceptions, this workload is handled by one call taker.

As we previously addressed, in addition to serving as the 911 Public Safety Answering Point (PSAP) where all 911 calls are received, the Communications Center also receives various other calls via business lines. In CPSM studies we find that non-911 calls into dispatch centers generally account for more than two-thirds of all call volume. In Cocoa Beach the figure hovers around 75 percent.

In the table that follows, we examine telephone call volume from 2020 through 2022. Here we capture all Cocoa Beach Communications Center telephone call activity for police, fire, and EMS calls. This includes both in-bound and out-bound emergency and administrative (business) calls.

TABLE 7-3: Telephone Call Volume and Radio Dispatches by Year, 2020–2022

	2020	2021	2022
Total Inbound Calls (Includes 911 and Administrative Calls)	36,698	39,697	36,953
911 Calls (from total inbound calls)*	8,657	10,624	9,557
911 calls as % of Total Inbound Calls*	23.5%	26.8%	25.9%
Answered 911 Calls (from total 911 inbound)*	7,689	9,291	8,517
Abandoned 911 Calls (from total 911 inbound)*	968	1,333	1,040
Total Inbound Administrative Calls	28,041	29,073	27,396
Answered Administrative Calls	27,245	28,210	26,687
Abandoned Administrative Calls	796	863	709
Outbound Calls	10,352	11,848	10,114
All Telephone Calls	47,050	51,545	47,067
Police calls dispatched	16,495	17,725	14,476
Fire/EMS calls dispatched	2,417	2,761	2,864

Note: *Includes 10 digit emergency line.

Of note, a significant number of 911 calls are abandoned. This is common in 911 dispatch centers. Among the reasons for this occurring is that the caller accidentally dialed 911 and hung up, the emergency passed before the call was answered, they were unable to get through in a timely manner and hung up, it is a prank, or other reasons. This applies to administrative / business calls as well.

This situation may occur when the TCO receives and is unable to answer multiple simultaneous calls reporting a single major incident, or multiple calls simultaneously being received regarding different incidents. With one call taker commonly on duty in the CBPD Communications Center, they simply cannot handle a flurry of multiple calls. While we cannot specifically identify the reasons for any individual abandoned call, we know that this occurs across virtually all 911 PSAP centers. While one may be able to argue that, hypothetically, an emergency call goes unanswered, generally that is not the case as the call taker is most often on another call on the same incident and emergency personnel are in the process of being dispatched. The reality is that no agency can or should staff-up multiple call takers on a 24/7 basis in anticipation of a major incident that may only happen every few days, weeks, or months.

Out-bound calls result from a variety of circumstances. This may include calling back on a 911 hang-up, meeting a request from a patrol officer to re-contact a caller or contact a detective, requests for a tow truck for a vehicle impound or collision, re-contacting an alarm company, and so forth. Here, these calls represent approximately 25 percent of the total telephone call

volume in the Communications Center. That rate is fairly consistent across most 911 Communication Centers.

Next, we will look at call volume by hour of day. Here, we limit our examination to in-bound calls. As is the case here, 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 call volume. In part, this stems from the fact that most business-related calls, as opposed to calls for service, occur during these hours.

The following table provides total incoming call volume for 2022 broken down by hour of day, and the hourly average across the one-year period. It reflects that the busiest telephone call volume period is in the 2:00 p.m. hour at one call every 8.3 minutes, while the slowest period is in the 5:00 a.m. hour at one call every 51.7 minutes.

TABLE 7-4: Incoming Telephone Call Volume by Hour, 2022

Hour of Day	Annual Call Volume	Daily Average
Midnight	721	1.98
1:00 a.m.	623	1.71
2:00 a.m.	565	1.55
3:00 a.m.	480	1.36
4:00 a.m.	465	1.27
5:00 a.m.	424	1.16
6:00 a.m.	580	1.59
7:00 a.m.	968	2.65
8:00 a.m.	1,726	4.73
9:00 a.m.	2,394	6.56
10:00 a.m.	2,581	7.07
11:00 a.m.	2,580	7.07
Noon	2,590	7.10
1:00 p.m.	2,620	7.18
2:00 p.m.	2,651	7.26
3:00 p.m.	2,480	6.79
4:00 p.m.	2,516	6.89
5:00 p.m.	1,922	5.27
6:00 p.m.	1,820	4.99
7:00 p.m.	1,570	4.30
8:00 p.m.	1,418	3.88
9:00 p.m.	1,203	3.30
10:00 p.m.	1,110	3.04
11:00 p.m.	875	2.40

We remind the reader that this represents in-bound calls only. Nonetheless, in combining these with outbound calls, CPSM suggests that the call volume, in isolation, is manageable with few exceptions.

Next we consider radio dispatch activity. Unlike telephone call volume activity, which is captured in the telephone server database, radio communications, both dispatched to and

received from field units, is not captured in a quantifiable manner. This activity may involve the dispatch of a field unit, police or fire, to a call for service generated from the community. Or, and more commonly, radio communications occur when field units self-initiate activity such as a traffic enforcement stop, premise check, stopping a suspicious person, run a vehicle registration check, etc. In the case of CBPD, such communications would include those of patrol, traffic, K-9, SROs, Beach Rangers, Parking Enforcement, Detectives, supervisors, etc.

And while field units were dispatched to 17,340 calls for service in 2022, actual radio transmissions, back and forth between the TCO dispatcher and field units are likely in the range of ten times that amount or more, about 475 such radio transmissions per day. This radio volume falls to the sole dispatcher on duty 24/7.

While telephone call volume and radio dispatch are the primary responsibilities of the Communications Center, as we previously noted in the introduction to our reporting here, there is a lengthy list of additional duties performed by TCOs.

In the absence of 24/7 Records Unit staffing, dispatch staff are also tasked with a lengthy list of database updates performed in most agencies by Records staff. This includes database updates of vehicle, impounds, stolen property, repossession entries, warrants, responding to public records requests for audio tapes of telephone calls and radio transmissions, and many more as reflected in the list of duties outlined at the beginning of this section.

As some of these entries are time-sensitive, and Records only works normal business hours, the duties naturally fall to the Communications Center since TCO personnel are available 24/7. Nonetheless, these duties do have an impact on Communications Center staff by taking away from their primary responsibilities. The combined impact can be significant.

Next we will examine the efficiency of the Communications Center in dispatching high-priority, community-initiated calls for service. That is the period from receipt of the call in the Communications Center until a field unit is assigned to respond to the call.

High-priority Calls

Here, while we provide information on response times to all calls for service, we focus on high priority calls. These are generally life safety and in-progress crime calls. While the other priorities of calls are important, they do not require an emergency response. As well, we focus here on response to police call for service demands.

The computer-aided dispatch (CAD) system has been programed to assign priorities to calls based upon the nature of the call. The department assigns calls as priority 1 through priority 7. The department considers priority 1 and 2 calls as its highest priority calls. These are generally life safety and/or in-progress crime calls. You may note that there is no priority 6 category. This appears to result from the department's decision to separate crime and other calls for service (priorities 1-5) from non-call activity (priority 7).

The computer-aided dispatch (CAD) system identifies 129 separate classifications of calls applicable to police responses. Of those call classifications, 27, or 21 percent, are classified as a priority 1 or 2 call. These numbers do not include fire and/or EMS calls handled by the TCOs. We note here that CPSM is conducting a separate fire/EMS assessment, and additional information of Fire/EMS Communications Center needs will be addressed in the fire service report.

Again, in Cocoa Beach, priority 1 and 2 calls should be limited to life safety and in-progress crimes. In practice, a police-required response to such calls is very limited. Relative to crimes, most police responses are related to a delayed reporting of a crime, or a "cold report," a non-

emergency response. CPSM suggests that any in-progress crime is worthy of a priority 1 or 2 response as a rapid response serves as the best opportunity to engage in life-saving treatment and/or apprehend the suspect.

Our review of police-specific priority 1 and 2 calls, indicates that these largely meet that criteria. Overall, the department has done a good job of assigning call priorities.

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

TABLE 7-5: Average Response Times, by Priority

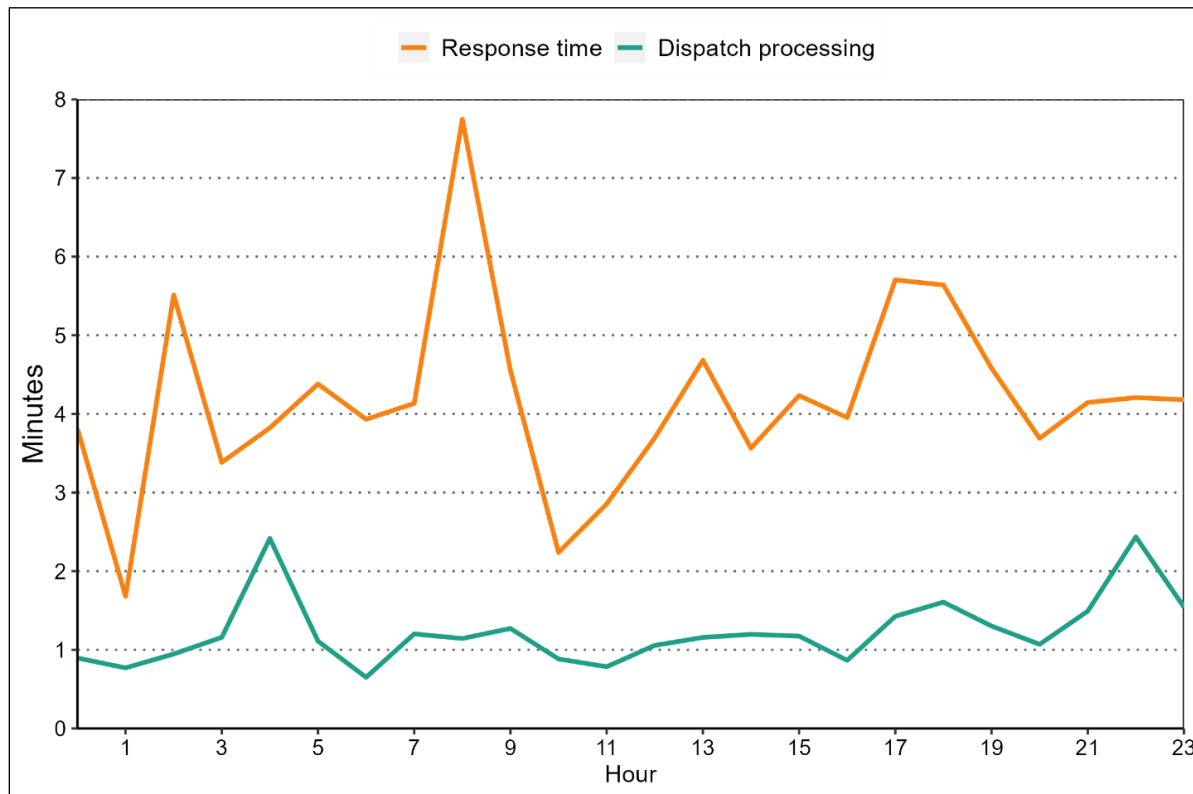
Priority		Minutes			Calls
		Dispatch	Travel	Response	
Code	Description				
1	Immediate Response/Life Threat	1.4	3.2	4.6	191
2	Traffic Stop/Emergency Response	0.9	2.7	3.6	116
3	Non-Emergency Response	4.7	4.6	9.3	5,492
4	Routine Response (Non-Immediate)	5.2	5.1	10.3	1,363
5	Call Can Hold	15.2	1.3	16.5	139
7	It Can Wait Indefinitely	5	6.2	11.2	7
Total		4.9	4.6	9.4	7,308
Injury Accident		1.2	2.7	3.9	62

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

In the figure that follows, we further examine high-priority response times as shown in the table above as broken down by hour of day.

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FIGURE 7-1: Average Response Times and Dispatch Delays for High-priority Calls, by Hour



The dispatch processing time of 1.2 minutes for high priority calls (priority 1 and 2 calls as defined by the department) is very good and among the best that we see in all of our studies. Most agencies we study exceed 2 minutes, with some encumbering substantially more time. Again, the time involved here includes receipt of the call by the call taker, populating the call screen with information supplied by the caller, transferring the call information to the radio dispatcher, review of the call by the radio dispatcher, and assigning the call to a field unit. This is a great deal to accomplish in an average of 1.2 minutes. Kudos to the Communications Center staff on their exceptional performance in this facet of their job duties.

Quality Control Audits

Periodic review of random tape-recorded calls handled by each 911 dispatcher or call taker is important to ensure quality control and helps to identify training and or performance issues. This is an important aspect of managing a 911/dispatch operation. Such reviews can identify training needs and/or result in disciplinary action in extreme cases.

Should staffing levels be adjusted as recommended, this is a duty that should be incorporated into the Communications Supervisor role.

Communications Center Summary

As we begin our summary, we suggest that the greatest need in the Communications Center pertains to staffing-related issues. This involves both command and control and authorized/actual staffing levels.

As noted, supervisory staffing in the Communications Center is limited to a full-time Communications Manager and a Communications Supervisor to oversee a critical 24/7 operation. In actuality, the supervisor position has never been filled due to staffing shortfalls. Even at full strength, this level provides direct supervision of this important function for well less than 50 percent of the 24/7 work period.

Communications managers are or should be rarely called upon to perform radio dispatch/call taker duties. Rather, they are responsible for directing, supervising, and performing administrative functions of the center and department.

On the other hand, first-line dispatch supervisors have some light administrative responsibilities, serve as shift supervisors, and routinely perform some dispatch and call-taker duties during peak workload demand periods. As such, 911/dispatch supervisors are commonly referred to as "working supervisors."

We suggest that the Communications Center would operate more efficiently and effectively with a restructuring of the Center's command and control. The Communications Manager position could be merged with the Records & Property and Evidence Manager position (we will further address this in reporting on that function next). This would result in the Communications Center Manager serving in this role in a one-half time capacity.

Secondly, we maintain that two full-time Communications Supervisors are required. The supervisors could be assigned to a flex shift, on a 3/12 schedule, providing seven-days-a-week coverage with some overlap between the day and night shift schedules. As "working supervisors" they could share responsibility for some of the day-to-day administrative duties currently falling upon the Communications Manager as well as serve as a back-up to TCOs during periods with high call demand.

Additional staffing is also called for at the TCO position. At present, there is insufficient staffing, even at full strength, to cover the shifts as identified in our reporting on work schedules. Mandatory overtime that results in 18-hour shifts and or shift coverage on assigned days off is commonplace. When factoring in leave time, our recommendation is that 12 authorized TCOs, an increase of three from the present authorization, would provide for the optimal staffing level. This level of staffing would also help cushion the effect of inevitable vacancies at this position.

Of note, five of the nine current TCOs have less than two years of experience. Given the staffing levels, it is possible if not probable that two relatively inexperienced TCOs could be the only staff on duty in the Communications Center. This lack of supervision and experience is troubling. While the lack of experience takes time to overcome, the lack of direct supervision is simply not acceptable for a 911 dispatch center providing services to both the police and fire departments.

Part-time TCOs are invaluable, but as we have stated, they should not be utilized in lieu of full-time positions. Rather, they should be utilized to fill in staffing gaps as necessary.

An additional option would be to train other department staff as call takers to supplement staffing on an overtime basis when necessary. Interested staff may be found in administrative assignments, or the Beach Ranger and Parking Enforcement units.

We have provided a considerable amount detailed information and data about the operations of the Communications Center. While we conclude that the workload demands such as telephone call volume and radio traffic are moderate, at best, other related demands as previously listed also impact workload. As such, during peak periods, especially during daytime and early evening hours, workload demands can be significant.

It is also important to recognize that in Communications Centers, much like occurs in fire departments across the country, there are slow periods of the day. However, at any time, 911 call-takers and dispatchers, like firefighters, can be and are called upon to respond to emergency circumstances and they must be positioned to do so. When stretched too thin, they may underperform during critical incidents.

Communications Center Recommendations:

- Restructure management/supervisory oversight of the Communications Center as follows: Reduce the Communications Center Manager to a one-half time position (the remaining time dedicated to management of the Records & Property and Evidence Section). (Recommendation No. 64.)
- Move to fill the vacant Communications Supervisor position at the earliest opportunity and add a second Communications Supervisor to the authorized staffing level as soon as practical. This will allow for seven-days-a-week coverage, though not 24 hours per day. (Recommendation No. 65.)
- As necessary, recruitment of experienced managers and supervisors from outside agencies should be considered. Highly experienced TCOs who are looking for advancement opportunities could be recruited and trained as first-line supervisors. (Recommendation No. 66.)
- Increase authorized staffing of telecommunications officer positions by three for a total of 12 to enable staffing of all shifts as identified in the existing work schedule. (Recommendation No. 67.)
- Increase the number of part-time telecommunications officers to four positions from two at present to add to the pool of personnel that can be called upon to fill staffing gaps as necessary. (Recommendation No. 68.)
- Consider training other department personnel to work in the limited role of call taker to increase the pool of personnel that can be called upon to fill staffing gaps as necessary. (Recommendation No. 69.)

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RECORDS & PROPERTY AND EVIDENCE

As previously noted, the Records and Property and Evidence functions operate under the direction of a Manager. The Manager is supported by two supervisors, one who oversees day-to-day operations of the Records function, while the second oversees day-to-day operations of the Property and Evidence Function. Both have been cross-trained and routinely oversee each other's primary area of responsibility to ensure proficiency in both roles. The only additional staff assigned is a clerk, who is also cross-trained and provides support to both functions.

For reader clarity, we will report on each function separately, beginning with Records.

RECORDS

Under the direction of the Records and Property and Evidence Manager, day-to-day operation of the Records Section is the responsibility of the Records Supervisor. Records is responsible for maintaining internal document control over all original reports, including all crime, arrest, and traffic accident reports that are received by the department.

Records Staffing

The Records Supervisor directs, manages, supervises, and coordinates the activities and operations of the Records Section. In addition, the Record Supervisor is a “working supervisor” who processes the records workload along with the assigned records and evidence clerk. The records and evidence clerk alternates her duties: Monday, Wednesday, and Friday in Evidence; and Tuesday and Thursday in Records. To maintain cross-trained skills in both Records and Property and Evidence, the Records Supervisor also rotates her duties weekly between both sections with the P&E Supervisor.

The following table reflects authorized and actual staffing levels at the time of the site visit (May 2023). The supervisor has almost five years’ experience, while the clerk reached the one-year mark of experience recently.

TABLE 7-6: Records/Property and Evidence Section Staffing

Rank	Authorized	Actual	Vacant
Records/Prop. and Evidence Manager	1	1	0
Records Supervisor	1	1	0
Property and Evidence Supervisor	1	1	0
Records and P&E Clerk	1	1	0
Total	4	4	0

Records staff work a weekday 5/8 schedule Monday through Friday with daily hours of 7:30 a.m. to 4:00 p.m. The Records Section is closed after normal business hours and on weekends. Management and supervision can be contacted to provide assistance or respond, if necessary. It is a rare occurrence that after-hours assistance is needed.

With staffing as described above, Records staff are able to handle Records workload demand. If a planned vacation and a sick call occur on the same day, short-term staffing adjustments can be made to minimize the workload impact due to cross-training with Property and Evidence staff. The Records Supervisor reported minimal to no overtime is expended for Records staff workload.

Workload Demand

Contrary to the common perception that functions performed in law enforcement records divisions are simple tasks such as filing reports and providing copies as needed, there is an exhaustive list of duties performed. Many of these duties are closely regulated by federal and state laws to protect the privacy of individuals and to ensure compliance with mandated functions. The following is a list of many of the general duties performed by Records staff, most of which are daily tasks:

- Reviewing and processing all documentation provided by sworn staff.
- Conducting criminal history checks.
- Answering telephone calls and transferring as appropriate.
- Handling walk-in customers at the front desk.
- Verifying and maintaining documentation in the RMS.
- Responding to document, video, and/or photographic image requests from the public and law enforcement/criminal justice community.
- Accepting fees for fingerprinting and copies of reports.
- Preparing and distributing reports for prosecutors and others.
- Responding to requests for the release of various documents/tapes/ photographs as required under the Public Records Act (PRA).
- Receiving and distributing incoming and outgoing mail.
- Purging records as directed by the records retention schedule.
- Preparing statistical reports, including those for command staff and public records requests.
- Other duties as assigned.

For a perspective on the volume associated with just some of the overall Records workload demands, Records staff annually performed the estimated document processing volume as follows (noting the impact of COVID on overall activity in 2020):

- 2020 – 13,260.
- 2021 – 14, 860.
- 2022 – 14,000.

These estimates are based on the processing of police reports, misdemeanor citations, traffic citations, arrests, scanned reports/documents, preparation of court filings and any other process of significance to include all items created by sworn staff and that cross through Records for verification and completion before dissemination to their required sections or other agencies.

While some agencies choose to assign specific duties to singular employees who serve as a specialist in performing the duty, CBPD has opted to have all personnel cross-trained in virtually all duties and in effect has created generalists capable of working throughout the section. And while there are some collateral duties generally performed by a specific employee, even those functions are covered by cross-training. CPSM strongly supports this approach as it ensures a continuity of workflow during unanticipated absences.

As is clearly evident, Record's responsibilities and its myriad duties result in a considerable workload. Despite the workload, the Records Supervisor indicates the current Records staff is adequate for the current amount of work. Document filing was identified as generally the only area where a backlog occurs. It was explained the department still maintains hard copies of documents, all which require filing and retention for various periods. The department is working toward a paperless system; however, when a true "paperless" environment will be

accomplished is unknown. CPSM recommends addressing the filing backlog by the assignment of volunteers or light-duty personnel, as needed.

With the Records & Property and Evidence Manager's pending retirement, an opportunity exists to restructure staffing in this function. CPSM believes that a one-half time manager, one supervisor, and two clerks can adequately manage the workload of this section. This configuration would complement the restructuring of Support Services Division and the Communications Center as discussed in reporting on that function. In *Section 9, Proposed Reorganization*, we will address this further.

Training

The level of knowledge and attention to detail required for the list of tasks noted above is significant. Newly hire Records staff are trained by tenured staff utilizing the Records Manual, the Records New Hire Checklist, and department policy, including Policy 250.00, Records Management. New hires are exposed to the multitude of documents and processes as these items come into Records. Examples in the Records Manual are also used as exercises to train on less frequently encountered duties. It can take months for new staff to become proficient, with the Records Manual as a reference for new items or as a refresher to prior training. In fact, training is an ongoing process. The training program is documented in the Records Manual and Policy 250.00. The curriculum includes internal department training and mandated State of Florida public records, Florida Records Management Association, and Police Records Information training.

Online Access to Police Reports

Previously, we addressed days/hours of public access to the Records Section. There are a host of reasons the public may visit CBPD Records. These include obtaining copies of police reports, mandated offender registrations, vehicle release authorizations, oversize vehicle permits, animal licensing, subpoena service (police related), etc. While desired police reports may stem from a variety of police-involved actions, frequently they involve traffic collisions, especially as it relates to insurance adjusters who routinely obtain such reports as a result of a claim.

As a convenience to the public, and as mandated by state law, the public has the ability to request a copy of a police report by appearing in person, by phone, e-mail, mail, or by submitting an online form via the department website. CBPD received an estimated 850 such requests in 2022, 600 in 2021, and 300 in 2020.

CBPD does not offer online crime reporting capability to the public. CPSM recommends this online reporting option be explored for its benefit to the public and the department. COPLOGIC by Lexis Nexis is one such system used in the industry, though CPSM makes no endorsement of any product.

Policies/Operational Guidelines

The Records Section maintains a formal manual of standard operating procedures. This reference manual contains documentation outlining "how to" accomplish the vast array of records-related practices. The Records Manager oversees the maintenance of this resource, and reviews and approves items for inclusion.

The manager is in the final stages of preparing this paper manual for upload to make it an electronic, searchable version. The manual will be housed on CBPD internal servers for access by authorized staff. This should be an excellent reference for all department staff.

CBPD's department manual references Records in Policy 250.00, Records Management, which provides guidance detailing specific CBPD practices including the maintenance and release of department records.

Policy 250.00 is missing sections 12 and 13. Staff explained the sections, "Records Management Computer Security" and "Hardware and Software Management" were moved in 2013 to a different department policy specific to Information Technology. CPSM recommends Policy 250.00 be revised to reflect the correct section numbers.

Records Management System

The records management system (RMS) used by CBPD is Technology Enterprise Group's TRACS software. This system is new to CBPD, going online in late 2021. To date, staff have not identified any specific interface issues with other department systems. As expected, staff are experiencing growing pains as they gain knowledge of the system.

Patrol officers complete their reports including crime coding on laptops. Records reviews the report for coding accuracy and other verification points before accepting the report. The system lacks functionality to allow field supervisors to electronically approve officer reports. The reports must be printed, signed manually by a supervisor, then re-scanned into the system. The system also lacks a report que where CID or other investigative units can scan for relevant reports. CID reviews daily reports to identify new cases. The Sergeant must access printed report copies to review and assign cases. The assigned investigator can then identify the case in the RMS and attach any supplemental reports.

Identified issues have been related to developing, populating, and generating data and management reports. As well, issues have arisen regarding the activation of various RMS modules to include Property and Evidence, which is currently being developed, and Case Management. Discussion with staff indicates additional training may resolve the Case Management issues as ad hoc reports and queries are possible in the system. This would allow CID to move away from the Excel spreadsheet tracking currently utilized. Section staff indicate IT support, both from the RMS vendor and city IT, have been responsive to department needs, though as noted several significant issues remain to be resolved. CPSM recommends staff continue to work with the vendor and city IT to address in an expeditious manner the TRACS issues.

FBI UCR Crime Reporting

Annually, the Federal Bureau of Investigation produces a Uniform Crime Report (UCR) that provides comprehensive crime and other law enforcement data for agencies across the country. Data are provided by the states after each state collects and processes the data received from local agencies.

The FBI has transitioned its UCR reporting to a more comprehensive model, the National Incident Based Reporting System (NIBRS), as of 2021. The UCR model calls for the reporting of the most serious crime recorded when multiple crimes occur during a specific incident. For instance, in a home invasion robbery, where an assault occurs during the course of the robbery, the robbery would be reported rather than the assault in the prior UCR process. Under the NIBRS reporting format, both crimes will be reported. CBPD has transitioned to NIBRS with full implementation, although issues with UCR reporting have occurred, delaying 2021 reporting. Records staff is working to resolve the issues.

