

# Orchard Park, New York, Police Department Operations and Data Analysis Report

**August 2011**



POLICE OPERATIONS

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

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## **General Information**

### **ICMA Background**

The International City/County Management Association (ICMA) is the premier local government leadership and management organization. Since 1914, ICMA's mission has been to create excellence in local governance by developing and advocating professional local government management worldwide. ICMA provides an information clearinghouse, technical assistance, training, and professional development to more than 9,000 city, town, and county experts and other individuals throughout the world.

### **ICMA Center for Public Safety Management**

The ICMA Center for Public Safety Management helps communities solve critical problems by providing management support to local governments. Our area of expertise is public safety services, which encompasses the following areas and beyond: organizational development, leadership and ethics, training, assessment of service call workload, staffing requirements analysis, design of standards and hiring guidelines for police and fire chief recruitment, police/fire consolidation, community-oriented policing, and city/county/regional mergers.

### **Performance Measures**

The reports generated by the Center's operations and data analysis team are based upon key performance indicators that have been identified in standards and safety regulations, and by special interest groups such as the International Association of Fire Chiefs, International Association of Fire Fighters, Association of Public Safety Communication Officials International, as well as through the Center for Performance Measurement of ICMA. These performance measures have been developed following decades of research and are applicable in all communities. For that reason, comparison of reports

will yield similar reporting formats, but each community's data are analyzed on an individual basis by the ICMA specialists and uniquely represent the compiled information for that community.

## **Methodology**

The ICMA *Center for Public Safety Management* team follows a standardized approach to conducting analyses of departments involved in providing safety services to the public. We have developed this standardized approach by combining the experience sets of dozens of subject matter experts who provide critical roles in data and operations assessments in the areas of police, fire, and emergency medical service (EMS). Our team has more than 100 years of experience conducting such studies for local governments in the United States and internationally.

We begin most projects by extracting calls for service and raw data from an agency's computer aided dispatch system. The data are sorted and analyzed for comparison to nationally developed performance indicators. These performance indicators (e.g., response times, workload by time, multiple unit dispatching) are valuable measures of agency performance regardless of department size. The findings are shown in tabular as well as graphic format and are organized in a logical order. While most of the structure of our documents as well as the categories for performance indicators are standard, the data reported are unique to the jurisdictions. Due to the size and complexity of the documents, this method of structuring the findings allows for simple, clean reporting.

We conduct an operational review alongside the data analysis. Here the performance indicators serve as the basis for those operational reviews. The review process follows a standardized approach comparable to that of national accreditation agencies. Prior to any on-site visit of an ICMA *Public Safety Management* team, we ask agencies to compile a number of key

operational documents (e.g., policies and procedures, asset lists, etc.). Most on-site reviews consist of interviews with management and supervisors, rank-and-file officers, and city staff.

As a result of any on-site visits and data assessments, our subject matter experts produce observations and recommendations that highlight strengths, weaknesses, opportunities, and threats of all areas under review. Our review can include personnel, interviews, research, relevant literature, statutes, regulations, comparative evaluation of public safety industry standards, meetings, and other areas specifically included in a project's scope of work.

We have found that this standardized approach ensures that we measure and observe all critical components of a public safety agency, which in turn provides substance to benchmark statistics for jurisdictions with similar profiles. We are able to do this because we recognize that while agencies may vary in size and challenges, there are basic commonalities and best practices in use throughout the country.

We liken this standardized approach to the scientific method: we ask questions and request documentation upon project start-up; confirm the accuracy of information received; deploy operations and data analysis teams on site to research the uniqueness of each environment; perform data modeling and share preliminary findings with each client jurisdiction; assess any inconsistencies reported by client; and finally, communicate our results in a formal, written report, and occasionally through an in-person presentation by the project team and other key contributors.