Monthly, Records is charged with reporting crime data to the state's Department of Law Enforcement for inclusion in UCR/NIBRS reports. The submission is prepared based upon data entered into the records management system. CBPD has assigned responsibility for coding and clearance to patrol officers and investigating detectives, with review for accuracy by Records. Many agencies that have fully implemented the NIBRS are reporting time-consuming reconciliation issues with NIBRS. CBPD reports minimal issues or impact on overall workload.

FBI UCR Clearance Rates

CPSM maintains that while preventing a crime is of utmost importance to any law enforcement agency, solving crime should have parity. The solving of crimes which results in the prosecution of offenders not only prevents future crime, it provides much-needed closure to crime victims. Clearance rates, as defined and measured by the FBI Uniform Crime Report (UCR), are the benchmark for a department's effectiveness in solving crimes.

The following two tables provide Cocoa Beach's 2020 and 2021 UCR clearance rates with comparison to state and national rates.

TABLE 7-7: Reported Cocoa Beach, Florida, and National Crime Clearance Rates, 2020

Crime	Cocoa Beach			Florida			National		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances*	Rate
Murder Manslaughter	1	2	100%	1,293	802	62%	18,109	9,851	54%
Rape	3	1	33%	7,655	3,281	43%	110,095	33,689	31%
Robbery	2	0	0	13,514	5,707	42%	209,643	60,377	29%
Aggravated Assault	42	32	76%	60,828	32,216	53%	799,678	371,051	46%
Burglary	22	2	9%	52,089	11,989	23%	898,176	125,745	14%
Larceny	222	16	7%	292,519	56,243	19%	4,004,124	604,623	15%
Vehicle Theft	20	1	5%	382,758	8,625	2%	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 7-7: Reported Cocoa Beach, Florida, and National Crime Clearance Rates, 2021

Crime	Cocoa Beach			Florida			National		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances*	Rate
Murder Manslaughter	0	0	NA	586	396	68%	22,900	11,500	50%
Rape	5	0	0%	4,544	1,585	35%	144,300	16,500	11%
Robbery	5	5	100%	6,112	2,648	43%	202,200	48,800	24%
Aggravated Assault	26	26	100%	31,901	17,041	53%	943,800	297,500	32%
Burglary	20	12	60%	23,705	5,399	23%	899,700	107,200	12%
Larceny	203	33	16%	143,686	2,4985	17%	4,627,000	508,900	11%
Vehicle Theft	23	1	4%	18,536	4208	23%	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*.

The UCR establishes strict, three-prong criteria for clearing of a case. For UCR 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. Convictions or acquittals are not factored into clearance rates.

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.

As discussed in the CID section of this report, UCR 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.

CBPD management is provided UCR information via the FDLE CJIS report. Management indicate minimal review or assessment of UCR data and uses within the department. Management should re-evaluate its use of UCR data.

Payment Options

One concern noted in Records operations is staff handling of cash at the CBPD public window. Depending upon the service sought, whether for the collection of fees, vehicle release payments, purchase of report copies, etc., the public may pay with cash, check, or money orders.

CBPD Policy 250.00, Records Management, Section 11(E), addresses funds management and identifies procedures and responsible parties. Policy dictates the city's Finance Department conduct an annual audit of the Records cash account. Records staff indicate such audits do occur and are retained by the Finance Department. Records staff did not have documentation on cash processing totals, nor was it readily available from the Finance Department. Though a cash intake process has been established which contains appropriate detail and oversight, cash transactions present an unnecessary risk to the city and the department.

As an example, a few years ago, a records manager at a municipal police department in suburban Los Angeles pled guilty to grand theft after stealing money she collected in the course of her duties over many years. Though she agreed to reimburse the city \$140,000, department estimates placed the loss at more than \$340,000. These were cash transactions for those of the same nature that take place in Cocoa Beach.

CPSM is not suggesting suspicious activity has occurred; however, CPSM maintains that the present system presents an unnecessary risk to the city, CBPD, and its staff. Payment processing should be revised to eliminate the acceptance of cash.

Records Recommendations:

- CPSM strongly supports the continued practice of cross-training, as this approach ensures a continuity of workflow during unanticipated absences. (Recommendation No. 70.)
- CPSM would recommend the Records and P&E unit consist of a one-half time manager, one supervisor, and two Records/P&E clerks going forward after the current manager's retirement.

This configuration would complement the restructuring of Support Services Division and Communications as outlined in this report. (Recommendation No. 71.)

- The use of volunteers or light-duty personnel should be explored to address the backlog of document filing. (Recommendation No. 72.)
- The number and type of daily public counter contacts should be tracked to evaluate impact on staff productivity. (Recommendation No. 73.)
- The assignment of volunteers or light-duty personnel to public counter duty should be explored to relieve Records staff if workload analysis supports this assignment. (Recommendation No. 74.)
- CPSM recommends the online reporting option be explored for its benefit to the public and the department. (Recommendation No. 75.)
- CPSM recommends Policy 250.00 be revised to address the missing section numbers. (Recommendation No. 76.)
- Continue addressing noted TRACS issues with the vendor to resolve identified concerns in an expeditious manner. (Recommendation No. 77.)
- Department management should re-evaluate its use of UCR data as it can be an important measure of unit and individual performance. (Recommendation No. 78.)
- Eliminate the acceptance of cash for department transactions at the public counter to remove an unnecessary risk to the city, CBPD, and its staff. (Recommendation No. 79.)

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PROPERTY AND EVIDENCE

Under the direction of the Records and Property and Evidence Manager, day-to-day operation of the Property and Evidence (P&E) function is the responsibility of the P&E Supervisor. A one-half time clerk rounds out the staffing. All personnel are crossed-trained in the Records function.

The property and evidence function is charged with the intake, processing, storage, and disposal of evidence and property introduced to the department as evidence, for safekeeping, or as found property. In addition, P&E staff are responsible for the preservation of the items for possible future analysis, and the lawful release or disposition of property as appropriate.

The intake, storage, and disposition of weapons, narcotics, currency, and valuable jewelry make this function one of the highest-risk operations in any police department. In some cases, audits that revealed unaccounted for property and evidence led to the termination of police executives, even 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.

Policy

Policy governing P&E is found in Section 206.00, Property and Evidence Management, of the Cocoa Beach Police Department policy manual. The intent of the policy is to provide accountability and control of found, recovered, and evidentiary property. The Property and Evidence Custodian is accountable for all property/evidence accepted by or stored in the property/evidence room. Policy 206.00 states the Cocoa Beach Police Department Records &

Evidence Supervisor is the Property and Evidence Custodian. However, it appears this position does not exist based on current Records/P&E job titles. Policy should be revised to reflect current titles and responsibilities in the unit.

P&E staff state the directives and guidance of the Florida Department of Law Enforcement Crime Laboratory Evidence Submission Manual, and the Property and Evidence Association of Florida, which recommend a number of policies and practices to ensure proper safekeeping of an agency's property and evidence facilities and items held, are followed. CPSM found Policy 206.00 lacks documentation of P&E security requirements as recommended by PEA and CFA, many of which have been identified in this report as recent or planned security enhancements. CPSM recommends policy 206.00 be reviewed against the noted directives and guidelines and revised as necessary.

CBPD has been developing a Property Management Manual as a guide for members of the Property and Evidence Unit to maintain and improve the efficiency and ensure the integrity of the property room. This manual is scheduled for completion and publication in June 2023.

Staffing

The P&E Supervisor, who was the Property and Evidence Clerk for five years prior to promotion, directs, manages, supervises, and coordinates the activities and operations of the section. In addition, the P&E Supervisor is a "working supervisor" who also processes the P&E workload along with the assigned records and evidence clerk. The records and evidence clerk alternates her duties; Monday, Wednesday, and Friday in Evidence; and Tuesday and Thursday in Records. With less than one year of experience, the clerk is focusing mainly on Records duties. This requires the P&E supervisor to handle the majority of P&E duties at this time. All staff in Records and Property and Evidence are cross-trained in both functions. To maintain cross training skills in both Records and Property and Evidence, the P&E Supervisor also rotates her duties weekly between both sections with the Records Supervisor. This allows for seamless operation in the case of increased workload or staff schedule variances. The P&E Supervisor reported minimal to no overtime is expended for P&E staff workload.

The P&E staff work a 5/8 schedule Monday through Friday with daily hours of 8:00 a.m. to 4:30 p.m. P&E technically has a minimum staffing of one. As all Records and Property staff are cross-trained and work the same schedule, any staff member present can address either unit's workload. There is no P&E staff coverage from 4:30 p.m. to 8:00 a.m. during the week and no coverage on weekends. Management and supervision can be contacted to provide assistance or respond, if necessary. It is a rare occurrence when after-hours assistance is needed.

As we discussed in reporting on the Records function, with the Records/Property and Evidence Manager's pending retirement, an opportunity exists to restructure staffing for these functions. Given the agency size and workload demands, CPSM believes that a restructure is in order. In fact, the retiring manager stated three persons can handle the units' workload and this assessment was supported by the two supervisors with some reservation. Again, CPSM would recommend the Records and P&E units be combined and consist of one-half time manager, one supervisor, and two records/P&E clerks.

Property Management System

The CBPD has not employed a computer-based property and evidence management system to date. However, with the department's change to a new records management system in late 2021 to TRACS, a property and evidence (P&E) module is expected to be built out and operational in the foreseeable future. CPSM supports this transition, though a specific

operational date has not been determined. The current P&E process is paper-based, with primary record keeping via a ledger system. It was reported the new software module may lack a barcode labeling system, which would require the continued use of hand-written labeling. Adding a barcode system to this module would provide a level of increased accuracy and efficiency. Staff indicate the current paper process is adequate, but look forward to the computer-based process.

CPSM would add that nearly all agencies studied by our teams have migrated to a computer-based property and evidence tracking system including bar coding; such a module is often within a department's records management system. We have previously addressed the department's lack of use of available IT platforms in areas including detective case management and K-9 operations. We believe that the lack of dedicated/in-house IT support contributes to this situation. CPSM's fire department assessment team advised the police assessment team that the CBPD faces similar technology challenges. In Section 8, Department-wide Matters, which follows, we will dedicate a section to reporting on Information Technology and will offer recommendations to address this issue.

Training

There are no state-mandated training requirements for property technicians. New P&E staff receive in-house training provided by existing staff. Documentation of such training is not maintained, something CPSM recommends should occur. CBPD follows guidelines provided by the Florida Department of Law Enforcement Crime Laboratory Evidence Submission Manual and the Property & Evidence Association of Florida (PEAF) for training purposes. PEAFF recommends training be provided to all property officers, supervisors and managers focused on receiving knowledge and enhancing skills in the field of property and evidence management. PEAFF has an optional P&E certification program available for staff to attend, which CPSM would recommend, when staffing allows.

CPSM recommends property staff attend the yearly PEAFF conference to receive refresher training and to learn new best practices concerning P&E. Optional courses addressing specific areas of concern to CBPD should be explored through PEAFF and/or the International Association for Property and Evidence. Any and all training should be documented and retained including new employee training. Complete and accurate training records can substantiate expertise for court testimony and other legal purposes.

Workload

As noted above, police departments take in many P&E items each year and CBPD's unit is no exception. Due to the paper-based system CBPD operates with, staff are unable to easily identify its total workload. The number of P&E items processed and the number of tasks and activities cannot be tabulated without extensive hand counting of the current and historical property books by staff. The number of items taken in annually by the unit averaged 1,422 over the last three years, which is commensurate with agency size and activity. The total number of P&E items currently held by CBPD is unknown. Staff believe the oldest item held in P&E facilities is from 1977. As stated elsewhere in this report, the P&E unit is doing a great job purging items as they are approved for disposal by the State's Attorney. This active purging process minimizes excess P&E items to those primarily requiring disposition.

Intake and Processing

The P&E Unit is located on the second floor of the main police facility. The evidence preparation area is in an unsecured anteroom of the secure Property and Evidence Room and is monitored by a camera. Officers prepare the evidence in a well-equipped preparation area by completing a full and complete account of each property and evidence item. A property receipt is also prepared by the officer to accompany the item. After the item is entered into the officer property book, packaged, and marked for identification, the officer places it along with the property receipt in one of the 21 secure lockers situated in a bank of two-way lockers in the preparation area.

Two additional lockers in the evidence preparation area have keys for officers to temporarily store an item until it is ready to be packaged and submitted to the property clerk. These two lockers are used when an officer can't complete the evidence booking process due to unforeseen circumstances. Officers are provided access to the locker key to finish processing by the property technician from a coded key box.

Each work day the property clerk accesses items placed in the temporary lockers by officers through the locker's secure access point in the P&E Room. The clerk examines the item to ensure proper identifying information is affixed. The item is entered into the master property book while comparing the officer's entry in the officer property book for accuracy. The clerk enters a storage location on the item, in the property book, and on the receipt, then places the item in the identified storage location. This described process is common practice for P&E rooms

Storage/Security

The main P&E room includes the P&E clerk's work area, shelving containing stored evidence, and rear access to the temporary lockers where officers initially secure their items to be booked into P&E. A small lock box is attached to the wall here which contains keys for locks to secure spaces in the P&E rooms, access to which is limited to the four staff members.

Access to the P&E room is via a single-entry door secured by a keyless entry card system. Also, two cameras monitor this room. These and other cameras discussed below are not monitored; however, video is stored on a DVR to which city IT has access. The entry card system was put in place just prior to CPSM's site visit. Entry card access is given only to the Records/Property Evidence Manager, the Records Supervisor, the Property and Evidence Supervisor, and the records/property evidence clerk. The entry door to the P&E room is not alarmed, though P&E standards dictate such a system. An alarm system would alert the communications center if unauthorized entry is made/attempted to the P&E room and other interior rooms. P&E staff stated discussions regarding a plan to install an alarm system are ongoing with department management. CPSM recommends alarms should be installed and activated as soon as feasible.

The keycard data is retained on a Continental CA4K server housed in the department's secure server room. Authority to view such data lies with the city's IT Specialist, who has no authorized access to any P&E areas. An audit process of the keycard system has not been established due to the recent install. An audit process of keycard usage should be added to department policy.

The pre-existing hard key lock remains on the door. Keys to this lock are maintained in the possession of the four staff. A hand-written security log is maintained for recording access to the secure property room by persons other than those authorized above. Entry by such persons requires escort by authorized personnel. Standards dictate all keys, access codes, combination numbers, and key cards should be closely monitored and accounted for annually.

The main storage area in the P&E Room is organized and clean. Storage containers and shelving are clearly identified. Staff indicate significant storage space is available as the room is significantly larger than the storage area in the prior police facility. In addition, to their credit, staff have maintained a robust purging process which has eliminated the significant backlog many agencies suffer from.

A refrigerator, a freezer, and a drying cabinet also stand along a wall in the P&E Room. Evidence stored in police refrigeration units is biological evidence such as DNA, blood, etc. that is common in felony cases. Oftentimes, the biological evidence is the only evidence identifying the suspect in a criminal case and is the most important piece of evidence. It is imperative precautions are taken to ensure that the evidence remains at the established temperature parameters. Evidence standards indicate the refrigerator and freezer units should be equipped with an alarm/monitoring system to indicate if there is a change in temperature or an equipment malfunction. The alarm should be monitored 24 hours per day with notification to the on-duty supervisor, the Communications Center, or other designated personnel. To date, the refrigerator and freezer units have had no such alarm/monitor. Staff indicate the monitors have recently been ordered and are awaiting installation. CPSM recommends these temperature monitors alarms be installed forthwith to meet standards.

Also, inside the main room are two other secure rooms; one for narcotics storage and one for extra security items such as firearms including a safe for jewelry and cash. These rooms also have the recently added keycard access and the prior hard key locks remain. Each room has a camera monitoring the interior, but the entry doors lack an intrusion alarm. Standards dictate all storage areas should be alarmed and monitored. Also, the date of the last safe combination change is unknown to staff, so it is recommended the combination be changed after upcoming personnel changes, at the least.

Handguns held in the secure caged area are stored in boxes on open shelving with proper identification. Rifles are clearly tagged and stored in open trash can-like receptacle which contains the items well, while retaining organization with proper tagging.

Property held for a long term and over-sized property (mainly bicycles) storage is in a fully enclosed and locked chain-link fence area in a parking garage next to the police facility. Larger items to include boats and vehicles are stored in the gated vehicle storage area at Cocoa Beach Public Works.

In the P&E Policy section above, PEA and CFA identify recommended security enhancements to ensure the accountability, control, and chain of custody over found, recovered, and evidentiary property. CPSM has pointed to a number of recent P&E security enhancements here and others still to be implemented. Going forward, CBPD should ensure its policies and procedures are in compliance with PEA and CFA guidelines as revisions from these groups are published.

Purging

As noted above, an important component of having a well-managed P&E unit is maintaining a robust purge and destruction process. Purging eliminates items that no longer need to be held by the department and creates space in the property storage areas. Without such a process, P&E facilities can become messy, unorganized, and chaotic. The unit was unable to provide a number of items that could be purged or the amount of time it would take to complete; however, staff estimate the unit has purged eligible items through 2021. This is quite an accomplishment based on CPSM's experience with other P&E operation assessments.

Property Release

The P&E clerk is available to the public for property release Monday through Friday, 8:30 a.m. to 4:00 p.m. Appointments are preferred during business hours for property release, but walk-ins are serviced. This availability provides adequate public access.

Audits and Inventories

One of the most overlooked areas of managing law enforcement-held property and evidence is the audit and inventory responsibilities. The purpose of a police department 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 the consequences of mismanagement of property and evidence can lead to agency embarrassment, lost court cases, loss of public confidence, and financial loss.

CBPD's P&E "examinations, inspections and inventories" (audits) are described and directed in section 206.00 (7) (A) of the Property and Evidence Management policy. Policy states an audit should be conducted to ensure conformance as noted:

- Conduct an annual examination of all property/evidence maintained by the Custodian.
- Annually inspect property/evidence storage areas.
- Conduct an annual inventory of evidence.
- An annual inventory of property is to be conducted by the custodian and a designee.
- An inventory is conducted whenever the property/evidence custodian is assigned to and/or transferred from the position.

CBPD has met and maintained the annual audit requirements and provided detailed management reports of such audits.

Property and Evidence Recommendations

- Policy 206.00 should be revised to reflect current job titles to ensure accountability and responsibility. (Recommendation No. 80.)
- Policy should be revised to detail P&E and CFA P&E facility security standards regarding access, monitoring, and alarms. (Recommendation No. 81.)
- CPSM recommends the Records and P&E unit be combined and consist of one-half time manager, one supervisor, and two records/P&E clerks going forward after the current manager's retirement. (Recommendation No. 82.)
- CPSM recommends the transition from a paper system to the electronic property management system be accomplished as expeditiously as possible. (Recommendation No. 83.)
- A barcode system should be added to the property management system module to provide a level of increased accuracy and efficiency. (Recommendation No. 84.)
- All P&E training should be documented and recorded. (Recommendation No. 85.)

- CPSM recommends P&E staff attend the P&E certification program to enhance P&E knowledge and skills. (Recommendation No. 86.)
- CPSM recommends property staff attend the yearly P&E conference to receive refresher training and to learn new best practices concerning P&E. (Recommendation No. 87.)
- CPSM recommends entry door alarms be installed and activated as soon as feasible. (Recommendation No. 88.)
- CPSM recommends all keys, access codes, combination numbers, and key cards be closely monitored and accounted for annually. (Recommendation No. 89.)
- CPSM recommends the purchased refrigerator/freezer temperature monitors/alarms be installed forthwith to meet standards. (Recommendation No. 90.)
- With the installation of electronic door entry on P&E doors, keys to the standard door locks should be removed from staff with one key placed in a secure location for emergency access. (Recommendation No. 91.)
- The P&E safe combination should be changed with the upcoming personnel change to meet standards. (Recommendation No. 92.)

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SECTION 8. DEPARTMENT-WIDE MATTERS

In this section, we will discuss components of police operations which are outside the confines of a specific operating division, but which are important to overall department operations, nonetheless. These components include Accreditation, General Orders (Policy), Special Events, Information Technology, Automated License Plate Readers, the Citizen Police Academy, Citizen Observer Patrol, and Succession Planning.

ACCREDITATION

Accreditation is the certification by an independent reviewing authority that an entity has met specific requirements and prescribed standards. Accreditation has long been recognized as a means of maintaining the highest standards of professionalism. Accredited status of a police department can be attained through the Commission for Florida Law Enforcement Accreditation, Inc (CFA) by a law enforcement agency that meets more than 250 professional standards. Florida Statute, Chapter 943, Section 125, established this voluntary law enforcement accreditation program. The CFA awarded its first agency accreditation in 1996.

The Cocoa Beach Police Department first sought and received accreditation in 2015, with subsequent renewals in 2018 and 2021.

An Accreditation Manager position was created and funded to manage the Accreditation program for CBPD. The duties of the Accreditation Manager, a non-sworn position, include but are not limited to, planning and coordinating the accreditation activities and processes, managing the accreditation program, organizing work, setting priorities, and making assignments. The manager coordinates mock assessments in preparation for the triennial CFA Accreditation Assessment. The position also provides administrative support to department management, as directed.

To maintain its accreditation status, the Cocoa Beach Police Department strives to maintain a system that ensures periodic reports, reviews, and other activities mandated by law enforcement accreditation standards are accomplished, and that all members are familiar with the accreditation process. Department policy dictates members shall make every effort to achieve and maintain state recognition status by meeting and/or exceeding accreditation standards.

The incumbent Accreditation Manager assumed responsibility for the position in January 2021, and was appointed permanently in April 2021. The manager assumed the position six months before the last assessment and directed the department through a successful accreditation process. The Accreditation Manager has received specialized accreditation manager training as required by accreditation standards.

Accreditation standards also require new CBPD members to receive an overview on the agency's accreditation standards and process during their orientation and/or field training. The Training Coordinator is responsible for coordinating the training. The Accreditation Manager indicates CBPD is in compliance with this requirement.

It is the responsibility of the department command staff, managers, and supervisors to ensure continued compliance with all standards applicable to their commands and to familiarize their respective personnel with those standards. The department members' dedication to continued

compliance with CFA standards is evidenced by the 2021 Accreditation Assessment Team's overwhelming approval of the department's re-accreditation.

Accreditation Recommendation:

- Continue to maintain CFA Law Enforcement Accreditation standards and seek re-accreditation in 2024. (Recommendation No. 93.)

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GENERAL ORDERS (POLICY)

Throughout this assessment, CPSM has reviewed various policies related to the functions that we examined. With few exceptions that are addressed in our reporting on individual functions, CPSM found the department's policies to be comprehensive. While some agencies have more general policies, with a secondary procedure manual, Cocoa Beach incorporates both into one set of orders. As such, the orders are very detailed. There are various references to the Commission for Florida Law Enforcement Accreditation (CFA) throughout the manual, which suggests that the policies are consistent with CFA accreditation standards. This contributes to the strength of the manual.

We bring to your attention one area for consideration. While policies provide guidance to department operations, they also serve as check-point for litigation. When an officer's actions deviate from the policy, attorneys will frequently point to strict policy language and argue that this deviation is evidence of misconduct. Due to the complexity of policing, it is sometimes difficult to develop policies that that can be applied to every situation. CBPD recognizes that fact in General Order 001.04, Written Directives, which includes this passage:

5. PROCEDURES

"Procedures designate a way of performing or affecting an act composed of steps or a course of action. A procedure may be mandatory in tone by using words such as "shall" or "will," or may be instructive in tone by using words such as "should," "must," or "may." Given the nature of police work, situations will arise that are not addressed by the Standard Operating Procedure. In those instances, employees shall rely on resource material issued by the Department, training manuals, the City of Cocoa Beach Employee Guide and Standard Operating Procedure 050.20 Mission, Ethics & Oath. Further guidance, when necessary, shall be sought from the On-Duty Shift Supervisor."

For these reasons, some General Order manuals go a step further and include a specific provision that recognizes that there may be circumstances in which an officer must act in a manner not consistent with policy, and that this deviation is warranted if specific, articulable, and reasonable facts support the deviation.

It is not our intent to provide legal guidance here, nor are we qualified to do so. We simply suggest that the department may wish to consult with the city's legal counsel to determine if it would be beneficial in potential litigation matters to have such language included in the CBPD General Orders.

General Orders Recommendation:

- The department should consult with the City Attorney to determine if it would be beneficial to include a provision in the General Orders that allows for deviation from policy if specific articulable facts warrant such. (Recommendation No. 94.)

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SPECIAL EVENTS

Virtually all cities host special events throughout the year, some more than others. Cocoa Beach is among those communities that hosts a large number of events. Cocoa Beach Municipal Code Chapter 14, Special Events, codifies the city's policy as to how those events are regulated.

As part of the fabric of most communities, special events provide both educational and entertainment value to residents and guests. From an economic standpoint, they benefit both private and public interests. The value of special events is unquestionable.

However, special events may substantially increase workload for city staff. Among those impacted are Public Works, Parks and Recreation, Fire, and Police. As is the case with most cities, and with few exceptions, staff must come in on their day(s) off to provide necessary services.

CPSM requested information on special events that have an impact on the police department and the personnel involved in each event. We were provided with the following list:

- CB Fireworks Display: 13 officers, 6 Beach Rangers, 4 Parking Enforcement, 3 Dispatchers.
- Artemis Launch: 11 officers, 6 Beach, 4 Parking Enforcement, 3 Dispatchers.
- Beach n Boards: 15 officers.
- Beach Condo Association meeting January: 1 officer.
- CBHS Parade: 6 officers, 4 Beach Ranges, 3 Parking Enforcement, 4 COPs.
- CBHS Graduation: 2 officers.
- CBHS Homecoming Parade: 9 officers (all on duty), 4 Parking Enforcement (all on duty).
- CBHS Project Graduation: 1 officer.
- Church service overnight security: 1 officer.
- Circle K Demolition: 1 officer.
- Cocoa Beach Art Show: 13 officers.
- Cocoa Beach Marathon: 8 officers, 4 BRs, 5 PES.
- Cocoa Beach Triathlon: 9 officers, 5 PES.
- Cocoa Beach Turkey Trot 5K: 3 PES.
- Cocoa Beach Winter Fest: 2 officers.
- Conquistador Condo Association: 1 officer.
- Dog Surfing Contest: 4 officers.
- Easter Sunrise Shepard Park: 2 officers.

- Florida Bike Fest: 2 officers.
- Four Season Condo Xmas boat parade security: 2 officers.
- FRI Fest (9 monthly events: 2 officers for each event.
- Health and Fitness Fest: 2 officers.
- Health and Fitness Fest overnight security: 1 officer.
- Juice n Java Kick off Party: 2 officers.
- Lucky Leprechaun 5K: 1 officer, 2 PES (all on duty).
- Mayhem on Minutemen: 1 officer.
- NKF Surf Festival: 9 officers.
- Our Savior's Fall Festival: 11 officers.
- Powerboats Street Party: 9 officers.
- CBHS Project Grad Beach Walk: 3 officers.
- Publix Security Detail: 5 officers.
- Red Bull Foam Surf Top Surf Fest: 2 officers.
- Red Bull Contest Overnight Security: 1 officer.
- Riverside Presbyterian Church Concert , 4 events: 1 officer for each event.
- Sip n Stroll After Party February: 2 officers.
- Sip n Stroll After Party October: 2 officers.
- Sip n Stroll February: 4 officers.
- Softball League Draft Party: 2 officers.
- Space Coast Mural Fest: 8 officers.
- Space Coast Mural Fest overnight security: 4 officers.
- Special Olympics Surf Contest Overnight Event Site Security Aug: 1 officer.
- Special Olympics Surf Contest Overnight Event Site Security July: 1 officer.
- Sunrise Service Lori Wilson: 2 officers.
- Surfing Santas: 2 officers, 2 PES, 9 BRs.
- Surfing Santas overnight security: 1 officer.
- Thunder on Cocoa Beach: 5 officers.
- Thunder on the Beach Concert: 9 officers.
- When you need a friend: 1 officer.

These special event deployments generally fall on the employees' days off, and are in addition to overtime deployments to meet minimum staffing, court appearances, provide marine patrols, etc. We are acutely aware of how constant overtime mandates wear down a workforce.

Anecdotal reports from the police department suggest that this phenomenon is in play here in Cocoa Beach as well.

To address the demand for extra deployment, police agencies have identified various mechanisms to provide some relief. These include incorporating private security into the deployment plan, contracting with other area police departments that may be less impacted and can provide resources, and in one novel case, employing police officers from other area agencies as reserve officers for the host agency, and paying an hourly rate consistent with that of the host agencies' employees.

It is beyond the scope of this study to examine each special event to assess necessary staffing. Nor is it our intent to dissuade the city from hosting such events at this frequency. By reporting on special events, we simply want to ensure that appropriate parties in Cocoa Beach government understand the impact that special events have on the police department, as well as other city departments. In the case of the police department, we point out offer alternatives that other agencies have successfully utilized to provide necessary staffing, and to a degree, mitigate the impacts of near-constant overtime mandates.

Special Event Recommendation:

- Should special event workload demands grow or be determined to exceed the capacity of CBPD staff, the department may wish to consider contracting with neighboring agencies for support. Other options include hiring officers who are employed at other local agencies as temporary CBPD reserve officers, or contracting with private security companies to support policing needs where appropriate. (Recommendation No. 95.)

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INFORMATION TECHNOLOGY

Consistent with virtually all law enforcement agencies, the Cocoa Beach Police Department utilizes a wide array of information technologies. Aside from personnel, these technologies serve as the lifeblood of the organization and are essential to virtually all department functions. Prime examples include the 911 telephone system, the computer-aided dispatch system, the records management system, and the radio broadcast system. In addition, cell phones, body-worn cameras, mobile radios, E-cite devices, in-car laptops, and desktop computers are also examples of essential equipment that requires IT support, along with the myriad of software such as those noted below. A failure of any one of these systems can severely impact and/or cripple access to emergency law enforcement, fire and medical services.

Not only does the department rely on a vast array of technologies that often dwarfs that of other local government agency systems and needs, but the 24/7 nature of public safety agencies requires immediate and direct access to IT staff. When a system goes down, it interferes with the operation of the department. Those systems must be brought back on-line in a timely manner in order to be effective.

The range of information technology and related issues noted here for the police department apply in a similar fashion to the Cocoa Beach Fire Department. In discussions with our CPSM colleague conducting the Cbfd assessment, similar IT concerns have been identified for fire department operations. CPSM would recommend the assignment by the city of a, IT Specialist dedicated to public safety to address the IT needs of both the police and fire departments.

Throughout this report, we have identified technology needs, many of which are related to case management, management of personnel issues, investigations, and a host of related subjects. No law enforcement agency can afford to acquire all of the "latest and greatest" technologies. However, in the areas described, needs exist in CBPD for commonly utilized technology. We need not revisit specific needs that were addressed previously in reporting on the individual divisions. Here, though, we would offer a recommendation that the department create an Information Technology Committee.

The committee should be chaired by someone in command staff who has the authority to move recommendations forward, and should be made up of end users from throughout the department. Also, the city's IT department should be represented as a member of the committee. It is important that the participants are diverse in their skill levels regarding technology. Committees of this type have a tendency to attract only those who have a level of skill and comfort with technology; thus, the technologies they recommend/acquire are not user friendly for those with more general knowledge or less comfort. This results in the acquisition of technology that some end users shy away from, and the technology is then underutilized and ineffective.

For reference, a broader list of technologies in use in the department includes:

- Adobe Acrobat.
- Microsoft Office.
- Rapid ID – Mobile fingerprint scanner.
- MACH – CAD for MDC.
- TRACS - Officer field reporting and primary RMS.
- VLC Media Player.
- RSM (Old In car video player)
- Prepared Live (Dispatch only, 911 video).
- Rapid Deploy (Dispatch only).
- E-Agent (Dispatch only).
- FCIC/NCIC Console (Dispatch only).
- Symphony Console (Dispatch only, radio interface).
- Accurint/LexisNexis – Public records database.
- Outlook 365 (Microsoft Web access).
- FINDER.
- Motorola Evidence Library (Formerly Watchguard).
- Aladtec (Scheduling).
- Naviline
- D.A.V.I.D.
- E.L.V.I.S.
- PAYCOM Online.

- CJNET.
- ECATS ONLINE (Dispatch only).
- WEBEOC 911 (Dispatch only).
- NexTest (Dispatch, Patrol for CJIS testing).
- CJIS Online (CJIS Testing)
- Police Legal Science (Dispatch training).
- Power DMS.
- Prepared Live!

Information Technology Recommendations:

- The assignment of a Public Safety IT Specialist to address the IT needs of both the police and fire department is recommended. (Recommendation No. 96.)
- Establish a technology working group, with ample representation from "end users," to address current and future IT needs and issues within the CBPD, including elimination of work product redundancies. (Recommendation No. 97.)

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AUTOMATED LICENSE PLATE READERS

An automated license plate readers capture a video image of the license plates of passing vehicles and then searches databases to determine if the vehicle is stolen or otherwise wanted in connection with a criminal offense. Such devices can scan hundreds of plates per minute and can provide quick notification of a wanted vehicle. Such devices can be placed at a fixed location, or in a mobile patrol unit. ALPRs are invaluable tools for law enforcement and serve as a force multiplier for any agency.

Cocoa Beach is an ideal community for use of this technology. ALPRs placed at entrances to the city such as along State Routes A1A and 520 could identify potential threats coming into the city, and/or serve as an excellent way to alert for suspect vehicles in reported crimes. As an example, CPSM is aware of a recent case of a suspect vehicle in a murder case entering a neighboring community and the suspect was captured as a result of information relayed by an ALPR. It is unknown why he was entering the neighboring community, but clearly posed a significant threat to the residents.

While CPSM is not in the position of endorsing vendors, we are aware that Flock LPRs are increasing in popularity, and Flock may be among those companies that the city considers if there is interest in the utilization of this technology.

Automated License Plate Reader Recommendation:

- Strong consideration should be given to the utilization of automated license plate readers (ALPRs). These low-cost systems serve to identify vehicles entering the city and which are reported stolen and/or wanted in connection with a crime or suspect. They can serve as a force multiplier for the department. (Recommendation No. 98.)

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CITIZEN ACADEMY

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

In Cocoa Beach, while the academy focuses on policing, it also provides a broader view of city services/functions. Other departments that participate include the City Manager's Office, the Fire Department, and Public Works. As a result, the academy is 14 weeks in length versus the normal duration of approximately eight to nine weeks for a police specific academy. While Cocoa Beach has a novel approach to the citizen police academy, we believe that the citizen academy well serves both the police department and the broader city government services that participate.

Citizen academy classes are put on annually, and are limited to 25 participants. The most recent class graduated in April 2023. We support this endeavor, and commend the city, police department, and other participating city departments for their investment in this worthwhile endeavor.

No recommendations are offered.

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CITIZEN OBSERVER PATROL (COP)

The Cocoa Beach Police Department has a long-established volunteer program referred to as the Citizen Observer Patrol (COP). The program's coordinators are a detective and a patrol officer. At present, there are 12 volunteers involved as active participants, the longest tenured of which has been involved with the program for 25 years.

The volunteers are provided with a uniform that consists of a yellow polo T-shirt and black color BDU-style pants. All COPs volunteers are also provided with a windbreaker / jacket, rain jacket, traffic vest, whistle, and ball cap.

The COPs volunteers are issued two vehicles that resemble a regular police patrol vehicle but are distinguished by "Citizen Patrol" stickers on each side of the vehicle. Also, the light bar atop the vehicle emits only yellow or white lighting vs. red and blue lights.

The volunteers perform a myriad of duties to include:

- Assisting in searches for missing persons.
- Patrolling the city for suspicious activity / persons.
- Patrolling the city for safety hazards.
- Conducting residential, vacation, business, park, and school safety checks.
- Patrolling for signs of criminal mischief (graffiti and other property damage).
- Performing fire watch.
- Conducting traffic control upon certification, but shall not have law enforcement authority.

- Performing non-hazardous directed patrol assignments.
- Assisting citizens with disabled vehicles.
- Assisting with traffic direction at accident scenes and during special community programs.
- Serving as back-up for school crossing guards (upon state certification).
- Disaster response.
- Marine Patrol.
- Assisting in Records in a number of assignments as directed by Records.

We would offer another service option for the department to consider. In many communities, traffic safety is at the forefront of neighborhood concerns, especially speeding vehicles in neighborhoods. Some Jurisdictions have trained volunteers in the use of Lidar and radar. As complaints come into the department, volunteers may be assigned to conduct informal speed surveys at complaint locations to determine if a directed enforcement effort is warranted. If a pattern of speed violations is identified by the volunteer's efforts, officers can then be assigned to directed patrol/enforcement actions. In any event, the volunteer may contact the complaining party, if known. This effort is generally very much appreciated by that party who appreciates the effort put forth by the department and volunteer.

Staff advised that the department began tracking volunteer hours in early 2022. CPSM requested information on volunteer hours and we were advised that for the 12-month period from May 1, 2022, through April 30, 2023, 495.75 service hours were recorded.

CPSM offers a couple of observations regarding volunteer programs. First and foremost, volunteers perform a great service to departments and communities. They ask for little in return. Two important factors must be addressed by the department; (1) Recognition of their service is vital. Individually, their contributions must be recognized daily by the unit that they support. A sincere thank you for doing "X" today goes a long way. Secondly, the program should be recognized on an annual basis. The COPs coordinators indicated that they are planning a recognition dinner toward the end of the year. We strongly support this effort. We were impressed by the coordinator's enthusiasm regarding the COPs program, and suspect good days for the program are ahead.

Citizen Observer Patrol (COP) Recommendations:

- Explore the opportunity to train COPs volunteers in the utilization of Lidar/radar devices and assign them to survey vehicle speeds at complaint locations. (Recommendation No. 99.)
- Continue with plans to institute an annual awards event to recognize the COPs program and individual participants. (Recommendation No. 100.)

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SUCCESSION PLANNING

As command staff and other senior ranking department members seek to retire in the coming years, it is imperative efforts are made to develop the future leaders of the department. The focus cannot be limited to ranking officers, but must transcend the hierarchy of the organization to prepare the next generation of command staff down through the future first-line supervisors, both sworn and civilian.

The Chief should work with the Deputy Chief and Major to discuss performance observations of Lieutenants in an effort to identify strengths and deficiencies. Interviews should be conducted with each Lieutenant to ascertain what he/she believes are their needed areas of professional development in preparation for increased future responsibilities. Command staff should serve as mentors and ensure identified development needs for the Lieutenants are successfully completed.

Lieutenants should join the command staff to conduct a similar analysis of Sergeants. Once a development plan is determined for current Sergeants, Lieutenants should serve as mentors to the Sergeants, and be charged with ensuring the plan is successfully implemented.

In addition to formal educational opportunities and training needs (FBI National Academy, Senior Management Institute for Police, etc.), assignment of administrative tasks and to specialized units should be part of this plan. The recommendations offered in this assessment offer the opportunity to place administrative responsibilities on the shoulders of these first-line supervisors and mid-level management staff.

Some agencies have created a personnel development plan designed to provide a platform to identify skills and attributes needed to fill positions of rank and/or special assignment as they are vacated either through retirement or rotation. The stated goal of the document is to continually focus on the future of the organization with both short- and long-term planning aimed at developing personnel for organizational continuity. The document provides a resource manual intended to give supervisors and employees an overview of the types of skill sets needed for promotion and special assignments. This development plan can serve as a basis for a department's succession plan.

Finally, succession planning cannot be an informal process, but must be a carefully developed and written strategic plan.

Succession Planning Recommendations:

- Develop a written and strategic succession plan that transcends the hierarchy of the organization to identify and develop future leaders of the department. (Recommendation No. 101.)
- Consider development of a plan designed to provide a platform to identify skills and attributes needed to fill positions of rank and/or special assignments as they are vacated either through retirement or rotation. (Recommendation No. 102.)

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SECTION 9. PROPOSED RE-ORGANIZATION

Police department organization structures vary widely based upon a number of variables including the size and complexity of departments, ratios of command and supervisors to first line workers (i.e., police officers, TCOs, records clerks), breadth of services provided, operational objectives, fiscal constraints, and the preferences of the leadership of the organization, among other factors. There is no “one size fits all,” or only one, to the exclusion of all others, which is right for any organization. That is the case in Cocoa Beach, as well.

Nonetheless, for reasons related to a chain of command structure of one-to-one-to-one reporting that we have addressed as well as a top-heavy supervisory structure in the Support Services Division, CPSM believes that the present organization structure is less than ideal. An alternative that may be more suitable should be considered.

At present, the department organization chart displays a linear chain of command of Chief, Deputy Chief and Major overseeing four operating divisions: Patrol Division, Staff and Administrative Services Division, Criminal Investigations Division, and Support Services Division. CPSM believes that, through reorganization, there is an opportunity to group functions and roles in a streamlined arrangement, increase efficiencies through “flattening” of the organization command, and broaden opportunities for civilian members of the department, all while improving service delivery and ensuring consistency with best practices.

Additionally, CPSM suggests the creation of a Professional Standards Unit within the Staff and Administrative Services Division to centralize the vitally important and interrelated functions of Recruitment and Hiring, Training, Internal Affairs, and Accreditation under one command.

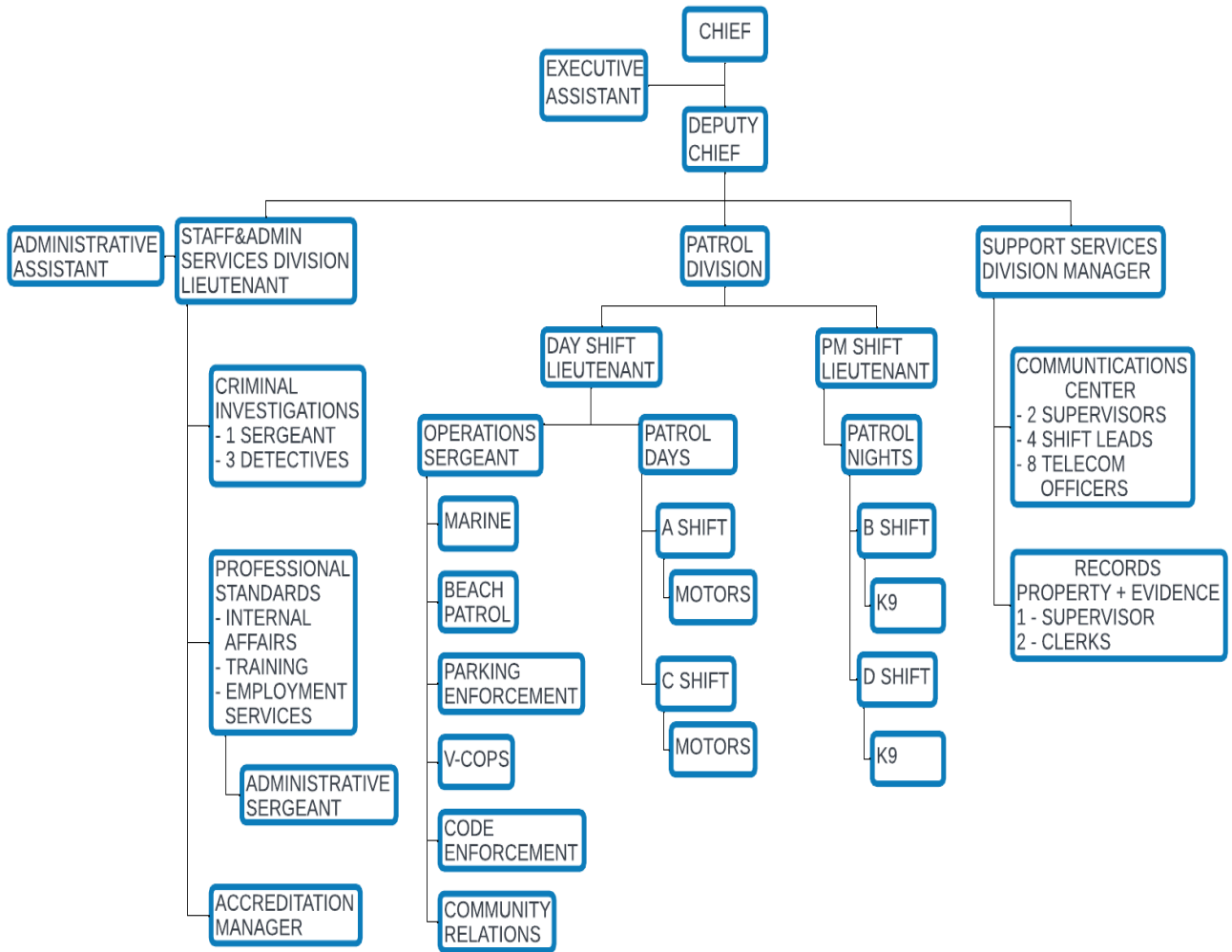
CPSM would like to make clear that at no time during this assessment process did we strive to evaluate the competencies of any department staff member, nor did we do so. Rather, our work focused solely upon the evaluation of staffing levels and workload, organizational structure, operational efficiencies, and consistency with best practices. As such, while we firmly believe that a reorganization of the department is warranted, the effectiveness of the reorganization is contingent upon having skilled staff to fill key positions at the command and supervisory levels.

Therefore, we have created two proposed organization charts for consideration. The first involves the elimination of the Major classification. This relies upon a model in which Lieutenants and a civilian manager command their divisions and report directly to the Deputy Chief. In the second model, the Deputy Chief position is eliminated. Here, the divisions are managed by Majors and a civilian manager who report directly to the Chief of Police. In either case, the objective is to streamline decision making by reducing the layers of review. The city, in consultation with the department, should determine which model is prudent based upon staff skill sets. It may mean that implementation is phased in over time.

This proposed organization structures reflected in the following figures captures recommendations offered here and throughout this report.

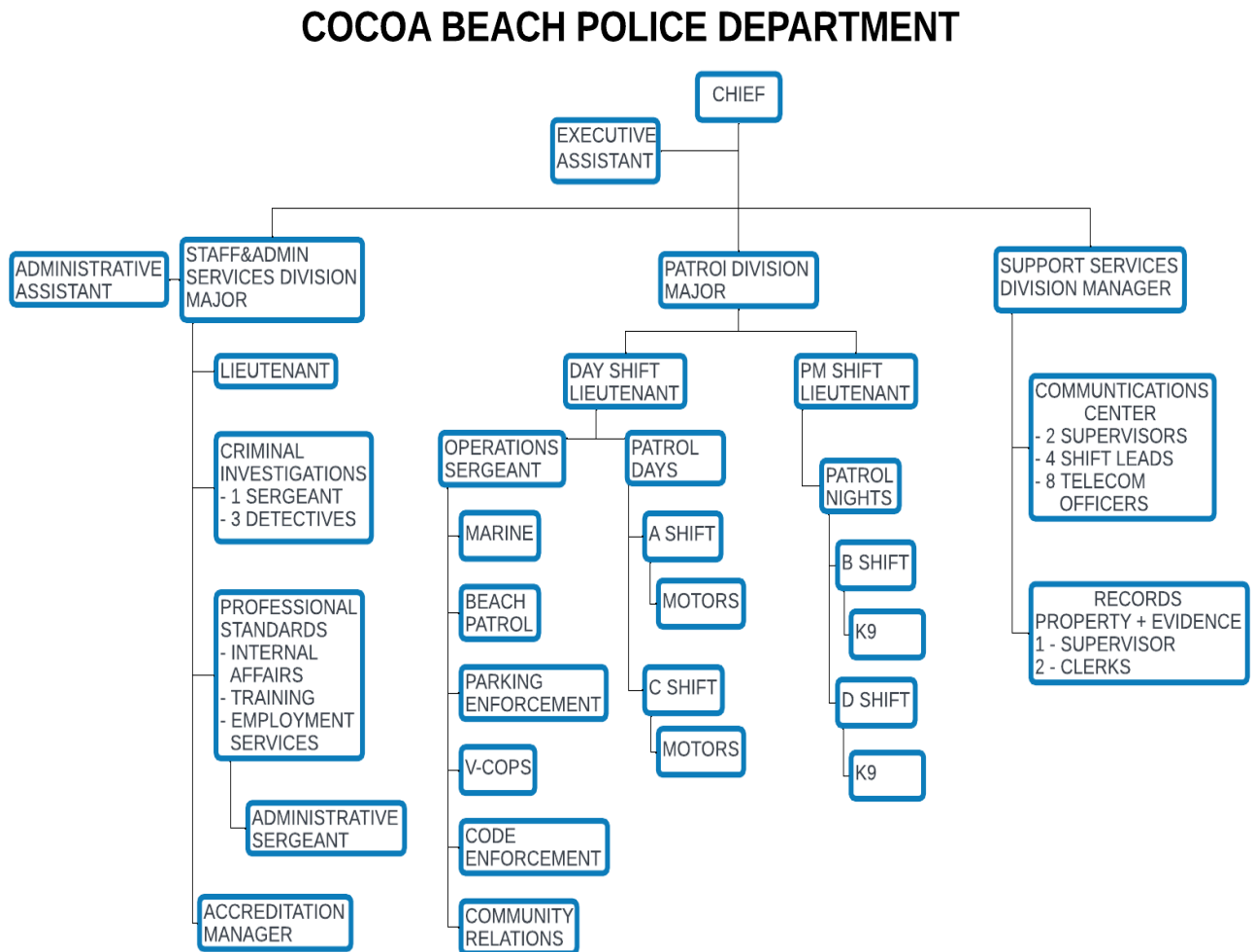
FIGURE 9-1: Proposed Organization Structure, Option 1

COCOA BEACH POLICE DEPARTMENT



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FIGURE 9-2: Proposed Organization Structure, Option 2



Organizational Restructure Recommendations:

- Consideration should be given to an organizational restructuring that “flattens” the command structure to streamline decision making by reducing unnecessary layers of review. While CPSM offers two models, the city, in consultation with the department, should determine which model is prudent based upon staff skill sets. It may mean that implementation is phased in over time. (Recommendation No. 103.)
- The restructuring of the organization should involve the creation of a Professional Standards Unit to centralize the vital functions of Recruitment and Hiring, Training, Internal Affairs, and Accreditation. (Recommendation No. 104.)
- The proposed models offer a more streamlined command and supervisory structure for civilians while creating additional supervisory coverage in Communications and new opportunities for civilian supervisors in both the Beach Ranger and Parking Enforcement functions. (Recommendation No. 105.)

SECTION 10. DATA ANALYSIS

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

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

CPSM collected data for a one-year period from November 1, 2021, through October 31, 2022. The majority of the first section of the report, concluding with Table 10-9, 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 duplicate patrol units recorded on a single event as well as records that do not indicate an actual activity. We also remove incomplete data, as found in situations where there is not enough time information to evaluate the record.
- At this point, we have a series of records that we call "events." We identify these events in three ways:
 - We distinguish between patrol and nonpatrol units.
 - We assign a category to each event based on its description.
 - We indicate whether the call is "zero time on scene" (i.e., patrol units spent less than 30 seconds on scene), "police-initiated," or "community-initiated."
- We then remove all records that do not involve a patrol unit to get a total number of patrol-related events.
- At important points during our analysis, we focus on a smaller group of events designed to represent actual calls for service. This excludes events with no officer time spent on scene and directed patrol activities.

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

As with similar cases around the country, we encountered several issues when analyzing Cocoa Beach's dispatch data. We made assumptions and decisions to address these issues.

- 1,130 events (about 4 percent) involved patrol units spending zero time on scene.
- The computer-aided dispatch (CAD) system used approximately 117 different event descriptions, which we condensed into 20 categories for our tables and 11 categories for our

figures (shown in Chart 10-1). Table 10-20 in the appendix shows how each call description was categorized.

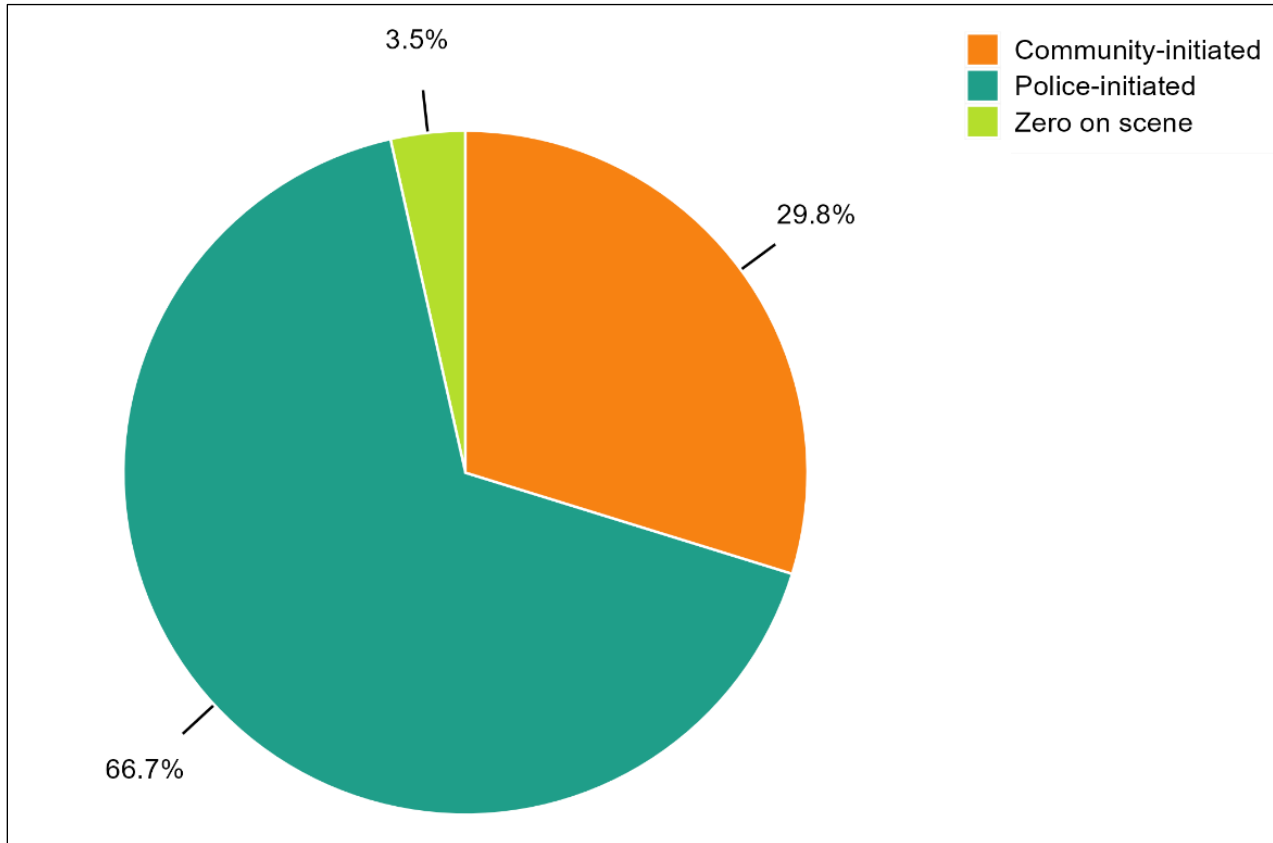
Between November 1, 2021, and October 31, 2022, the Communications Center recorded approximately 32,082 events that were assigned call numbers, which included an adequate record of a responding patrol unit as either the primary or secondary unit. When measured daily, the department reported an average of 87.9 patrol-related events per day, approximately 4 percent of which (3.1 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 10-1: Event Descriptions for Tables and Figures

Table Category	Figure Category
Alarm	Alarm
Assist citizen	Assist
Assist other agency	
Check	Check
Crime against persons	Crime
Crime against property	
Crime against society	
Directed patrol	Directed patrol
Disturbance	Disturbance
Animal call	General miscellaneous
Mental health	
Violation	
Investigation	Investigation
Out of service—administrative	Out of service
Out of service—personal	
Suspicious incident	Suspicious incident
Accident	Traffic
Traffic enforcement	
Traffic stop	

FIGURE 10-1: Percentage Events per Day, by Initiator



Note: Percentages are based on a total of 32,082 events.

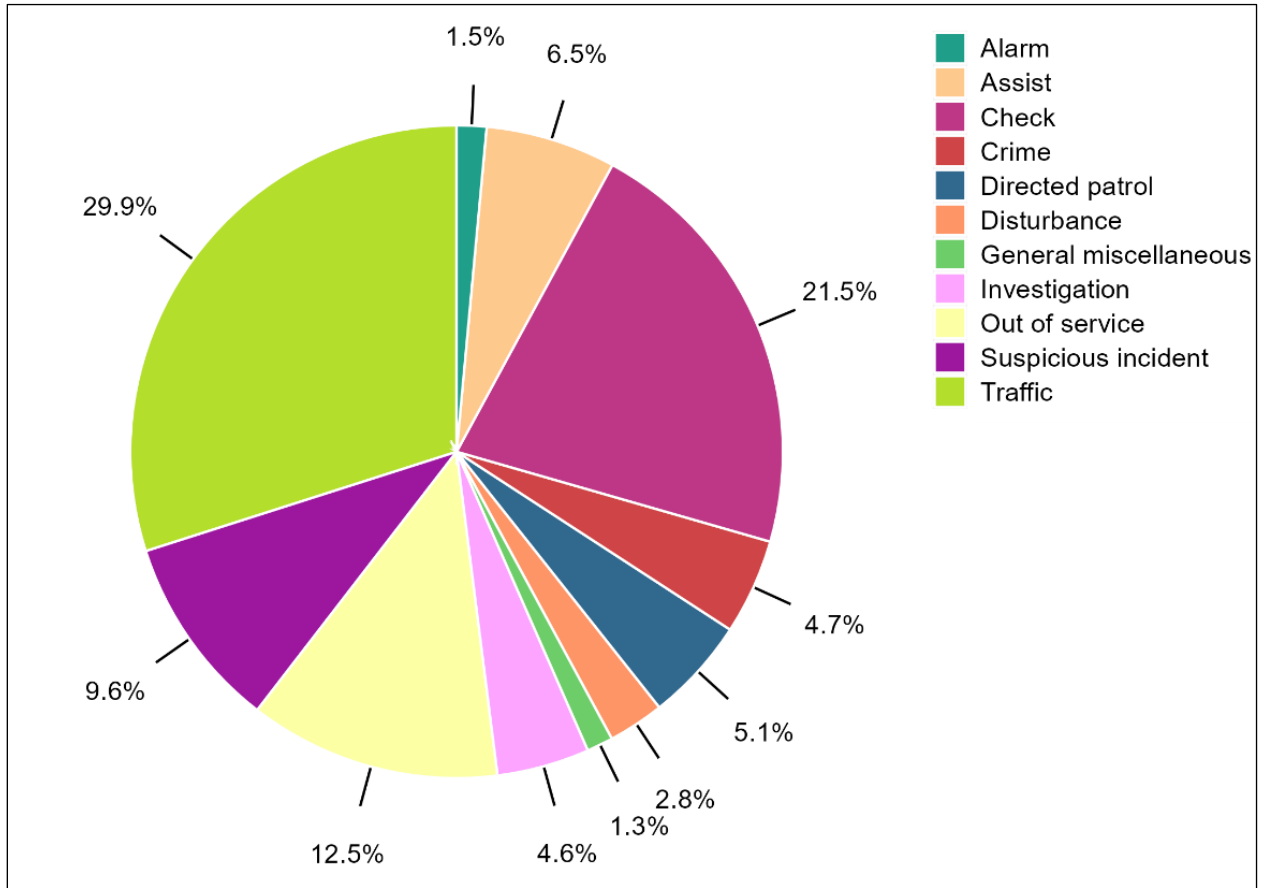
TABLE 10-1: Events per Day, by Initiator

Initiator	No. of Events	Events per Day
Community-initiated	9,554	26.2
Police-initiated	21,398	58.6
Zero on scene	1,130	3.1
Total	32,082	87.9

Observations:

- 4 percent of the events had zero time on scene.
 - About 54 percent of the total zero on scene calls were for property checks.
 - Patrol units spent 139 minutes on these 1,130 events, which averaged about 0.1 minutes per call or 0.4 minutes per day.
- 67 percent of all events were police-initiated.
- 30 percent of all events were community-initiated.

FIGURE 10-2: Percentage Events per Day, by Category



Note: The figure combines categories in the following table according to the description in Chart 10-1.

TABLE 10-2: Events per Day, by Category

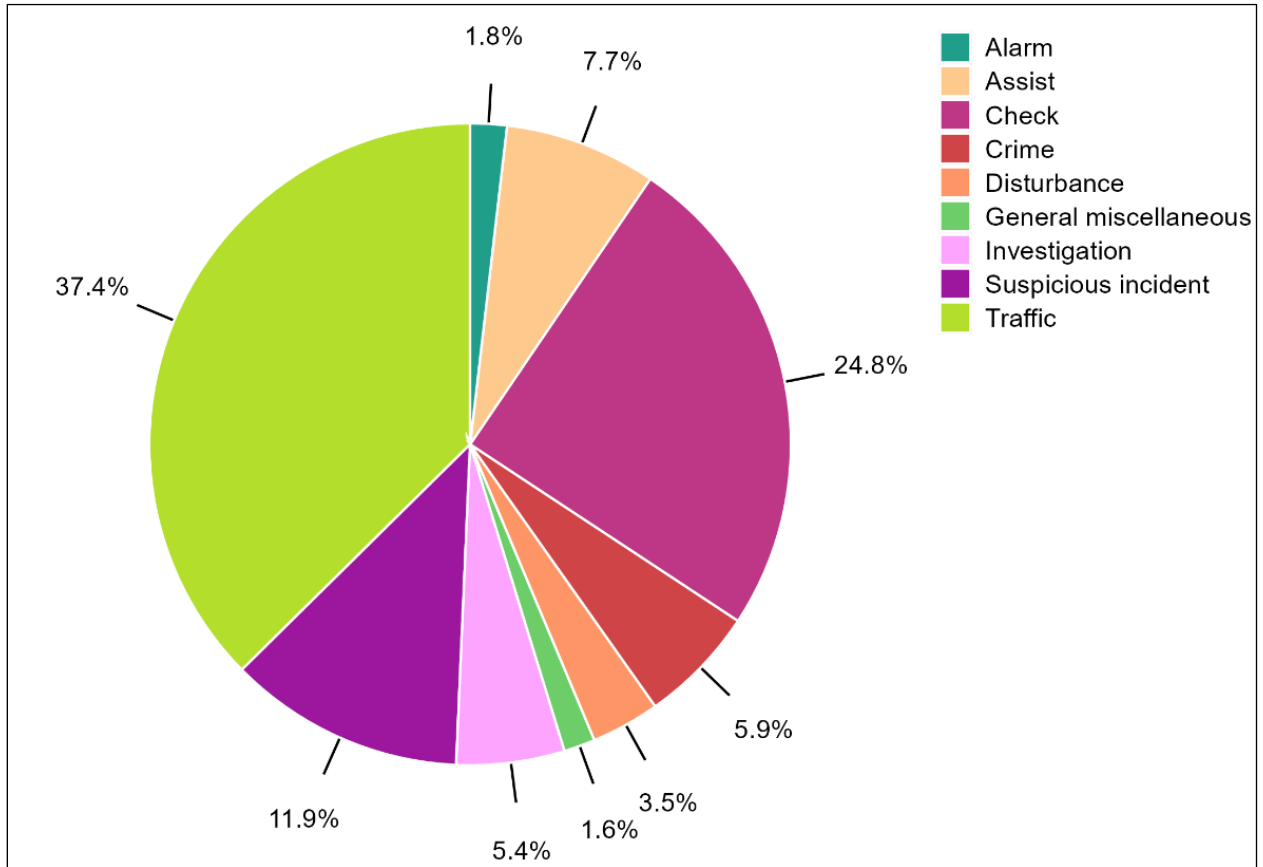
Category	No. of Events	Events per Day
Accident	428	1.2
Alarm	472	1.3
Animal call	158	0.4
Assist citizen	1,082	3.0
Assist other agency	988	2.7
Check	6,905	18.9
Crime against persons	395	1.1
Crime against property	1,068	2.9
Crime against society	55	0.2
Directed patrol	1,652	4.5
Disturbance	890	2.4
Investigation	1,472	4.0
Mental health	75	0.2
Out of service—administrative	3,895	10.7
Out of service—personal	105	0.3
Suspicious incident	3,084	8.4
Traffic enforcement	881	2.4
Traffic stop	8,291	22.7
Violation	186	0.5
Total	32,082	87.9

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

Observations:

- The top four categories accounted for 74 percent of events:
 - 30 percent of events were traffic-related.
 - 22 percent of events were checks.
 - 12 percent of events were out of service.
 - 10 percent of calls were suspicious incidents.
- 5 percent of events were crimes.

FIGURE 10-3: Percentage Calls per Day, by Category



Note: The figure combines categories in the following table according to the description in Chart 10-1.

TABLE 10-3: Calls per Day, by Category

Category	No. of Calls	Calls per Day
Accident	425	1.2
Alarm	468	1.3
Animal call	153	0.4
Assist citizen	1,019	2.8
Assist other agency	926	2.5
Check	6,297	17.3
Crime against persons	395	1.1
Crime against property	1,060	2.9
Crime against society	53	0.1
Disturbance	879	2.4
Investigation	1,385	3.8
Mental health	75	0.2
Suspicious incident	3,027	8.3
Traffic enforcement	811	2.2
Traffic stop	8,267	22.6
Violation	173	0.5
Total	25,413	69.6

Note: The focus here is on recorded calls rather than recorded events. We removed 1,130 events with zero time on scene, 1,624 directed patrol, 3,915 and out-of-service activities.

Observations:

- On average, there were 69.6 calls per day, or 2.9 per hour.
- The top three categories accounted for 74 percent of calls:
 - 37 percent of calls were traffic-related.
 - 25 percent of calls were checks.
 - 12 percent of calls were suspicious incidents.
- 6 percent of calls were crimes.

FIGURE 10-4: Calls per Day, by Initiator and Month

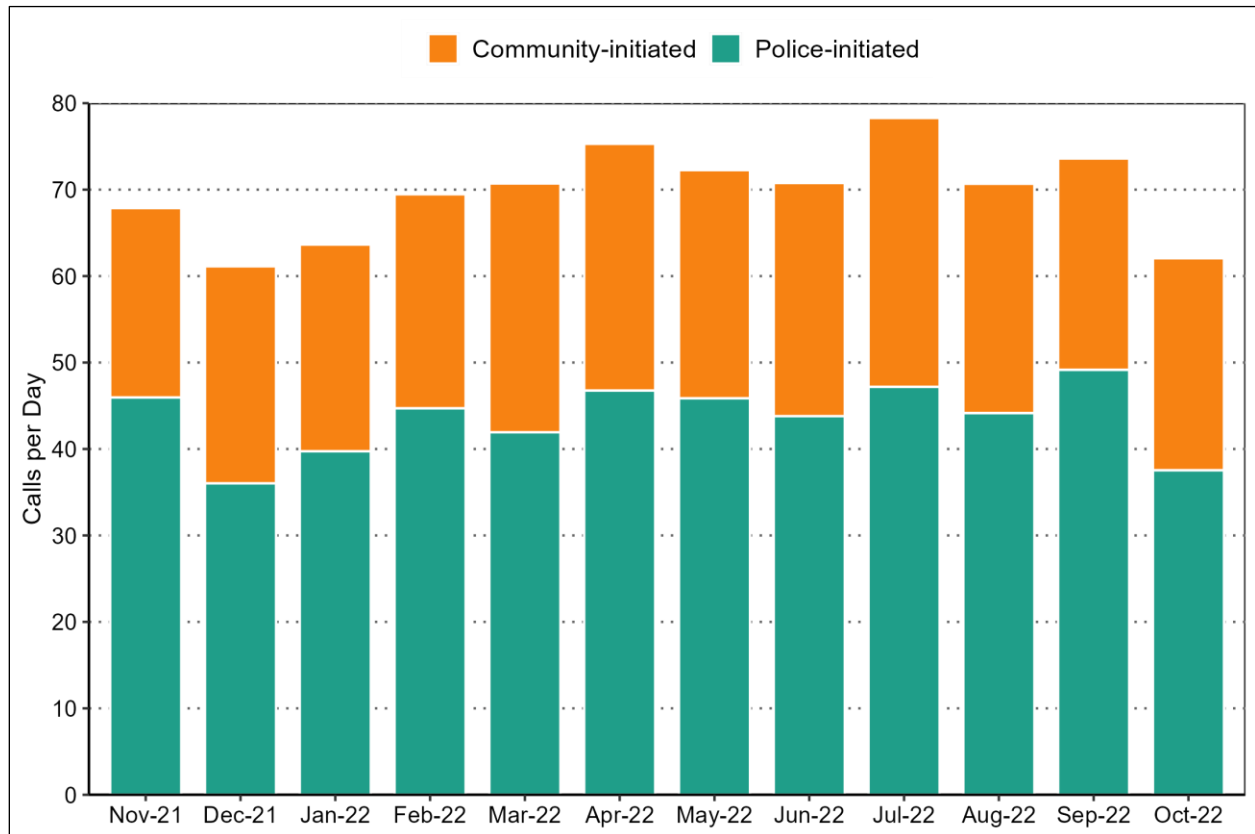


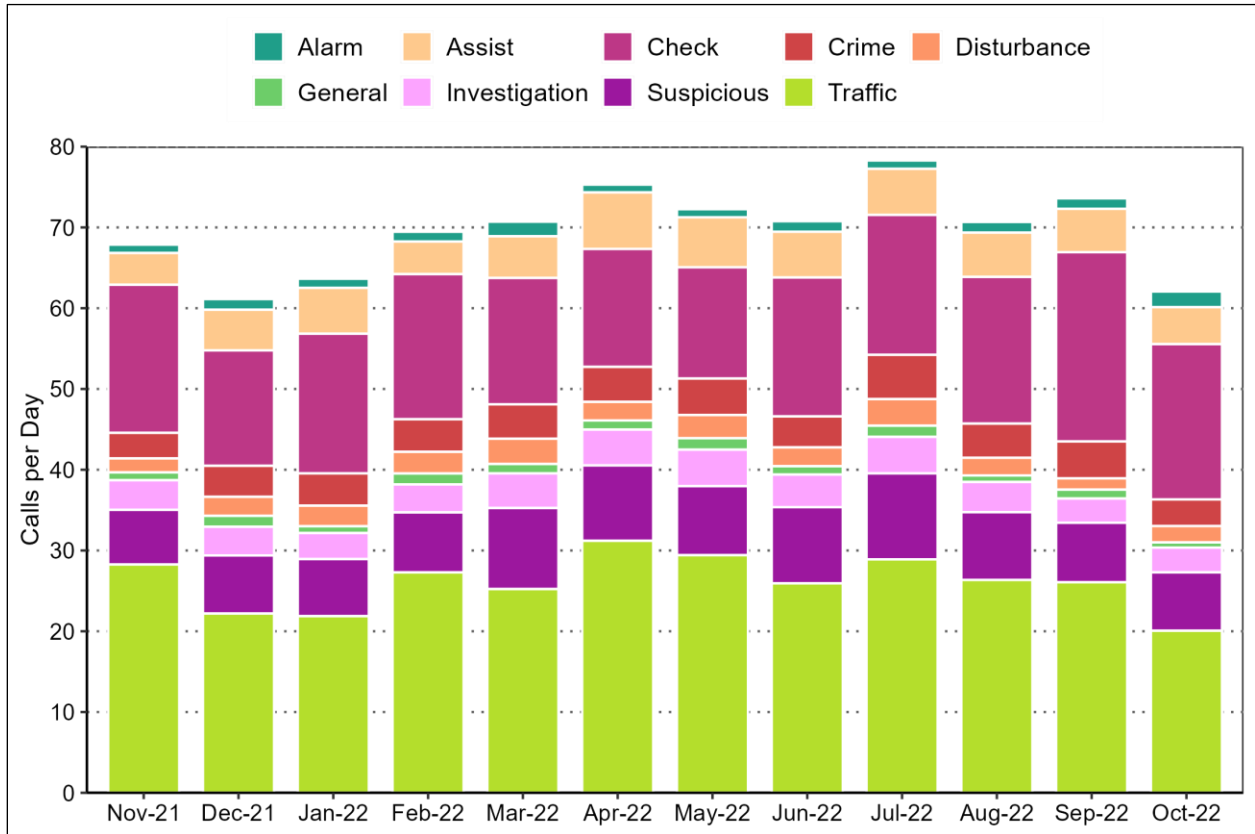
TABLE 10-4: Calls per Day, by Initiator and Months

Initiator	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct
Community	21.9	25.1	23.9	24.8	28.8	28.5	26.4	27.0	31.1	26.5	24.4	24.5
Police	46.0	36.0	39.7	44.7	41.9	46.8	45.9	43.8	47.2	44.2	49.2	37.5
Total	67.9	61.1	63.6	69.5	70.7	75.3	72.3	70.8	78.3	70.7	73.6	62.1

Observations:

- The number of calls per day was lowest in December.
- The number of calls per day was highest in July.
- The months with the most calls had 28 percent more calls than the months with the fewest calls.
- September had the most police-initiated calls, with 36 percent more than December, which had the fewest.
- July had the most community-initiated calls, with 42 percent more than November, which had the fewest.

FIGURE 10-5: Calls per Day, by Category and Month



Note: The figure combines categories in the following table according to the description in Chart 10-1.

TABLE 10-5: Calls per Day, by Category and Month

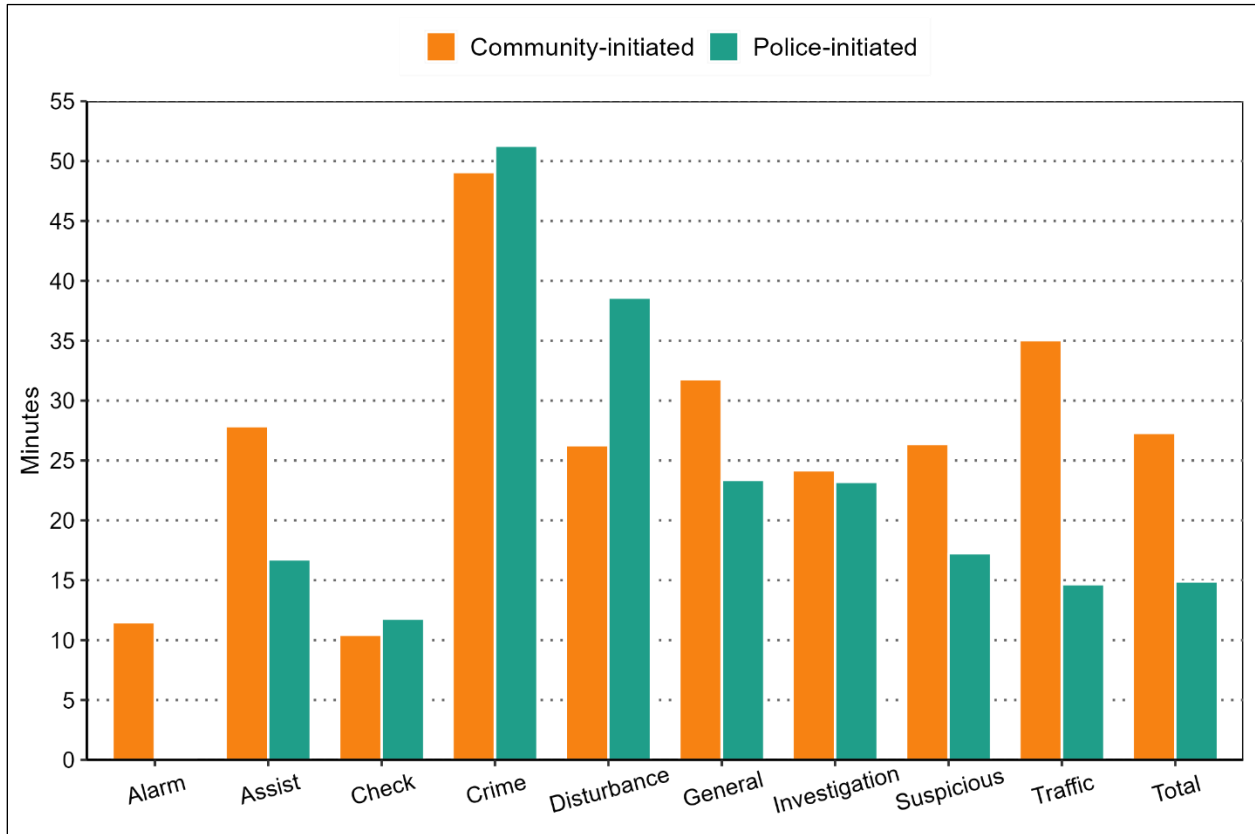
Category	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct
Accident	1.0	1.2	1.1	1.2	1.5	1.4	1.1	1.6	1.1	1.0	0.9	0.9
Alarm	1.0	1.3	1.1	1.2	1.8	1.0	1.0	1.3	1.0	1.3	1.3	1.9
Animal call	0.4	0.6	0.3	0.4	0.5	0.4	0.4	0.4	0.6	0.5	0.4	0.2
Assist citizen	1.7	2.6	3.0	2.2	2.6	4.0	3.0	3.1	2.9	2.9	2.7	2.8
Assist other agency	2.2	2.4	2.7	1.8	2.6	3.0	3.2	2.6	2.8	2.6	2.7	1.8
Check	18.3	14.3	17.3	18.0	15.6	14.6	13.8	17.2	17.3	18.2	23.4	19.2
Crime against persons	0.6	0.6	1.1	1.0	1.2	1.2	1.5	0.8	1.6	1.1	1.2	0.9
Crime against property	2.5	3.0	2.7	2.9	3.0	2.9	2.8	2.9	3.8	2.9	3.2	2.3
Crime against society	0.1	0.2	0.2	0.1	0.1	0.2	0.2	0.1	0.1	0.3	0.1	0.1
Disturbance	1.7	2.4	2.5	2.7	3.1	2.3	2.9	2.3	3.3	2.2	1.4	2.0
Investigation	3.7	3.5	3.2	3.5	4.3	4.4	4.5	4.0	4.5	3.7	3.0	3.1
Mental health	0.1	0.1	0.3	0.4	0.2	0.2	0.4	0.1	0.3	0.1	0.2	0.1
Suspicious incident	6.8	7.2	7.1	7.4	10.0	9.3	8.5	9.4	10.6	8.4	7.4	7.2
Traffic enforcement	2.3	1.7	1.5	1.8	2.2	2.6	2.8	2.4	1.9	2.4	2.5	2.7
Traffic stop	24.9	19.3	19.4	24.4	21.5	27.3	25.5	21.9	25.9	23.0	22.7	16.4
Violation	0.4	0.6	0.3	0.5	0.5	0.6	0.7	0.5	0.5	0.3	0.5	0.3
Total	67.9	61.1	63.6	69.5	70.7	75.3	72.3	70.8	78.3	70.7	73.6	62.1

Note: Calculations were limited to calls rather than events.

Observations:

- The top three categories averaged between 71 and 79 percent of calls throughout the year:
 - Traffic calls averaged between 20.1 and 31.2 calls per day throughout the year.
 - Check calls averaged between 13.8 and 23.4 calls per day throughout the year.
 - Suspicious incident calls averaged between 6.8 and 10.6 calls per day throughout the year.
- Crime calls accounted for 5 to 7 percent of total calls.

FIGURE 10-6: 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 10-1.

TABLE 10-6: Primary Unit's Average Occupied Times, by Category and Initiator

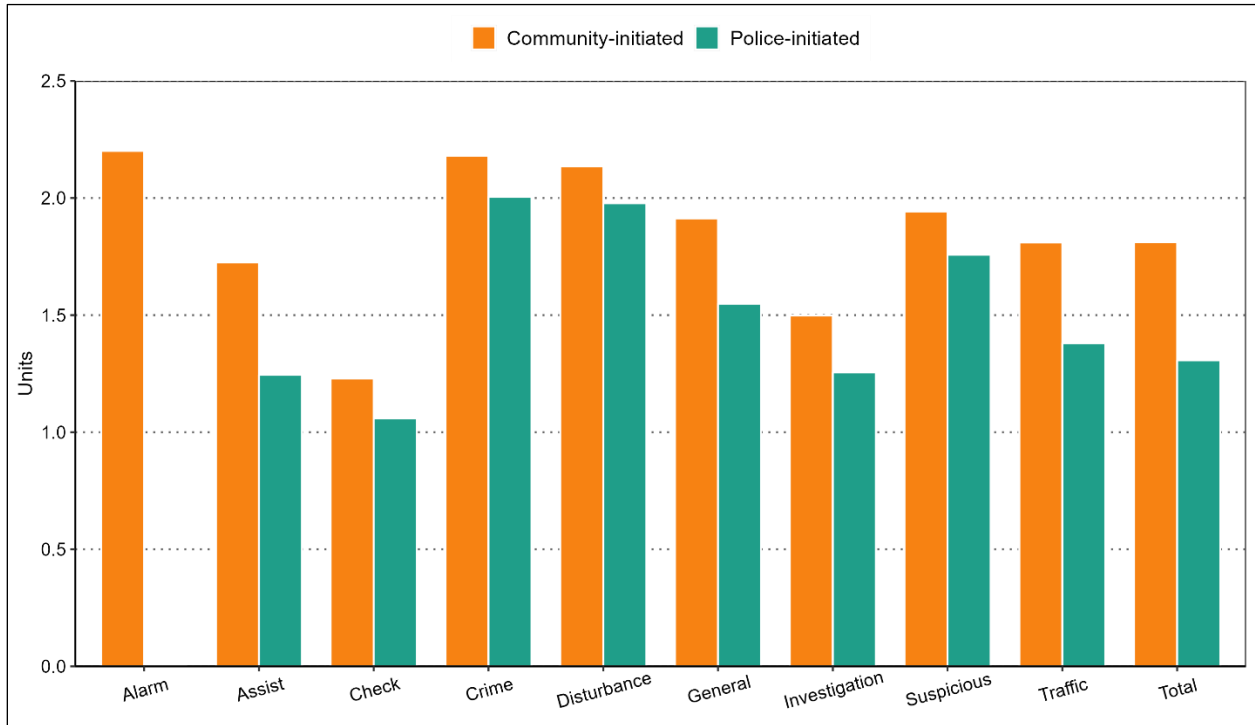
Category	Community-Initiated		Police-Initiated	
	Minutes	Calls	Minutes	Calls
Accident	49.5	382	53.7	43
Alarm	11.5	468	NA	0
Animal call	21.2	133	9.4	20
Assist citizen	25.0	696	14.5	323
Assist other agency	30.8	690	19.9	236
Check	10.4	1,430	11.8	4,867
Crime against persons	72.4	358	72.3	37
Crime against property	40.4	910	44.6	150
Crime against society	35.8	32	61.7	21
Disturbance	26.3	834	38.6	45
Investigation	24.2	884	23.2	501
Mental health	68.1	71	53.2	4
Suspicious incident	26.4	2,070	17.3	957
Traffic enforcement	23.6	481	37.9	330
Traffic stop	NA	0	13.5	8,267
Violation	17.8	84	25.2	89
Weighted Average/Total Calls	27.3	9,523	14.9	15,890

Note: The information in Figure 10-6 and Table 10-6 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 10 to 51 minutes overall.
- The longest average times were for police-initiated crime calls.
- The average time spent on crime calls was 49 minutes for community-initiated calls and 51 minutes for police-initiated calls.

FIGURE 10-7: Number of Responding Units, by Initiator and Category



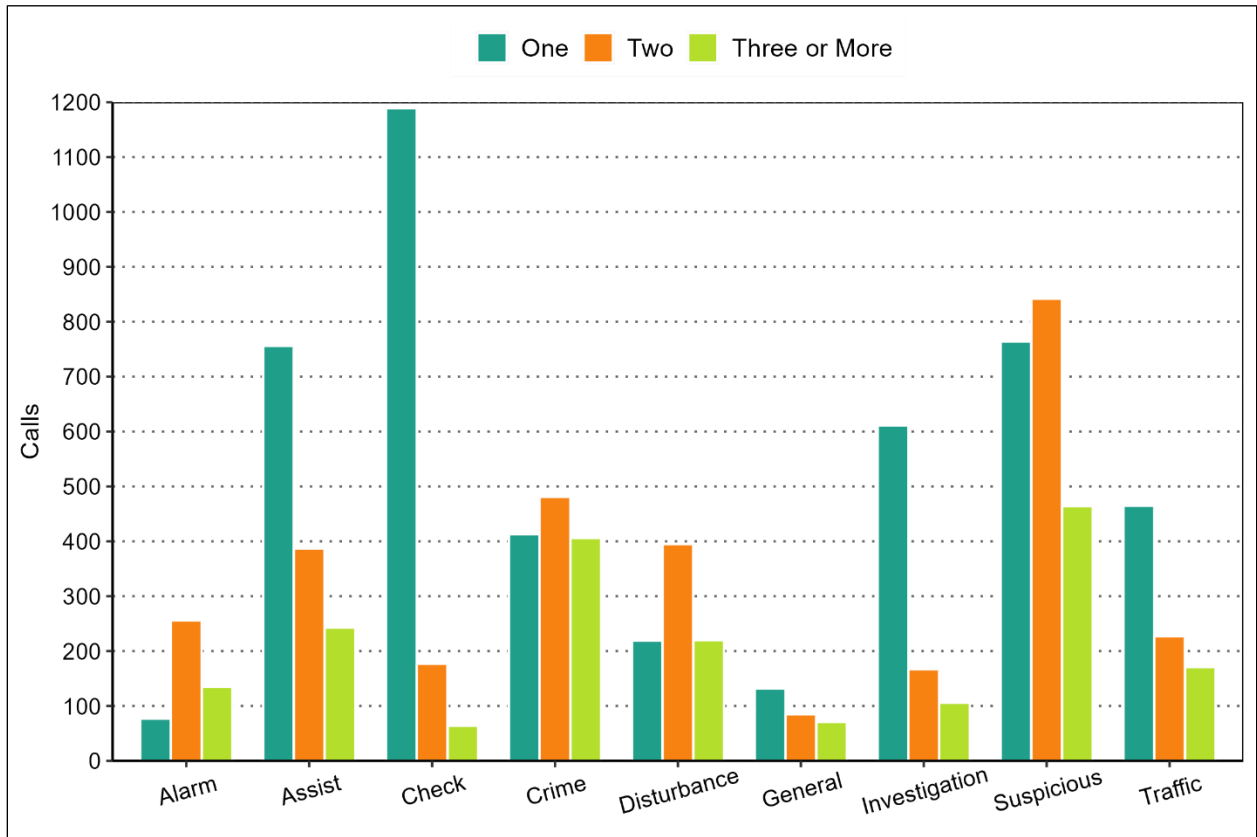
Note: The figure combines categories using weighted averages from the following table according to the description in Chart 10-1.

TABLE 10-7: Average Number of Responding Units, by Initiator and Category

Category	Community-Initiated		Police-Initiated	
	No. of Units	Calls	No. of Units	Calls
Accident	2.1	382	2.2	43
Alarm	2.2	468	NA	0
Animal call	1.6	133	1.4	20
Assist citizen	1.4	696	1.2	323
Assist other agency	2.1	690	1.3	236
Check	1.2	1,430	1.1	4,867
Crime against persons	2.5	358	2.2	37
Crime against property	2.1	910	2.0	150
Crime against society	2.5	32	2.0	21
Disturbance	2.1	834	2.0	45
Investigation	1.5	884	1.3	501
Mental health	2.9	71	1.5	4
Suspicious incident	1.9	2,070	1.8	957
Traffic enforcement	1.5	481	1.4	330
Traffic stop	NA	0	1.4	8,267
Violation	1.5	84	1.6	89
Weighted Average/Total Calls	1.8	9,523	1.3	15,890

Note: The information in Figure 10-7 and Table 10-7 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 10-8: 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 10-1.

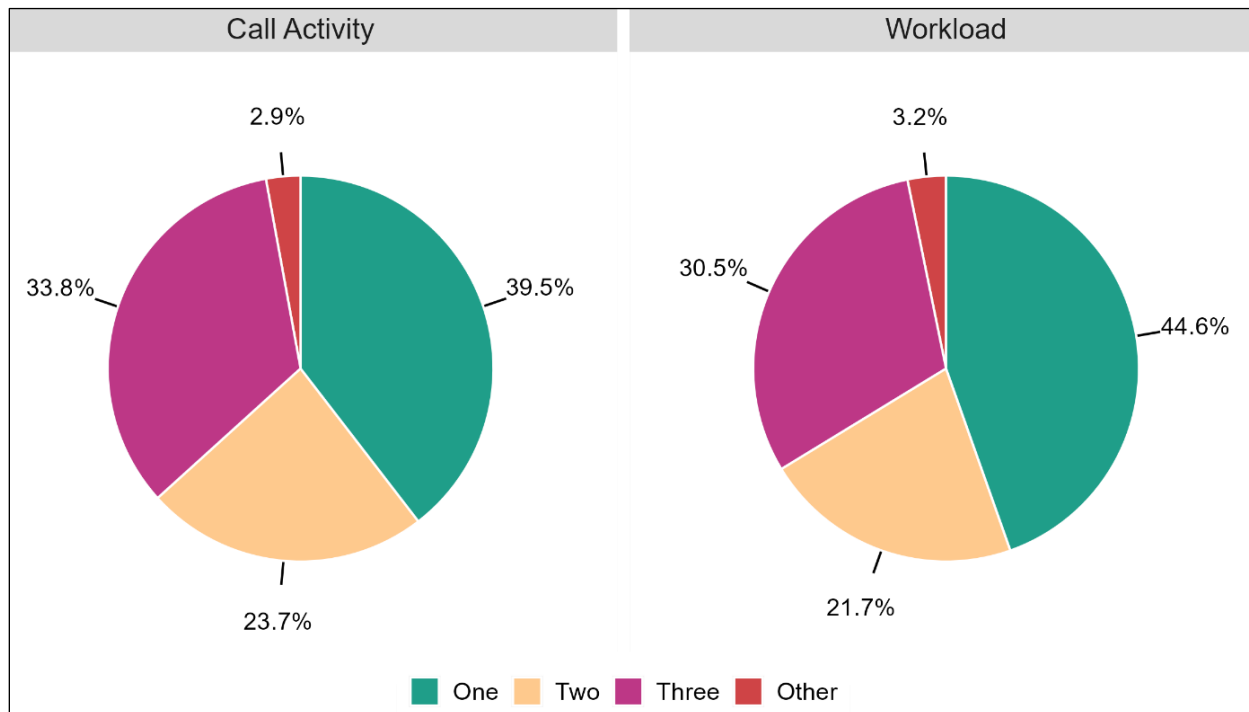
TABLE 10-8: Number of Responding Units, by Category, Community-initiated Calls

Category	Responding Units		
	One	Two	Three or More
Accident	153	117	112
Alarm	77	256	135
Animal call	75	40	18
Assist citizen	491	161	44
Assist other agency	265	226	199
Check	1,189	177	64
Crime against persons	115	85	158
Crime against property	293	381	236
Crime against society	5	15	12
Disturbance	219	395	220
Investigation	611	167	106
Mental health	3	25	43
Suspicious incident	764	842	464
Traffic enforcement	312	110	59
Violation	54	20	10
Total	4,626	3,017	1,880

Observations:

- The overall mean number of responding units was 1.3 for police-initiated calls and 1.8 for community-initiated calls.
- The mean number of responding units was as high as 2.2 for alarm calls that were community-initiated.
- 49 percent of community-initiated calls involved one responding unit.
- 32 percent of community-initiated calls involved two responding units.
- 20 percent of community-initiated calls involved three or more responding units.
- The largest group of calls with three or more responding units involved suspicious incidents.

FIGURE 10-9: Percentage Calls and Work Hours, by Zone



Note: The “other” category includes calls at headquarters and calls missing zones.

TABLE 10-9: Calls and Work Hours by Zone, per Day

Zone	Per Day	
	Calls	Work Hours
One	27.5	15.9
Two	16.5	7.8
Three	23.6	10.9
HQ	1.4	0.8
Unknown	0.6	0.3
Total	69.6	35.7

Observations:

- Zone one had the most calls and largest workload; it accounted for 40 percent of total calls and 45 percent of total workload.
- An even distribution of calls and work would allot 22.5 calls and 11.5 work hours per zone.

FIGURE 10-10: Percentage Calls and Work Hours, by Category, Winter 2022

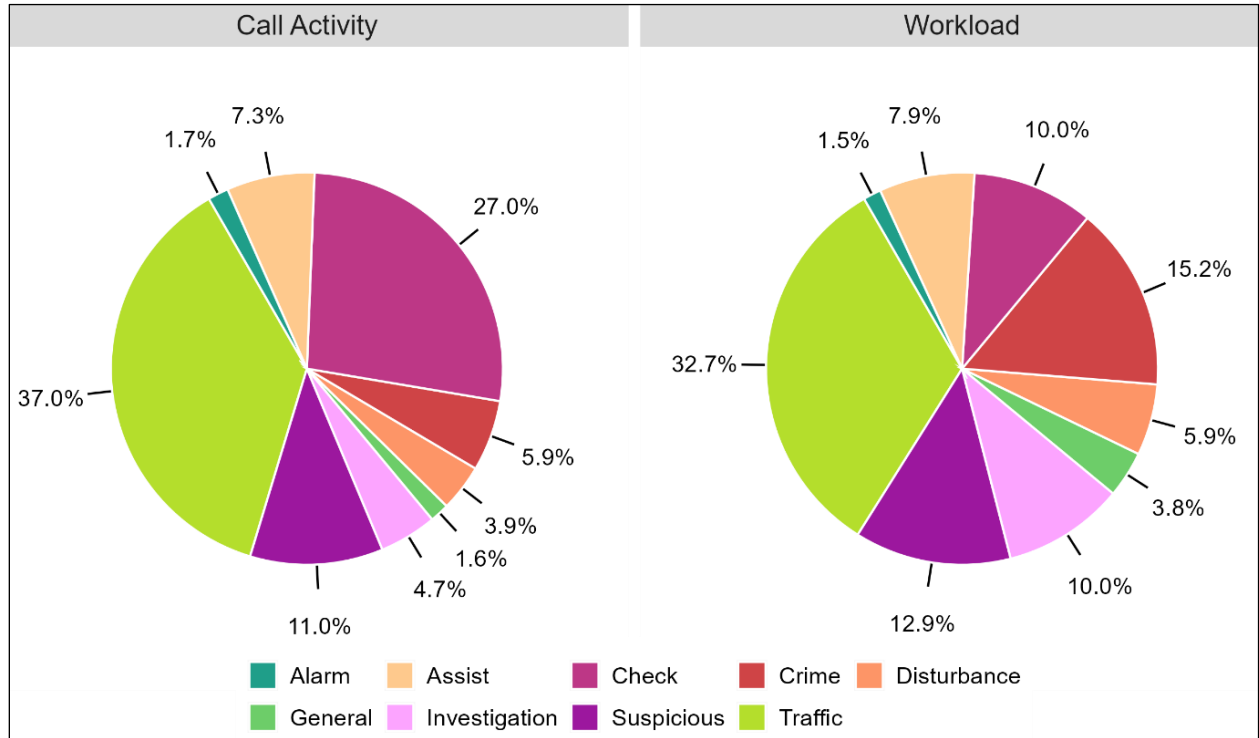


TABLE 10-10: Calls and Work Hours per Day, by Category, Winter 2022

Category	Per Day	
	Calls	Work Hours
Accident	1.1	1.7
Alarm	1.1	0.5
Animal call	0.4	0.2
Assist citizen	2.6	1.2
Assist other agency	2.2	1.6
Check	17.9	3.6
Crime against persons	0.9	1.8
Crime against property	2.8	3.4
Crime against society	0.2	0.3
Disturbance	2.6	2.1
Investigation	3.1	3.6
Mental health	0.4	0.9
Suspicious incident	7.3	4.6
Traffic enforcement	1.6	1.7
Traffic stop	21.8	8.3
Violation	0.3	0.2
Total	66.2	35.8

Note: Workload calculations focused on calls rather than events.

Observations, Winter:

- The average daily workload was slightly higher in winter than in summer.
- Total calls averaged 66 per day or 2.8 per hour.
- The total workload averaged 36 hours per day, meaning that on average 1.5 units per hour were busy responding to calls.
- Traffic calls constituted 37 percent of calls and 33 percent of workload.
- Check calls constituted 27 percent of calls and 10 percent of workload.
- Suspicious incident calls constituted 11 percent of calls and 13 percent of workload.
- These top three categories constituted 75 percent of calls and 56 percent of workload.
- Crime calls constituted 6 percent of calls and 15 percent of workload.

FIGURE 10-11: Percentage Calls and Work Hours, by Category, Summer 2022

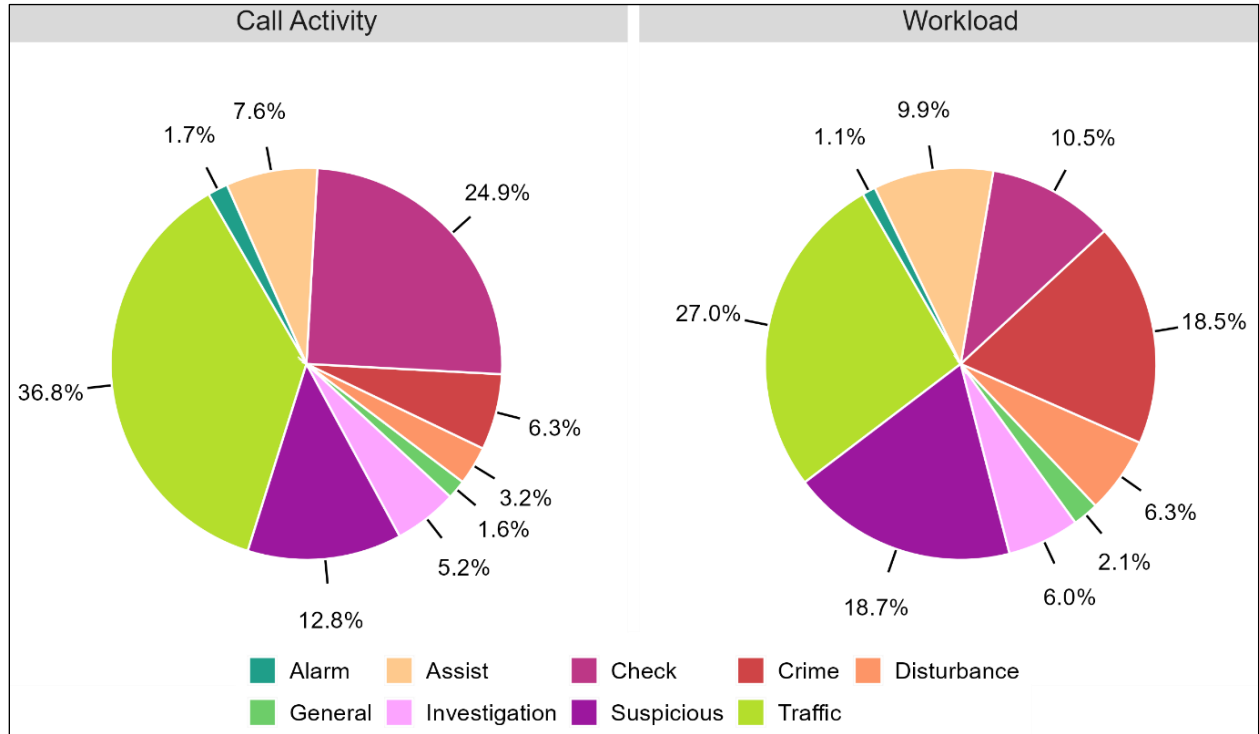


TABLE 10-11: Calls and Work Hours per Day, by Category, Summer 2022

Category	Per Day	
	Calls	Work Hours
Accident	0.9	1.5
Alarm	1.2	0.4
Animal call	0.6	0.3
Assist citizen	2.8	1.3
Assist other agency	2.7	2.2
Check	18.2	3.7
Crime against persons	1.3	3.2
Crime against property	3.1	3.1
Crime against society	0.2	0.2
Disturbance	2.3	2.2
Investigation	3.8	2.1
Mental health	0.1	0.2
Suspicious incident	9.3	6.6
Traffic enforcement	2.2	1.6
Traffic stop	23.8	6.5
Violation	0.4	0.3
Total	72.9	35.4

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 73 per day or 3.0 per hour.
- The total workload averaged 35 hours per day, meaning that on average 1.5 units per hour were busy responding to calls.
- Traffic calls constituted 37 percent of calls and 27 percent of workload.
- Check calls constituted 25 percent of calls and 10 percent of workload.
- Suspicious incident calls constituted 13 percent of calls and 19 percent of workload.
- These top three categories constituted 75 percent of calls and 56 percent of workload.
- Crime calls constituted 6 percent of calls and 18 percent of workload.

OUT-OF-SERVICE CALLS

In the period from November 1, 2021, through October 31, 2022, the dispatch center recorded out-of-service activities and assigned incident numbers to them. We focused on those activities that involved a patrol unit. 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.
- After these exclusions, 3,915 activities(calls) remained. These activities had an average duration of 56.1 minutes.

In this section, we report out-of-service activities and workload by descriptions. 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 10-12: Activities and Occupied Times by Description

Description	Occupied Time	Count
Bathroom	13.6	92
Court	177.2	60
Fueling vehicle	17.6	927
Lunch break	40.8	12
Unit busy	68.6	2,730
Vehicle maintenance	39.9	94
Weighted Average/Total Calls	56.1	3,915

Observations:

- The most common out-of-service activity was for “unit busy.”
- The activities with the longest average time were court-related duties.

FIGURE 10-12: Activities per Day, by Month

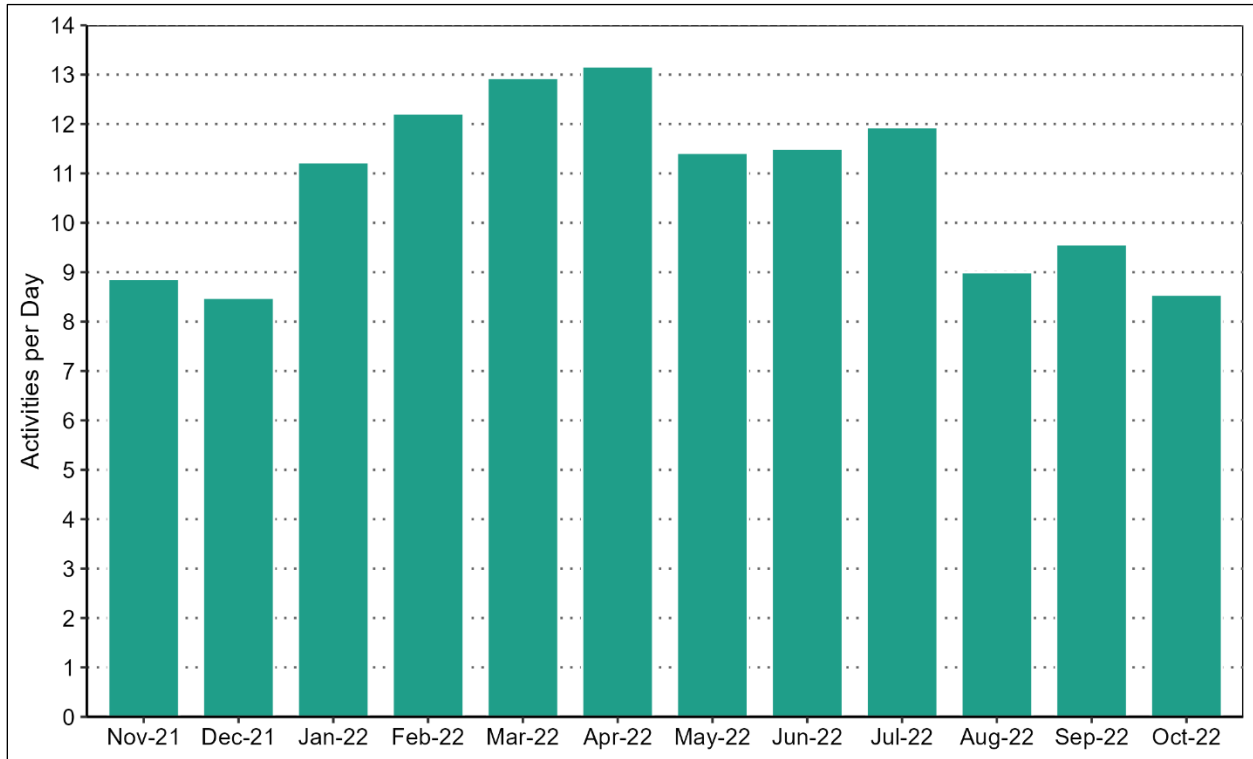


TABLE 13: Activities and Workload per Day, by Month

Activities	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct
Count	8.9	8.5	11.2	12.2	12.9	13.2	11.4	11.5	11.9	9.0	9.6	8.5
Hours	6.6	6.9	9.0	11.1	12.7	13.2	10.4	10.7	11.5	10.0	9.8	8.6

Observations:

- The number of activities per day was lowest in December and October.
- The number of activities per day was highest in April.
- The workload associated with activities was lowest in November.
- The workload associated with activities was highest in April.

FIGURE 10-13: Activities per Day, by Day of Week

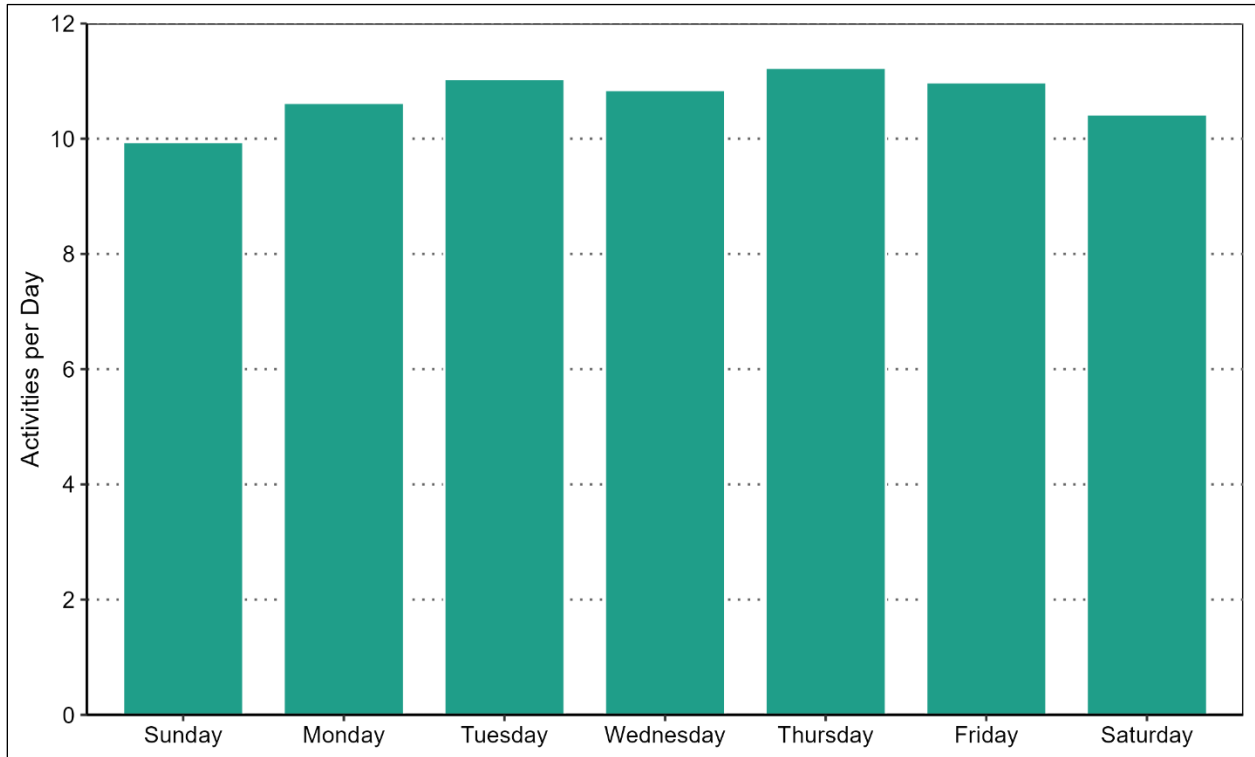


TABLE 10-14: Activities per Day, by Day of Week

Day of Week	Activities	Hours
Sunday	9.9	11.0
Monday	10.6	10.3
Tuesday	11.0	10.2
Wednesday	10.8	10.5
Thursday	11.2	10.5
Friday	11.0	9.7
Saturday	10.4	8.0
Weekly Average	10.7	10.0

Observations:

- The number of out-of-service activities per day was lowest on Sundays.
- The number of out-of-service activities per day was highest on Thursdays.
- The workload associated with out-of-service activities was lowest on Saturdays.
- The workload associated with out-of-service activities was highest on Wednesdays and Thursdays.

FIGURE 10-14: Activities per Day, by Hour of Day

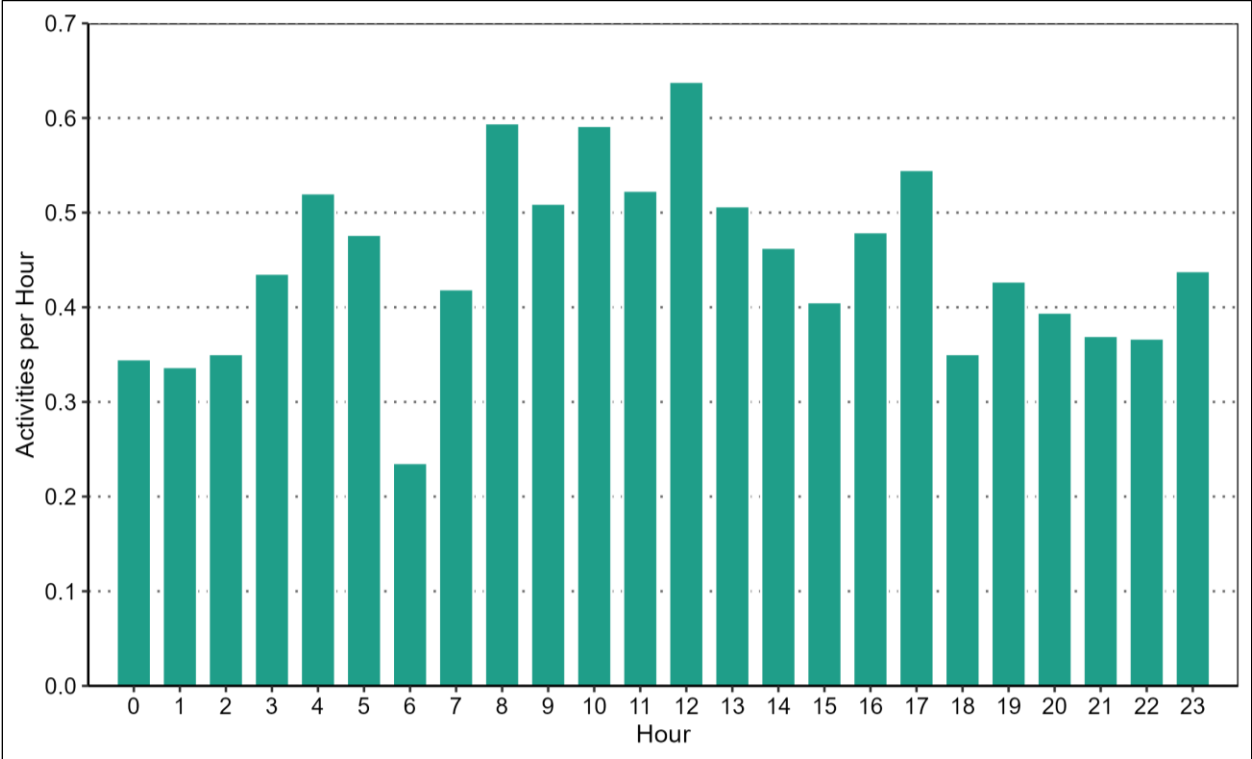


TABLE 10-15: Activities per Hour, by Hour of Day

Hour	Activities	Hours
0	0.35	0.24
1	0.34	0.24
2	0.35	0.40
3	0.44	0.41
4	0.52	0.51
5	0.48	0.34
6	0.24	0.29
7	0.42	0.31
8	0.59	0.61
9	0.51	0.60
10	0.59	0.58
11	0.52	0.56
12	0.64	0.80
13	0.51	0.54
14	0.46	0.45
15	0.41	0.48
16	0.48	0.56
17	0.55	0.61
18	0.35	0.29
19	0.43	0.26
20	0.39	0.21
21	0.37	0.22
22	0.37	0.22
23	0.44	0.29
Hourly Average	0.45	0.42

Observations:

- The number of activities per hour was lowest between 6:00 a.m. and 7:00 a.m.
- The number of activities per hour was highest between noon and 1:00 p.m.
- The hourly workload was lowest between 8:00 a.m. and 9:00 p.m.
- The hourly workload was highest between noon and 1:00 p.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 department's main patrol force consists of patrol officers, patrol corporals, and patrol sergeants, operating on 12-hour shifts starting at 6:00 a.m. and 6:00 p.m. The police department's main patrol force deployed an average of 5.1 officers per hour during the 24-hour day in winter 2022 and an average of 5.2 officers per hour in 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, police-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 10-15: Deployed Officers, Weekdays, Winter 2022

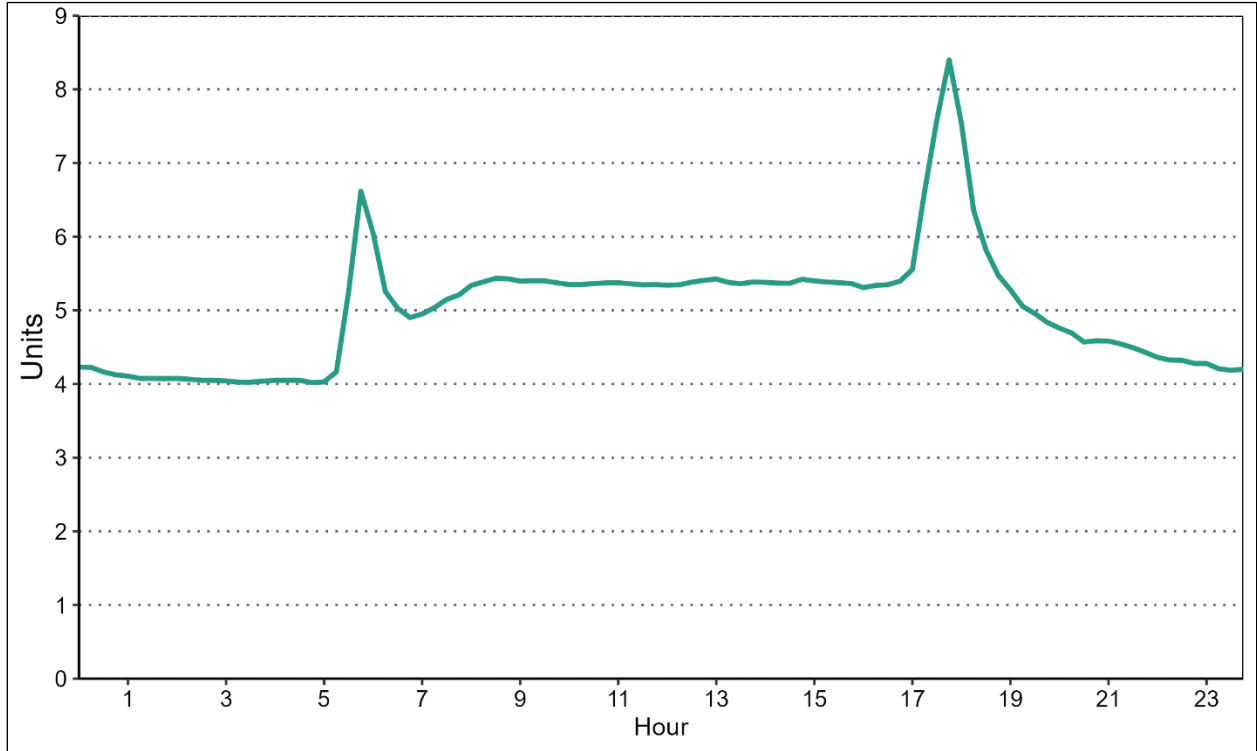


FIGURE 10-16: Deployed Officers, Weekends, Winter 2022

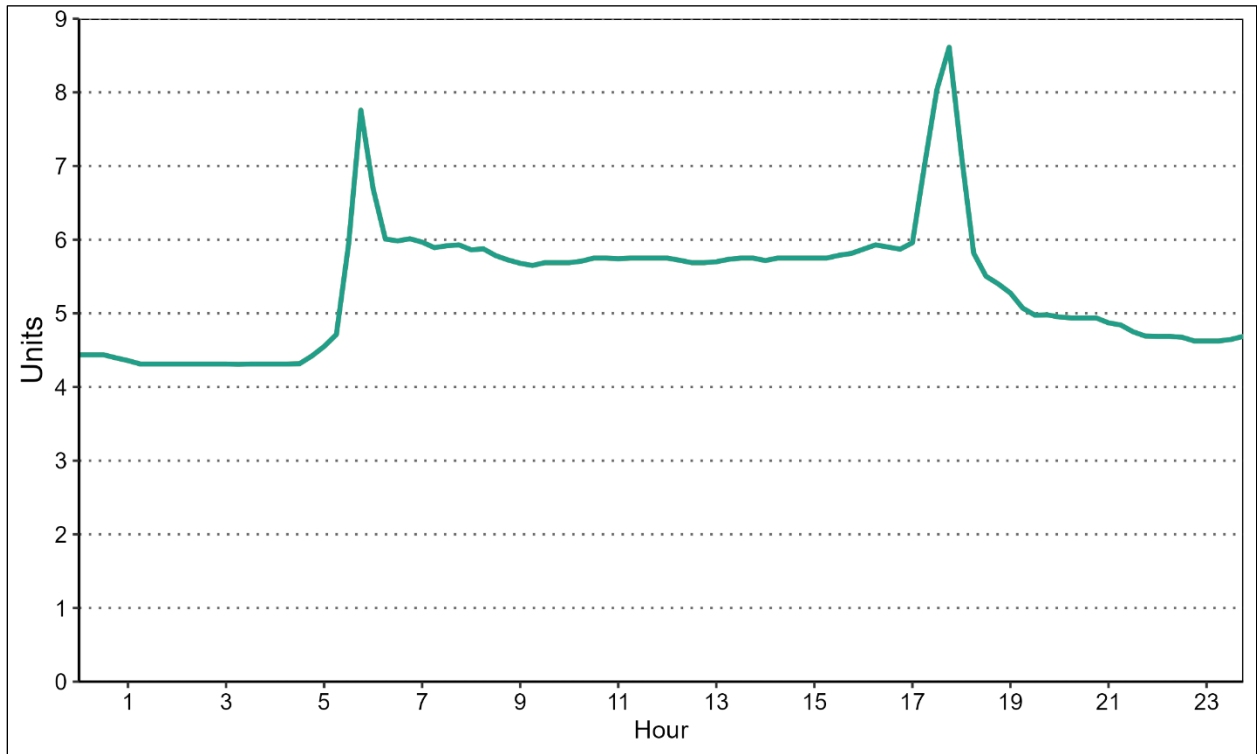


FIGURE 10-17: Deployed Officers, Weekdays, Summer 2022

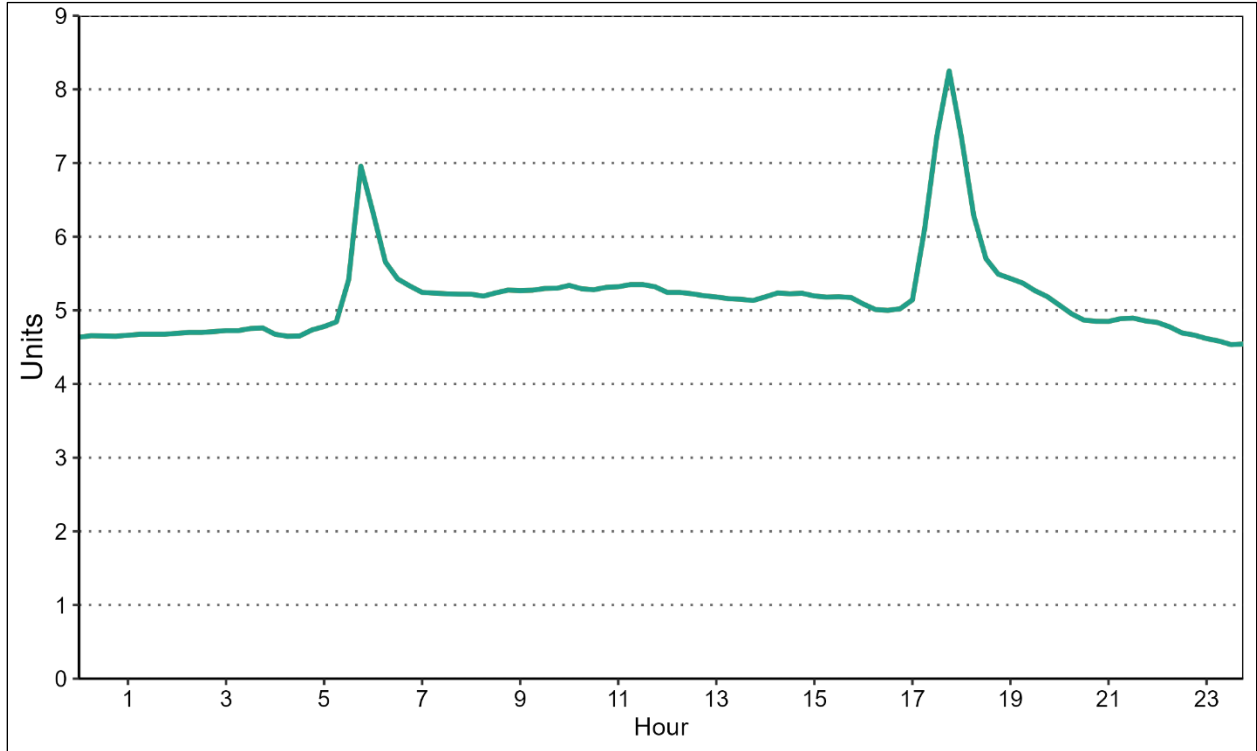
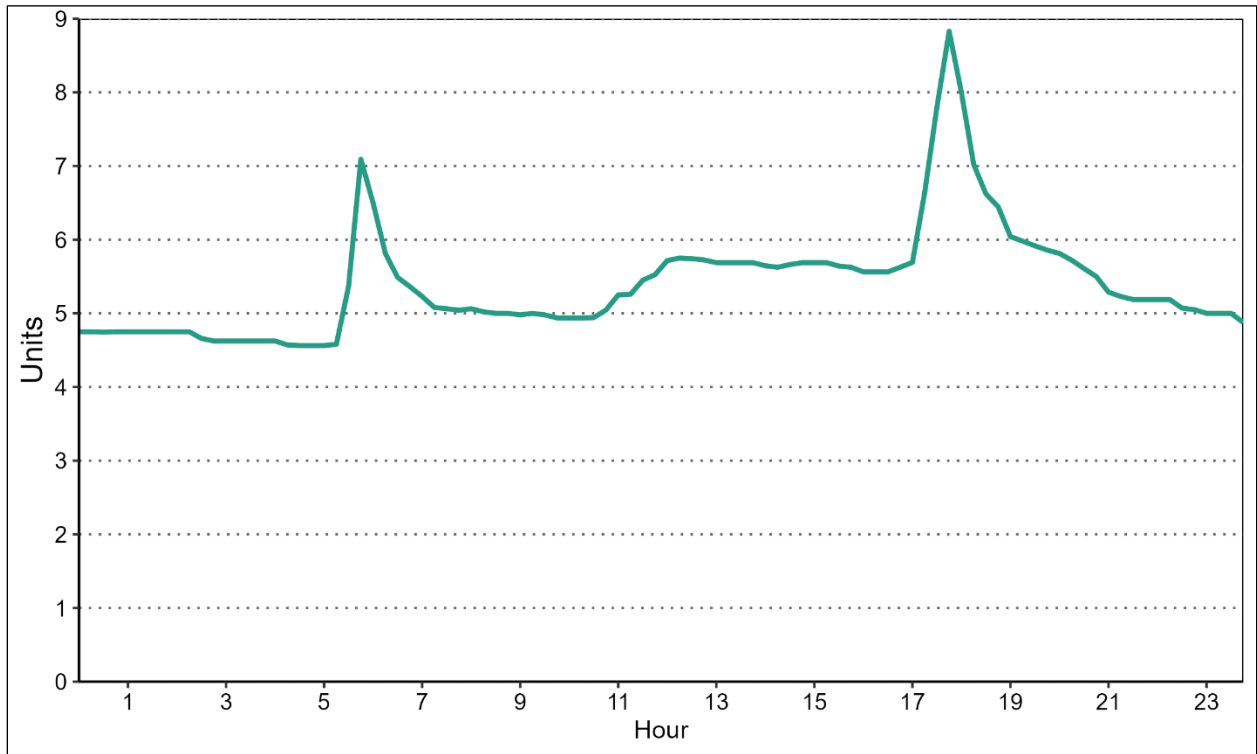


FIGURE 10-18: Deployed Officers, Weekends, Summer 2022



Observations:

- For Winter (January 4 through February 28, 2022):
 - The average deployment was 5.0 units per hour during the week and 5.4 units per hour on the weekend.
 - Average deployment varied from 4.0 to 8.4 units per hour on weekdays and 4.3 to 8.6 units per hour on weekends.
- For Summer (July 7 through August 31, 2022):
 - The average deployment was 5.2 units per hour during the week and 5.4 units per hour on the weekend.
 - Average deployment varied from 4.5 to 8.2 units per hour on weekdays and 4.6 to 8.8 units per hour on weekends.

FIGURE 10-19: Deployment and All Workload, Weekdays, Winter 2022

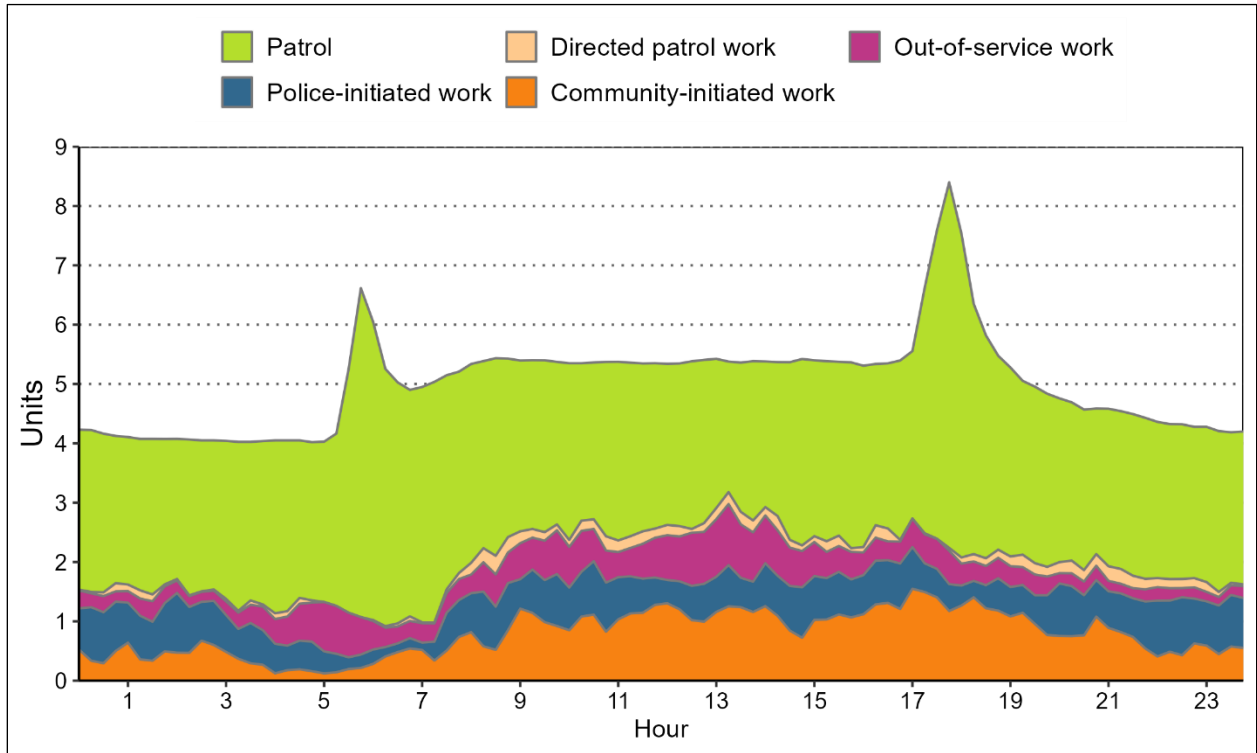


FIGURE 10-20: Deployment and All Workload, Weekends, Winter 2022

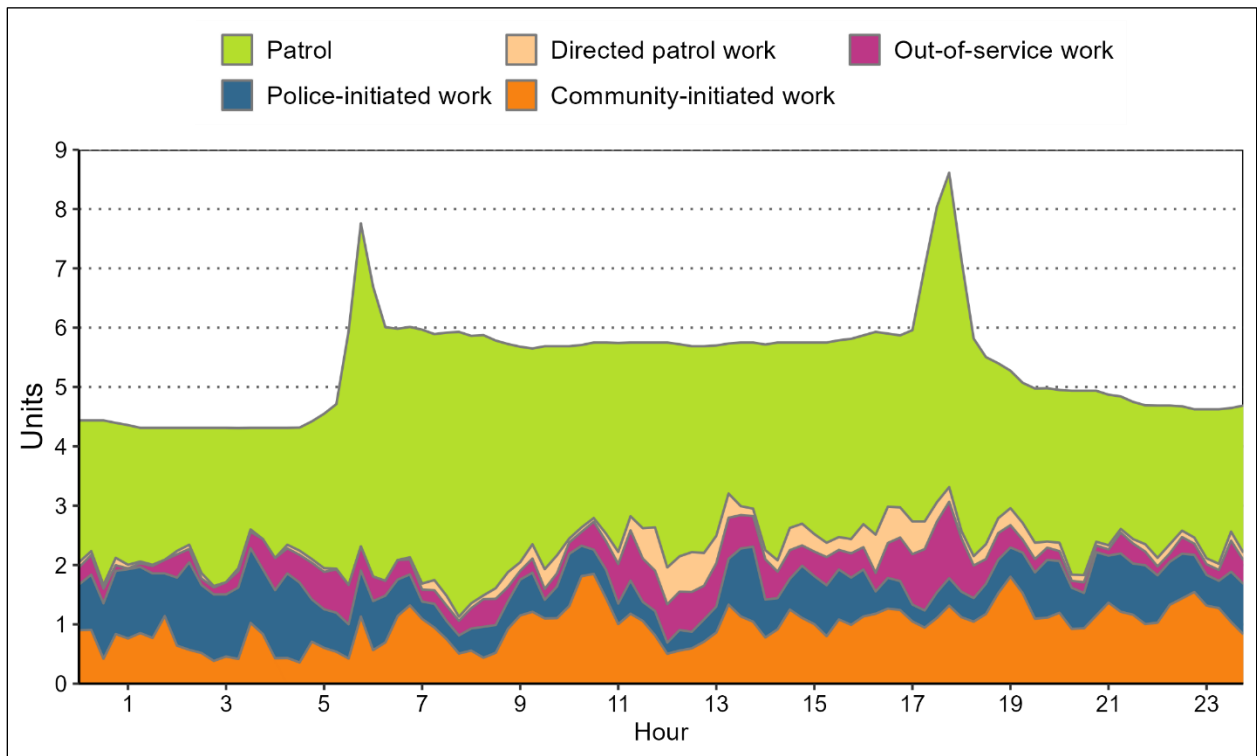


FIGURE 10-21: Deployment and All Workload, Weekdays, Summer 2022

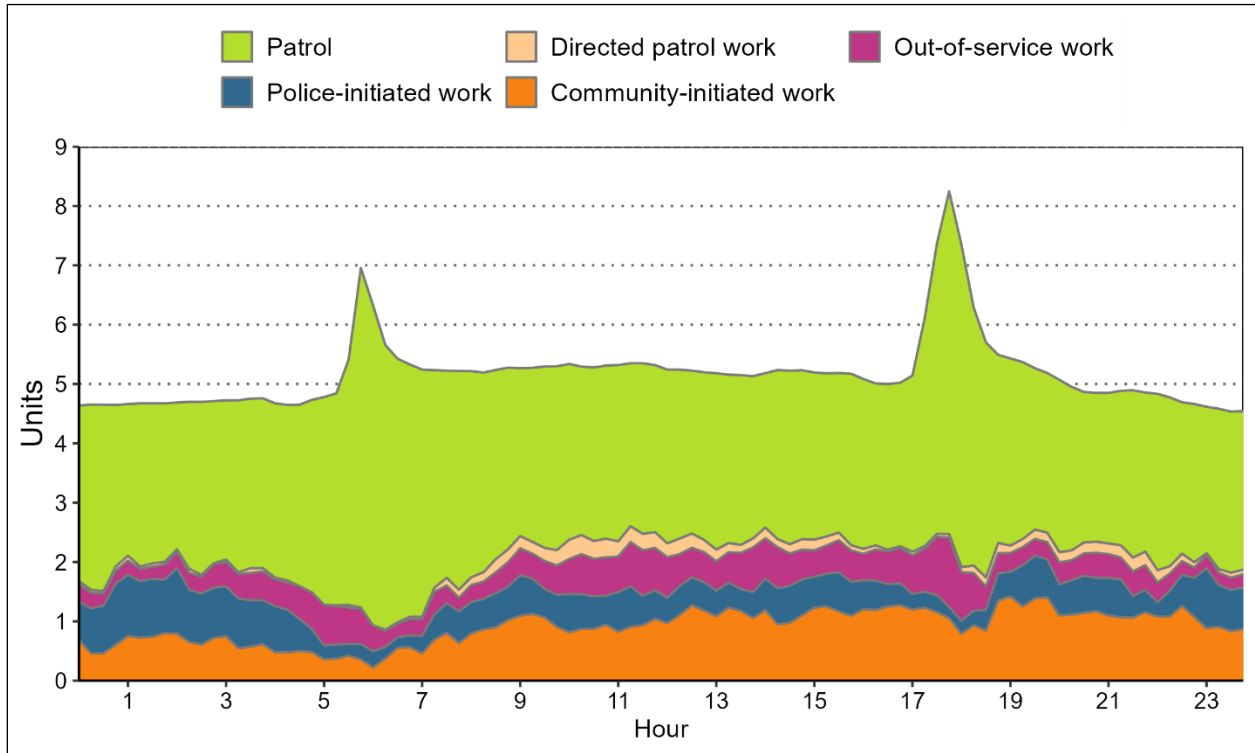
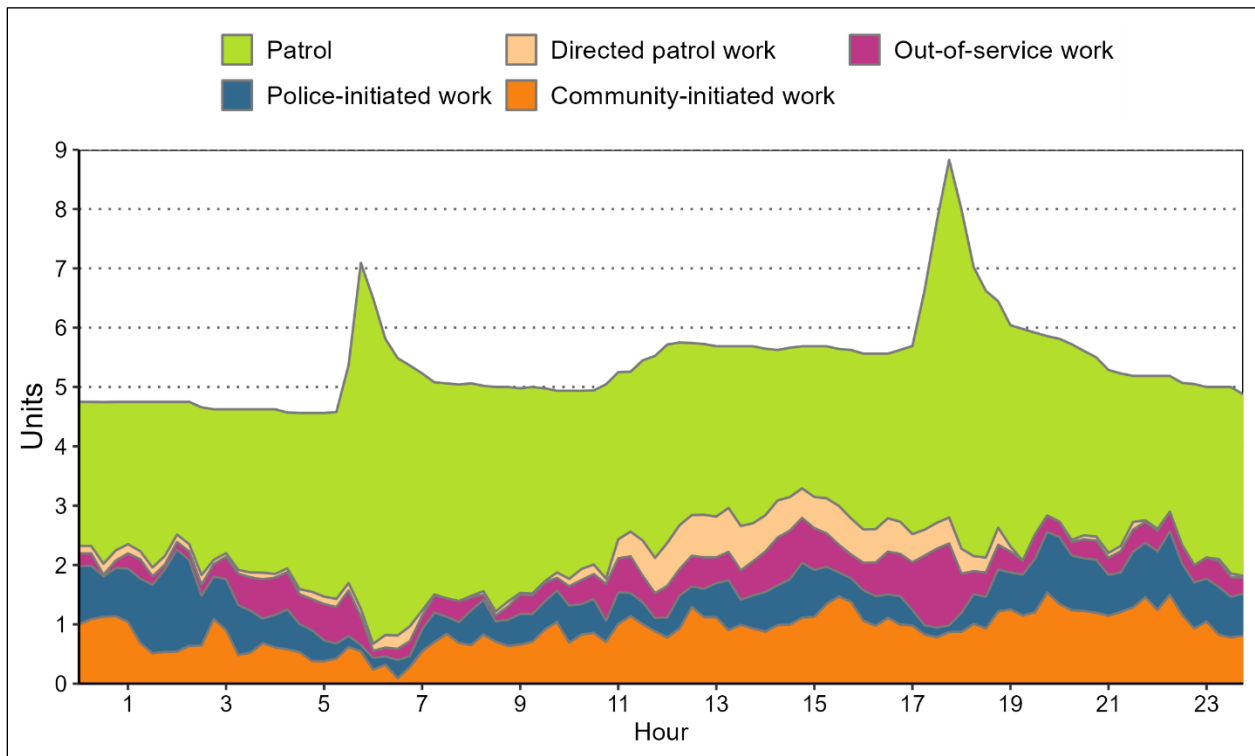


FIGURE 10-22: Deployment and All Workload, Weekends, Summer 2022



Note: Figures 10-19 to 10-22 show deployment along with all workloads from community-initiated calls and police-initiated calls, directed patrol work, and out-of-service work.

Observations:

Winter:

- Community-initiated work:
 - Average community-initiated workload was 0.8 units per hour during the week and 1.0 units per hour on weekends.
 - This was approximately 16 percent of hourly deployment during the week and 18 percent of hourly deployment on weekends.
- All work:
 - Average workload was 2.0 units per hour during the week and 2.3 units per hour on weekends.
 - This was approximately 39 percent of hourly deployment during the week and 42 percent of hourly deployment on weekends.

Summer:

- Community-initiated work:
 - Average community-initiated workload was 0.9 units per hour during the week and 0.9 units per hour on weekends.
 - This was approximately 18 percent of hourly deployment during the week and 17 percent of hourly deployment on weekends.
- All work:
 - Average workload was 2.0 units per hour during the week and 2.2 units per hour on weekends.
 - This was approximately 39 percent of hourly deployment during the week and 40 percent of hourly deployment on weekends.

FIGURE 10-23: Percentage of Workload, Weekdays, Winter 2022

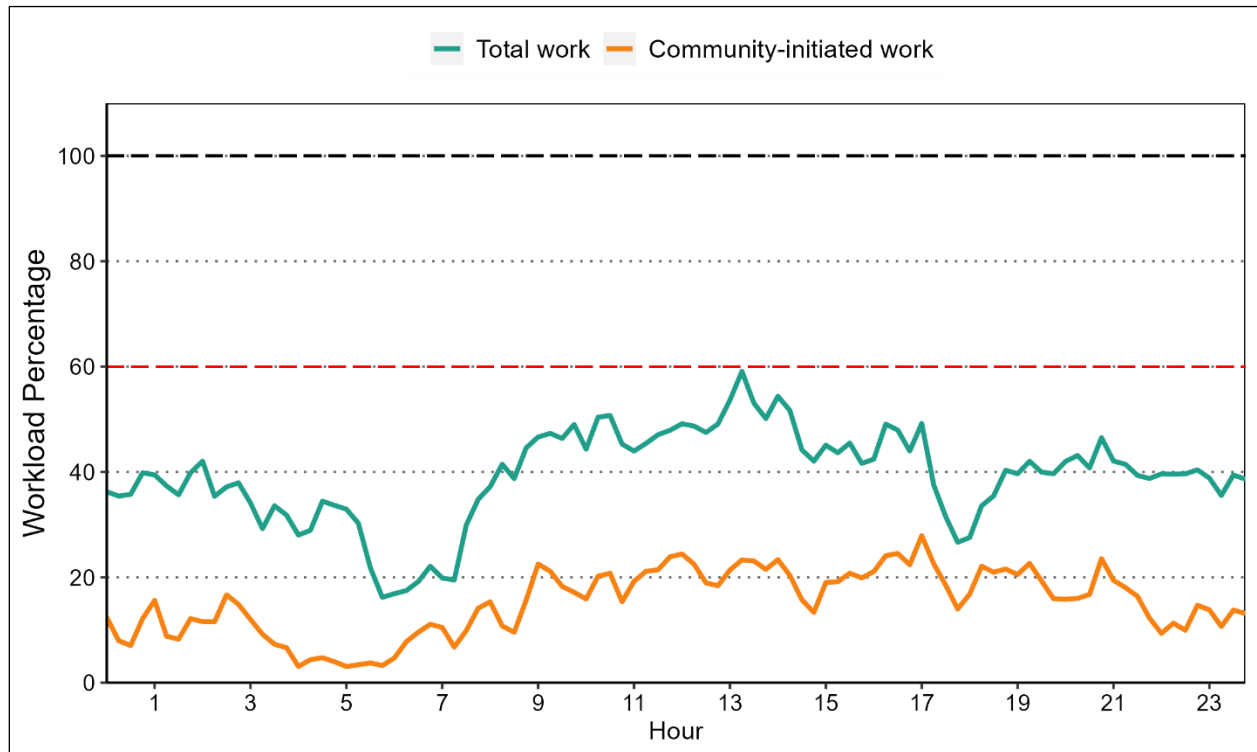


FIGURE 10-24: Percentage of Workload, Weekends, Winter 2022

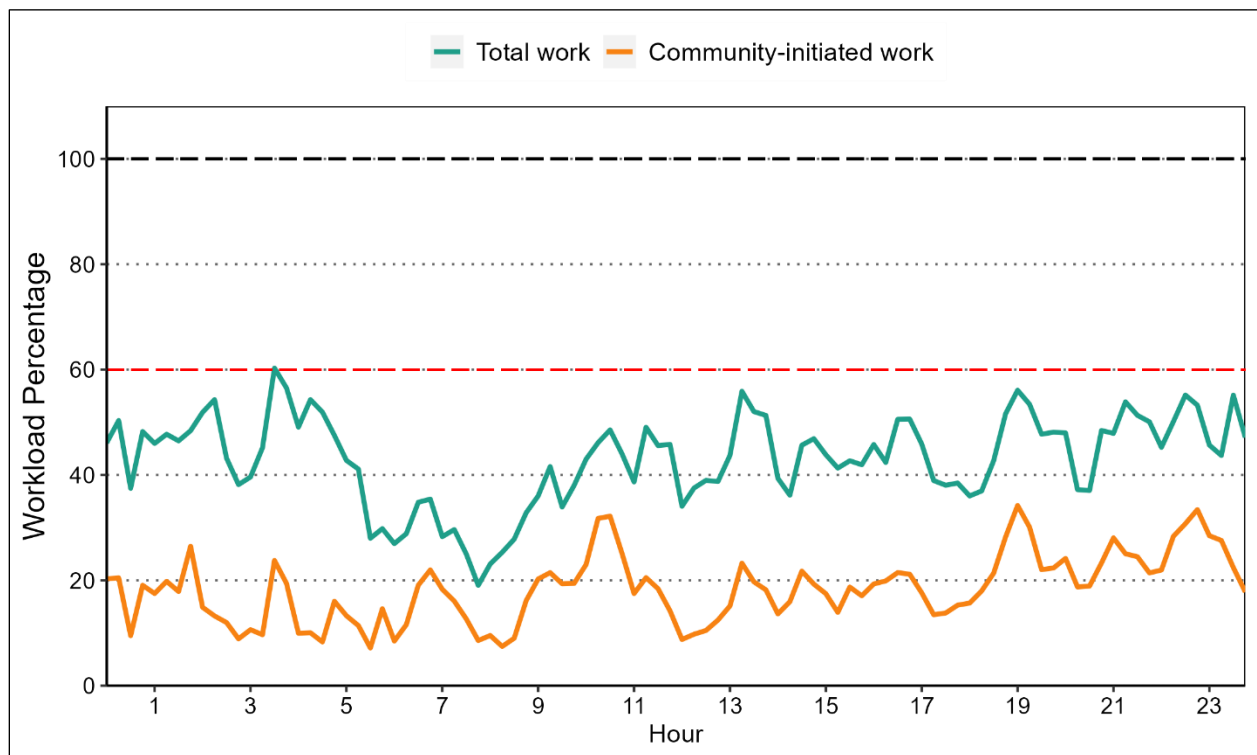


FIGURE 10-25: Percentage of Workload, Weekdays, Summer 2022

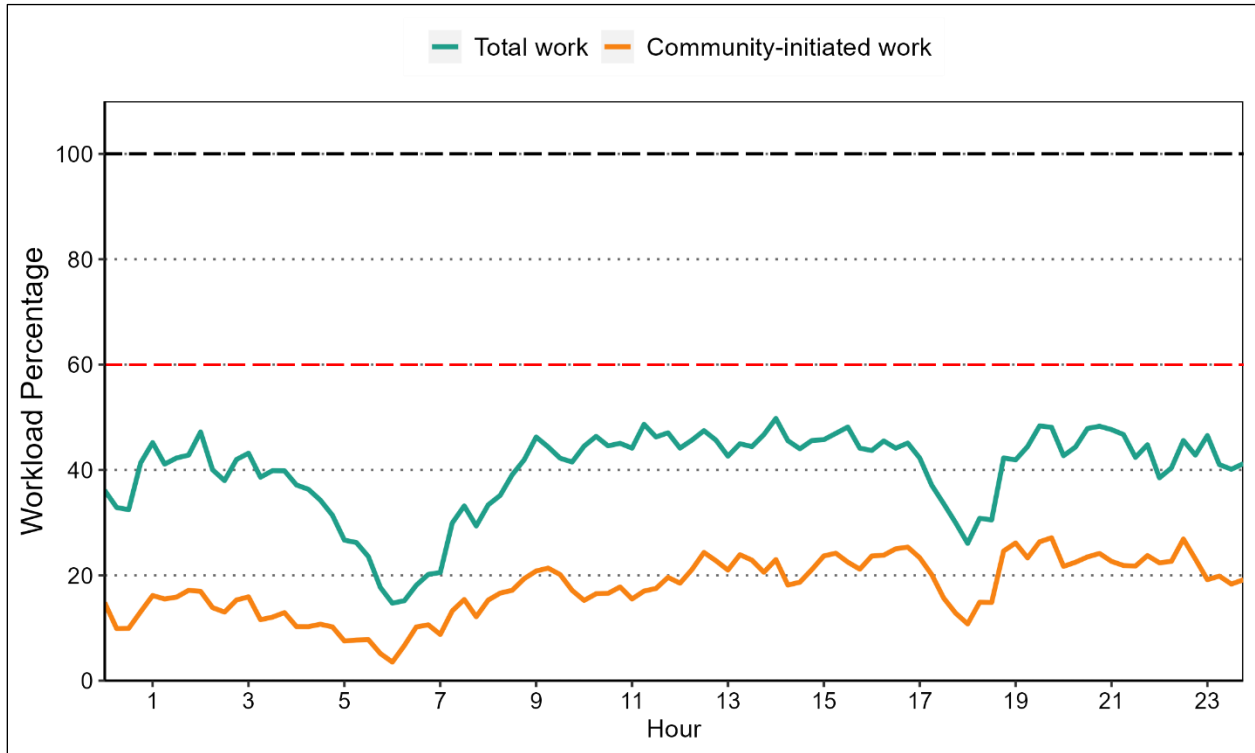
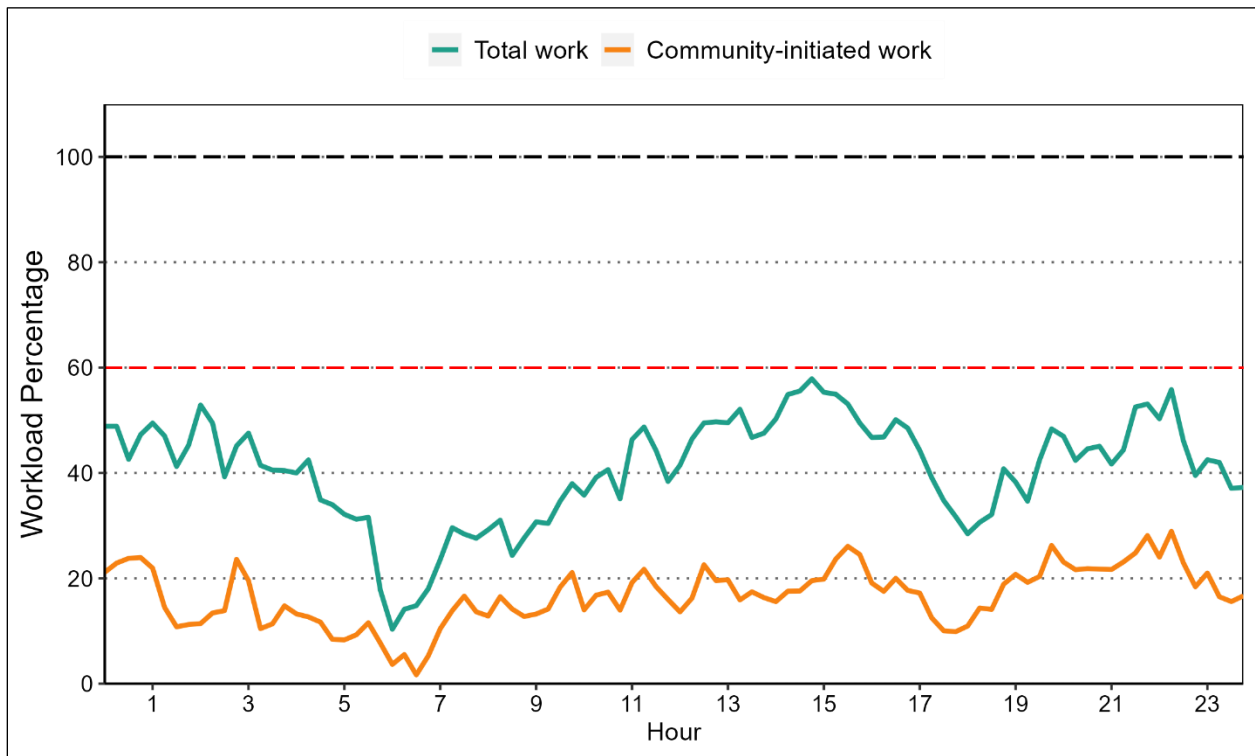


FIGURE 10-26: Percentage of Workload, Weekends, Summer 2022



Observations:

Winter:

- Community-initiated work:
 - During the week, the workload reached a maximum of 28 percent of deployment between 5:00 p.m. and 5:15 p.m.
 - On weekends, the workload reached a maximum of 34 percent of deployment between 7:00 p.m. and 7:15 p.m.
- All work:
 - During the week, the workload reached a maximum of 59 percent of deployment between 1:15 p.m. and 1:30 p.m.
 - On weekends, the workload reached a maximum of 60 percent of deployment between 3:30 a.m. and 3:45 a.m.

Summer:

- Community-initiated work:
 - During the week, the workload reached a maximum of 27 percent of deployment between 7:45 p.m. and 8:00 p.m. and between 10:30 p.m. and 10:45 p.m.
 - On weekends, the workload reached a maximum of 29 percent of deployment between 10:15 p.m. and 10:30 p.m.
- All work:
 - During the week, the workload reached a maximum of 50 percent of deployment between 2:00 p.m. and 2:15 p.m.
 - On weekends, the workload reached a maximum of 58 percent of deployment between 2:45 p.m. and 3:00 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.

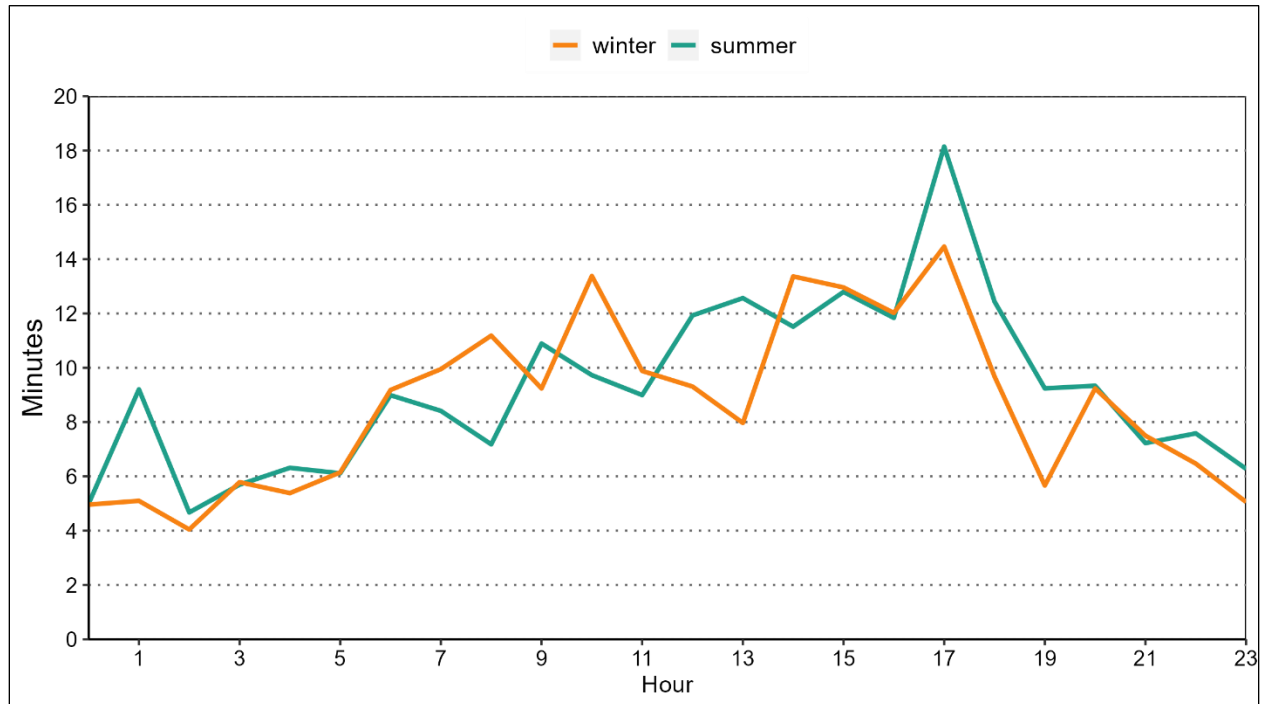
We begin the discussion with statistics that include all calls combined. We started 3,707 calls in winter and 4,085 calls in summer. We limited our analysis to community-initiated calls, which amounted to 1,334 calls in winter and 1,560 calls in summer. In addition, we removed the calls lacking a recorded arriving unit, a few calls located at headquarters, as well as property check and house check calls. We were left with 1,056 calls in winter and 1,154 calls in summer for our analysis. For the entire year, we began with 24,513 calls and limited our analysis to 9,523 community-initiated calls. With similar exclusions, we were left with 7,308 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 summer and winter periods. We then present a brief analysis of response time for high-priority calls alone.

All Calls

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

FIGURE 10-27: Average Response Time and Dispatch Processing, 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 14.5 minutes.
- In winter, the shortest response times were between 2:00 a.m. and 3:00 a.m., with an average of 4.0 minutes.
- In summer, the longest response times were between 5:00 p.m. and 6:00 p.m., with an average of 18.1 minutes.
- In summer, the shortest response times were between 2:00 a.m. and 3:00 a.m., with an average of 4.7 minutes.

FIGURE 10-28: Average Response Time by Category, Winter 2022

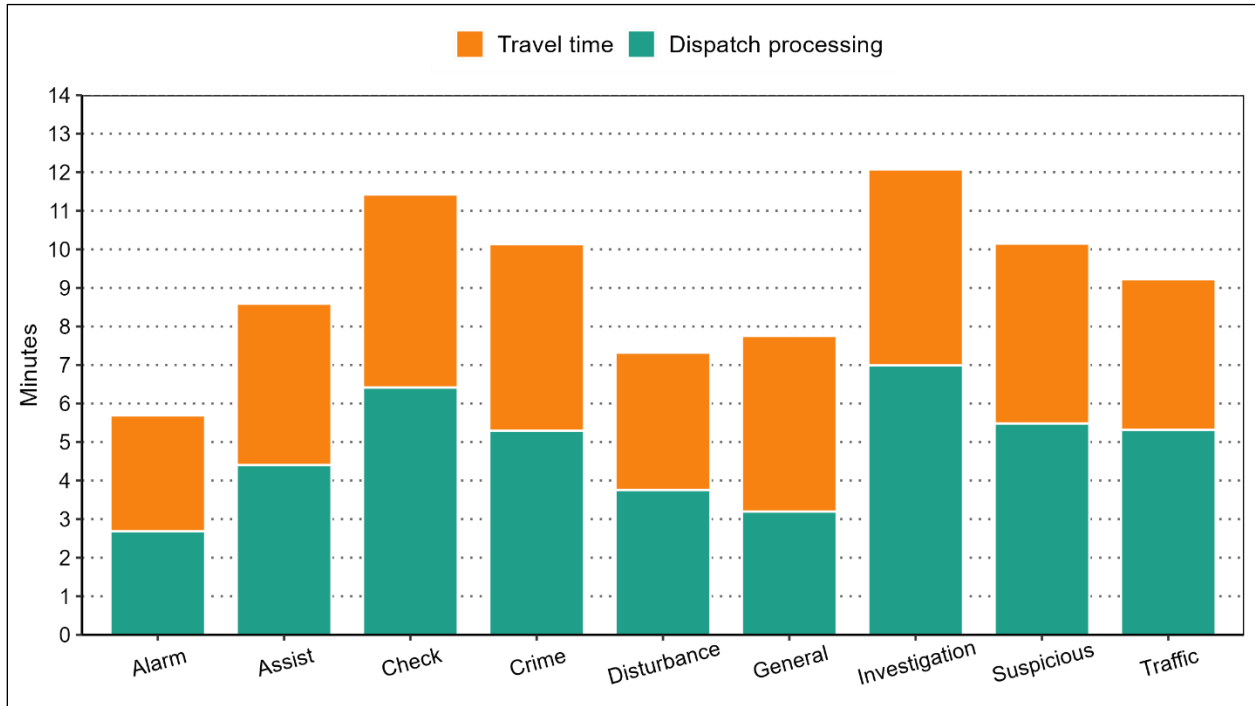


FIGURE 10-29: Average Response Time by Category, Summer 2022

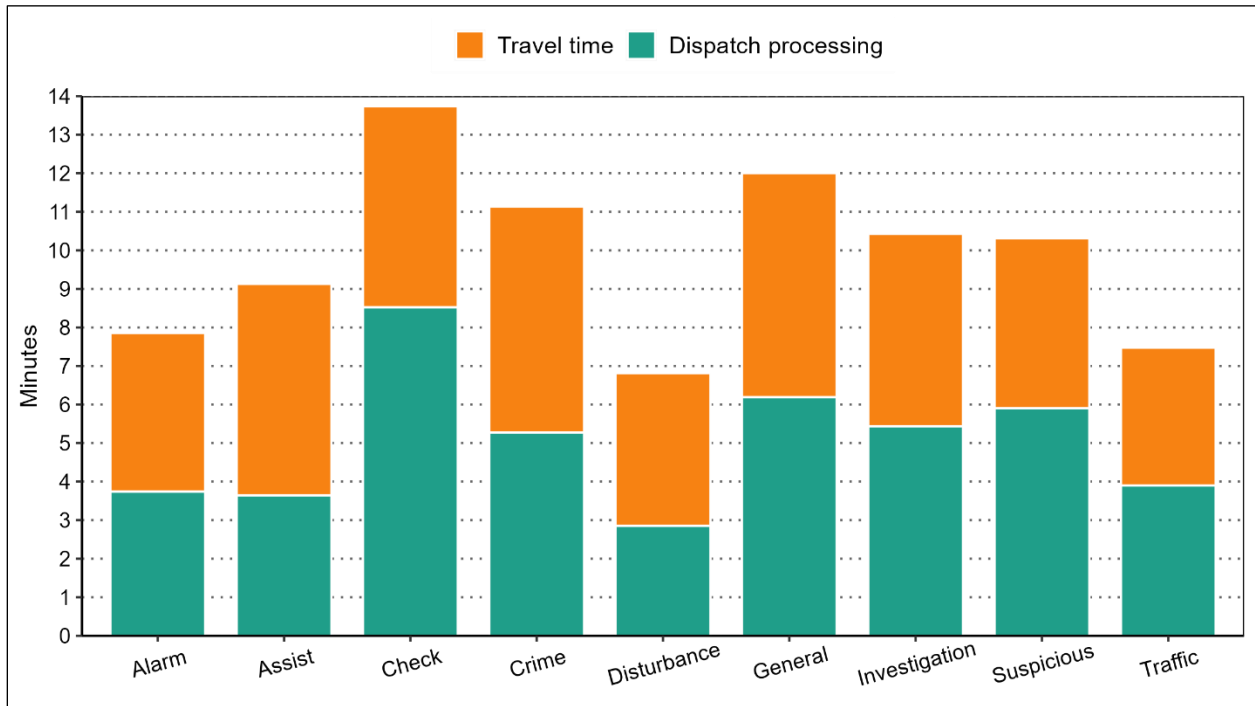


TABLE 10-16: Average Response Time Components, by Category

Category	Winter				Summer			
	Minutes			Count	Minutes			Count
	Dispatch	Travel	Response		Dispatch	Travel	Response	
Accident	2.4	5.2	7.5	52	3.0	4.4	7.4	40
Alarm	2.7	3.0	5.7	61	3.7	4.1	7.9	67
Animal call	5.8	5.4	11.2	15	7.5	5.8	13.3	27
Assist citizen	9.4	5.8	15.2	54	7.3	6.5	13.8	49
Assist other agency	1.0	3.1	4.1	79	1.8	5.0	6.8	96
Check	6.4	5.0	11.4	50	8.5	5.2	13.7	39
Crime against persons	5.5	3.6	9.1	42	5.0	6.9	11.9	56
Crime against property	5.3	5.3	10.6	127	5.4	5.5	10.9	144
Crime against society	4.0	3.6	7.6	5	4.9	5.6	10.5	8
Disturbance	3.8	3.6	7.3	137	2.9	4.0	6.8	116
Investigation	7.0	5.1	12.1	103	5.4	5.0	10.4	105
Mental health	1.6	4.0	5.6	19	1.5	4.6	6.1	7
Suspicious incident	5.5	4.7	10.1	244	5.9	4.4	10.3	345
Traffic enforcement	7.9	2.8	10.7	60	4.6	2.9	7.5	48
Violation	2.1	4.2	6.3	8	5.7	7.1	12.8	7
Total Average	5.0	4.4	9.4	1,056	5.0	4.8	9.8	1,154

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 6 minutes and 12 minutes.
- In winter, the average response time was as short as 6 minutes (for alarms) and as long as 12 minutes (for investigations).
- In summer, the average response time for most categories was between 7 minutes and 12 minutes.
- In summer, the average response time was as short as 7 minutes (for disturbances) and as long as 14 minutes (for checks).
- The average response time for crimes was 10 minutes in winter and 11 minutes in summer.

TABLE 10-17: 90th Percentiles for Response Time Components, by Category

Category	Winter, Minutes			Summer, Minutes		
	Dispatch	Travel	Response	Dispatch	Travel	Response
Accident	4.1	10.0	11.7	3.9	7.5	11.2
Alarm	4.4	6.3	8.1	3.8	6.6	12.0
Animal call	11.4	13.2	23.8	10.1	10.8	28.4
Assist citizen	18.7	15.0	37.1	14.9	15.1	34.6
Assist other agency	2.5	5.4	7.0	3.4	10.1	12.8
Check	12.4	8.5	22.5	16.2	9.2	27.7
Crime against persons	9.9	7.7	14.4	13.5	18.2	35.4
Crime against property	8.3	10.9	22.8	12.0	11.0	23.0
Crime against society	9.2	4.5	12.8	14.1	9.4	19.4
Disturbance	7.1	7.5	13.1	4.6	8.2	12.7
Investigation	15.0	12.9	27.3	11.6	11.9	20.3
Mental health	2.8	10.7	13.2	2.6	7.9	9.5
Suspicious incident	10.7	8.8	19.0	11.4	9.4	19.1
Traffic enforcement	20.1	8.0	21.9	14.5	6.6	15.3
Violation	4.2	12.1	15.0	14.2	13.5	25.0
Total Average	10.2	8.8	18.2	10.2	10.0	19.4

Note: A 90th percentile value of 18.2 minutes means that 90 percent of all calls are responded to in fewer than 18.2 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 8 minutes (for alarms) and as long as 27 minutes (for investigations).
- In summer, the 90th percentile value for response time was as short as 12 minutes (for alarms) and as long as 28 minutes (for checks and crimes).

FIGURE 10-30: Average Response Time Components, by Zone



TABLE 10-18: Average Response Time Components, by Zone

Zone	Minutes			Calls
	Dispatch	Travel	Response	
One	4.8	4.4	9.2	3,569
Two	5.1	4.8	9.9	1,477
Three	4.8	4.6	9.5	2,262
Total Average	4.9	4.6	9.4	7,308

Observations:

- Zone one had the shortest average response time of 9.2 minutes.
- Zone two had the longest average response time of 9.9 minutes.

High-Priority Calls

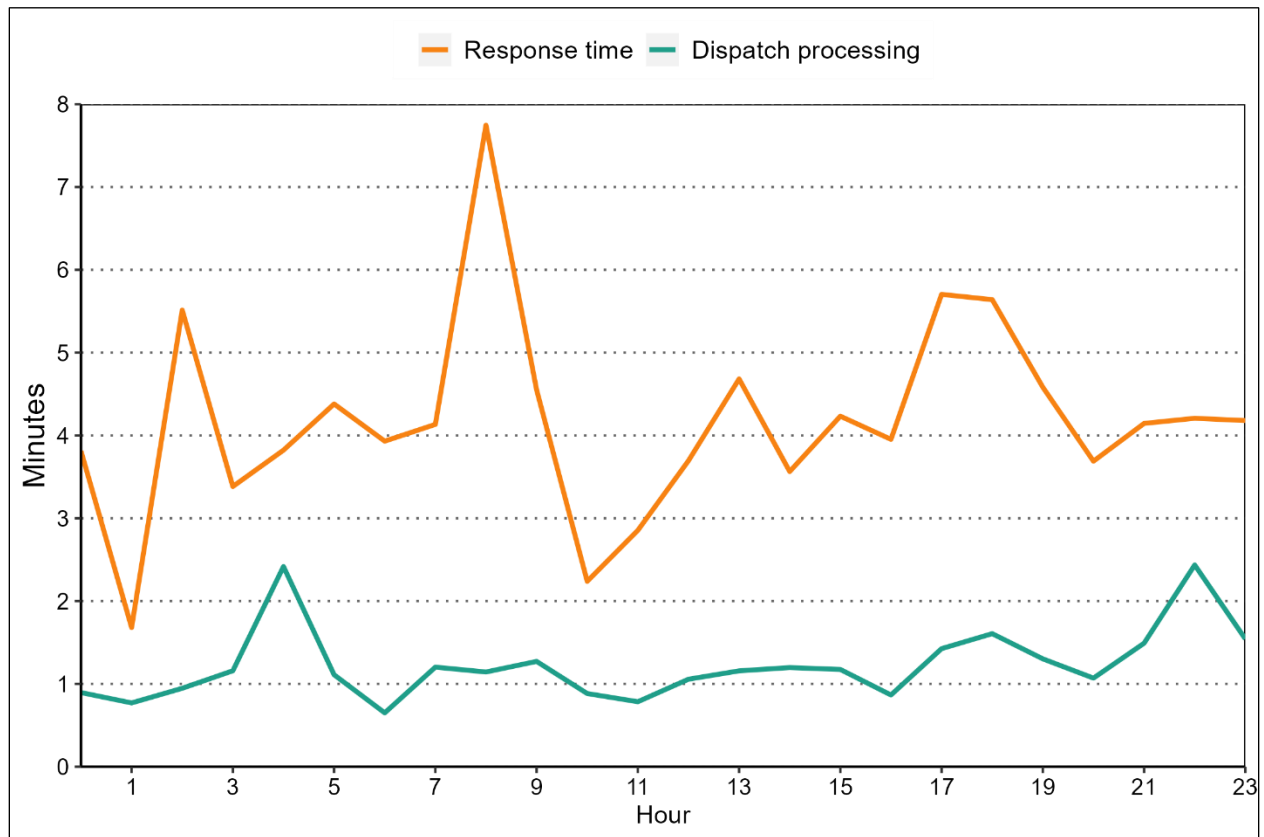
The department assigned priorities to calls with priorities 1 and 2 as the highest priorities. The following table 19 shows average response times by priority. Also, we identified injury accidents by including accident calls whose descriptions matched "Accident - Injuries."

TABLE 10-19: Average and 90th Percentile Response Times, by Priority

Priority		Minutes			Calls	90th Percentile Response Time, Minutes
		Dispatch	Travel	Response		
Code	Description					
1	Immediate Response/Life Threat	1.4	3.2	4.6	191	7.4
2	Traffic Stop/Emergency Response	0.9	2.7	3.6	116	6.4
3	Non-Emergency Response	4.7	4.6	9.3	5,492	18
4	Routine Response (Non-Immediate)	5.2	5.1	10.3	1,363	23.2
5	Call Can Hold	15.2	1.3	16.5	139	32.4
7	It Can Wait Indefinitely	5	6.2	11.2	7	27.5
Total		4.9	4.6	9.4	7,308	19
Injury Accident		1.2	2.7	3.9	62	6.9

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

FIGURE 10-31: Average Response Times and Dispatch Processing for High-priority Calls, by Hour



Observations:

- High-priority calls had an average response time of 4.2 minutes, lower than the overall average of 9.4 minutes for all calls.
- Average dispatch processing time was 1.2 minutes for high-priority calls, compared to 4.9 minutes overall.
- For high-priority calls, the longest response times were between 8:00 a.m. and 9:00 a.m., with an average of 7.7 minutes.
- For high-priority calls, the shortest response times were between 10:00 a.m. and 11:00 a.m., with an average of 2.2 minutes.
- Average response time for injury accidents was 3.9 minutes, with a dispatch processing time of 1.2 minutes.

APPENDIX A: CALL TYPE CLASSIFICATION

Call descriptions for the department's calls for service from November 1, 2021, to October 31, 2022, were classified into the following categories.

TABLE 10-20: Call Type, by Category

Call Type	Table Category	Figure Category
Alarm	Alarm	Alarm
Community Contact	Assist citizen	Assist
Disabled Vehicle		
Keep The Peace		
Public Assist		
Accident - MVA	Assist other agency	
Assist Other Agency		
Available On Radio		
CPR In Progress		
Drowning		
Fire		
Fire Alarm		
Line Down or Transformer Fire		
Medical Call		
Mutual Aid		
Outside Fire		
Overdose		
Public Assist		
Structure Fire		
Vehicle Fire		
Water Main Break		
Water Rescue		
Consensual Check	Check	Check
House Check		
Property Check		
Well Being Check		
Armed Assault	Crime against persons	Crime
Assault/Battery		
Hit and Run		
Kidnapping		
Obscene, Harassing, Threatening phone call		
Robbery		
Sexual Battery		
Burglary	Crime against property	
Burglary Vehicle		
Fraud		

Call Type	Table Category	Figure Category
Prowler		
Retail Theft		
Stolen Property		
Stolen Tag		
Stolen Tag Recovery		
Stolen Vehicle		
Stolen Vehicle Recovery		
Trespassing		
Vandalism		
Indecent Exposure		
Narcotics		
Shots Fired		
Beach Patrol	Directed patrol	Directed patrol
Bike Patrol		
Foot Patrol		
Marine Patrol		
North Of Zone		
School Crossing Duty		
School Resource Officer		
South Of Zone		
Special Detail	Disturbance	Disturbance
Armed Disturbance		
Disturbance		
Drunk Pedestrian		
Fireworks Complaint		
Noise complaint		
Solicitor		
Undesirable		
Animal Complaint	Animal call	
Dog Bite		
Dog Leash Violation		
Dog Location Violation		
Dog Time Frame Violation		
Lost or found animals		
Mental Person	Mental health	General miscellaneous
Suicide		
Suicide Threats		
Suicide with weapon		
Code Enforcement	Violation	
Ordinance Violation		
Ordinance Violation-Glass On The Be		
Ordinance Violation-Open Container		

Call Type	Table Category	Figure Category
Ordinance Violation-Urinating in Pu		
Parking Enforcement		
Private Property Tow		
911 Hangup		
911 Misdial		
911 Open Line		
Abandoned Vehicle		
Attempt To Contact		
Attempt To Locate		
BOLO		
Dead Person	Investigation	Investigation
Found Property		
Information		
Investigation		
Lost Property		
Missing Person		
Missing Person Recovery		
Sexual Offender Check		
Wanted Person		
Court		
Fueling Vehicle	Out of service–administrative	Out of service
Unit Busy		
Vehicle Maintenance		
Bathroom	Out of service–personal	
Lunch Break		
Armed	Suspicious incident	Suspicious incident
Open Door		
Suspicious Incident		
Suspicious Package		
Suspicious Person		
Suspicious Vehicle		
Accident	Accident	
Accident - Injuries		
Drunk Driver	Traffic enforcement	Traffic
Obstruction on Roadway		
Reckless Driver		
Traffic Enforcement		
Traffic Stop	Traffic stop	
Traffic Stop - Speed		

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 Florida Department of Law Enforcement. 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 2020 and 2021. Crime rates are expressed as incidents per 100,000 population.

TABLE 10-21: Reported Crime Rates in 2020 and 2021, by City

Municipality	State	2020				2021			
		Population	Crime Rates			Population	Crime Rates		
			Violent	Property	Total		Violent	Property	Total
Altamonte Springs	FL	44,440	315	2,248	2,563	46,735	248	1,660	1,909
Belle Isle	FL	7,392	203	1,245	1,448	7,027	213	1,466	1,679
Casselberry	FL	29,080	354	2,675	3,030	29,571	369	2,080	2,448
Cocoa	FL	18,769	1,140	5,866	7,006	19,653	901	5,149	6,050
Deland	FL	35,874	524	2,425	2,949	38,342	423	1,800	2,222
Edgewater	FL	24,166	132	1,556	1,688	23,310	150	1,030	1,180
Holly Hill	FL	12,440	386	1,809	2,195	12,971	578	1,773	2,351
Lake Mary	FL	17,947	167	1,109	1,276	16,867	113	1,008	1,121
Longwood	FL	15,793	253	1,640	1,893	15,496	394	1,697	2,091
Maitland	FL	17,863	162	1,663	1,825	19,545	184	1,346	1,530
New Smyrna Beach	FL	28,380	264	1,614	1,878	30,962	197	1,092	1,289
Orange City	FL	12,454	289	4,561	4,850	13,483	467	3,486	3,953
Ormond Beach	FL	44,271	364	2,338	2,702	44,046	250	1,841	2,091
Rockledge	FL	28,614	210	1,199	1,408	27,824	201	809	1,010
Satellite Beach	FL	11,252	53	480	533	11,332	71	538	609
Sebastian	FL	26,626	79	582	661	25,454	204	974	1,179
South Daytona	FL	13,176	152	1,510	1,662	13,140	198	1,202	1,400
Titusville	FL	46,919	629	2,304	2,933	49,085	507	2,117	2,624
West Melbourne	FL	25,020	192	1,539	1,731	28,127	213	1,227	1,440
Winter Springs	FL	37,788	175	754	929	38,767	40	178	218
Cocoa Beach	FL	11,763	408	2,244	2,652	11,346	317	2,168	2,485
Florida		21,596,068	386	1,772	2,158	21,898,945	369	1,583	1,952
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 10-32: Reported Cocoa Beach Violent and Property Crime Rates, by Year

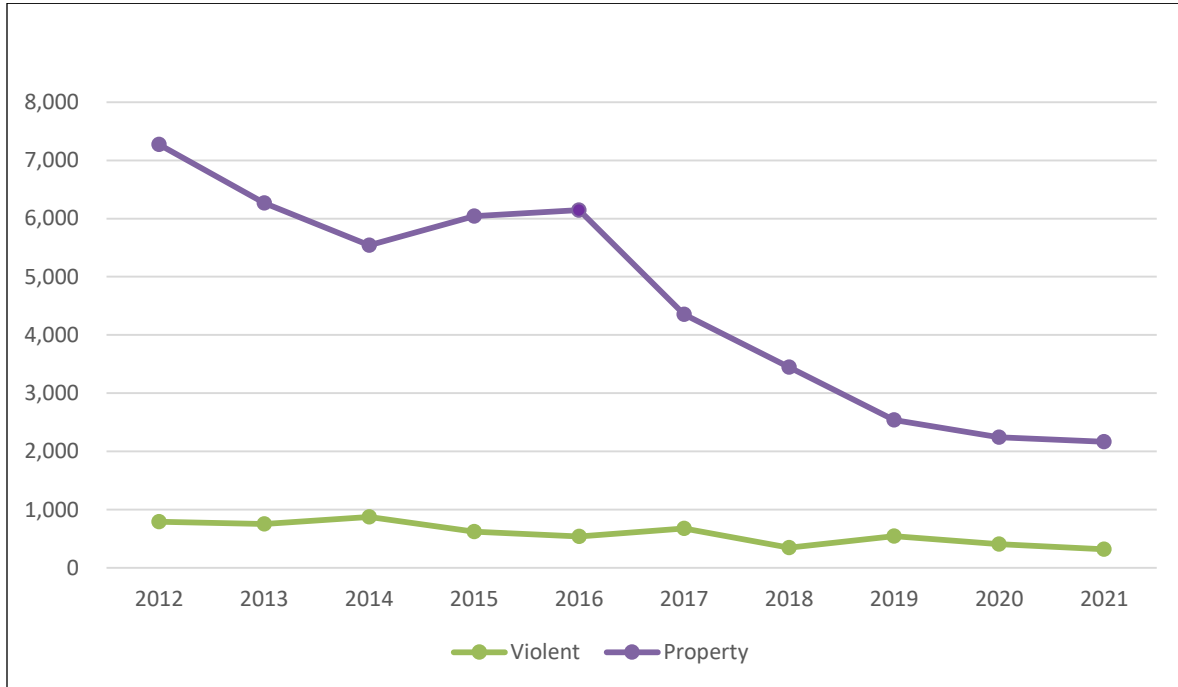


FIGURE 10-33: Reported City and State Crime Rates, by Year

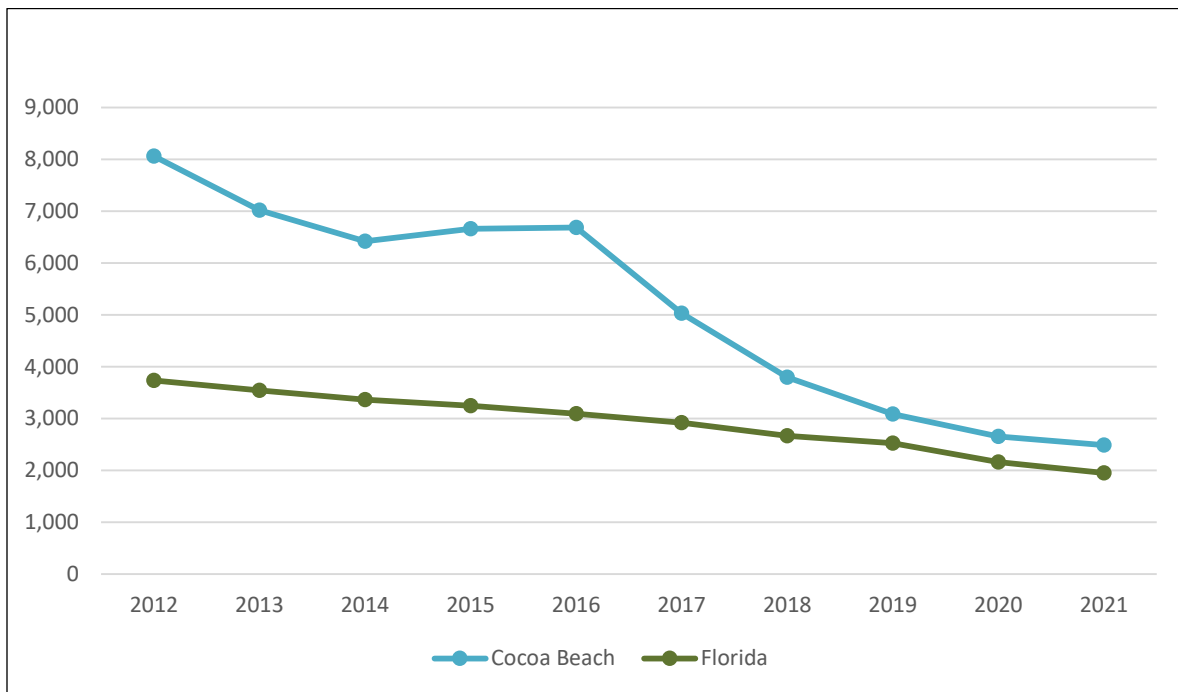


TABLE 10-22: Reported Cocoa Beach, Florida, and National Crime Rates, by Year

Year	Cocoa Beach				Florida				National			
	Population	Violent	Property	Total	Population	Violent	Property	Total	Population	Violent	Property	Total
2012	11,388	790	7,271	8,061	19,434,305	484	3,252	3,736	319,697,368	377	2,758	3,135
2013	11,268	754	6,266	7,020	19,672,665	467	3,077	3,544	321,947,240	362	2,627	2,989
2014	11,347	872	5,543	6,416	20,007,473	456	2,909	3,365	324,699,246	357	2,464	2,821
2015	11,441	621	6,040	6,660	20,388,277	459	2,791	3,249	327,455,769	368	2,376	2,744
2016	11,669	540	6,144	6,684	20,750,677	427	2,663	3,089	329,308,297	383	2,353	2,736
2017	11,851	675	4,354	5,029	20,984,400	408	2,512	2,920	325,719,178	383	2,362	2,745
2018	11,807	347	3,447	3,794	21,299,325	385	2,282	2,667	327,167,434	369	2,200	2,568
2019	11,806	542	2,541	3,083	21,477,737	378	2,146	2,524	328,239,523	379	2,010	2,489
2020	11,763	408	2,244	2,652	21,596,068	386	1,772	2,158	331,449,281	399	1,958	2,357
2021	11,346	317	2,168	2,485	21,898,945	369	1,583	1,952	332,031,554	396	1,933	2,329

TABLE 10-23: Reported Cocoa Beach, Florida, and National Crime Clearance Rates, 2020

Crime	Cocoa Beach			Florida			National		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances*	Rate
Murder Manslaughter	1	2	100%	1,293	802	62%	18,109	9,851	54%
Rape	3	1	33%	7,655	3,281	43%	110,095	33,689	31%
Robbery	2	0	0	13,514	5,707	42%	209,643	60,377	29%
Aggravated Assault	42	32	76%	60,828	32,216	53%	799,678	371,051	46%
Burglary	22	2	9%	52,089	11,989	23%	898,176	125,745	14%
Larceny	222	16	7%	292,519	56,243	19%	4,004,124	604,623	15%
Vehicle Theft	20	1	5%	382,758	8,625	2%	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 10-24: Reported Cocoa Beach, Florida, and National Crime Clearance Rates, 2021

Crime	Cocoa Beach			Florida			National		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances*	Rate
Murder Manslaughter	0	0	NA	586	396	68%	22,900	11,500	50%
Rape	5	0	0%	4,544	1,585	35%	144,300	16,500	11%
Robbery	5	5	100%	6,112	2,648	43%	202,200	48,800	24%
Aggravated Assault	26	26	100%	31,901	17,041	53%	943,800	297,500	32%
Burglary	20	12	60%	23,705	5,399	23%	899,700	107,200	12%
Larceny	203	33	16%	143,686	2,4985	17%	4,627,000	508,900	11%
Vehicle Theft	23	1	4%	18,536	4208	23%	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