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## **I. Executive Summary**

ICMA was engaged to perform an analysis and evaluation of the Orchard Park, New York, Police Department (hereinafter, "the department"), including its organizational structure, management processes, policies, staffing, and operations. Specifically, ICMA was asked to review the current operations, policies, and practices of the department; analyze those operations, policies, and practices in light of current standards and practices of police organizations of similar size; identify major areas where the operations, policies, and practices of the department appear to deviate from standard practice; and broadly recommend corrective actions that can be taken to correct any deficiencies.

ICMA was also charged with obtaining and analyzing performance information contained in the department's computer aided dispatch (CAD) system. The purpose of this analysis was to identify and compare staffing levels to workload over an extended period of time. The resulting data are instructive in terms of examining necessary staffing levels going forward.

ICMA was provided full access to personnel, data, records, and facilities necessary to the preparation of this report. All material and recommendations contained in this report are based upon the documents provided to ICMA and statements made by department personnel during our site visits.

ICMA's review entailed personal interviews with employees of each rank, and examination and analysis of the department's current rules and regulations, collective bargaining agreements, information systems, and other records and data. It should be noted that ICMA was not engaged to evaluate department personnel. Police personnel were observed and interviewed only

insofar as the information obtained could lead to an understanding of department operations.

ICMA staff wish to thank the town and police administrations of Orchard Park for their assistance in completing this project. In particular, ICMA commends Town Supervisor Janis Colarusso and Chief Andrew Benz for their enthusiasm and cooperation with ICMA staff regarding document requests, access to personnel, and the overall project.

The recommendations contained in this report are intended to increase the operational efficiency of the department. ICMA advises Orchard Park to seek counsel to determine the extent to which these recommendations contradict current legal requirements (i.e., collective bargaining agreements), regulations, or guidelines.

Based upon ICMA's observations and analysis of the department, we have identified a number of actions that can lead to greater operational efficiency and effectiveness. ICMA's primary findings and recommendations are as follows:

- The department should disband its Emergency Response Team.
- The department should discontinue the practice of assigning full-duty officers to the position of desk officer.
- The department should hire and train civilian personnel as dispatchers. This would alleviate the need to assign a uniformed police officer to this task each shift, thereby supplementing available patrol manpower.
- The department should abandon its current shift schedule and implement the twelve-hour work schedule attached as Appendix B.
- ICMA concurs with the department's current "minimum manning" policy of assigning two patrol units and one supervisor each shift. ICMA questions whether any shift requires staffing beyond that level.

- ICMA believes that a department of this size does not require six senior police officials at the rank of lieutenant.
- The department should significantly enhance the content of its annual reports.
- The department must improve the process of delivering and communicating the contents of its annual reports to the town board.
- The department typically receives more than 1,000 residential and commercial alarm calls each year. The vast majority of these are unnecessary or false alarms. In order to preserve resources and enhance overall productivity, the department should work with town officials to establish an alarm abatement program. This would include an unnecessary alarm ordinance and significant fines to property owners for chronic false alarms.
- The department must properly record and analyze all stop, question, and frisks (i.e., Terry stops) performed.
- The department needs to develop and clearly communicate a coherent strategic plan. The “annual goals” currently utilized by the department are insufficient for this purpose. Many goals currently listed in these reports have little to do with actual performance, such as goals related to workspaces and physical plant. Each year, the department should develop specific goals related to performance, logically link them in terms of long- and short-term goals, then actively measure performance throughout the year to determine its ability to meet these goals. In those instances where goals are not met, the department must explain why and state when such goals are expected to be completed. Examples of appropriate goals include: reducing the overall number of false or unnecessary alarms; reducing overall response times; increasing the felony clearance rate by detectives; and increasing the overall quality and quantity of in-service training, etc.

- The department should hold regularly scheduled (at least monthly) command staff meetings for all supervisory staff.
- Both the quantity and quality of overall communications between the department and town officials need to be improved. The department should utilize a standard template to convey pertinent performance information to town officials. This includes budgetary and administrative information, such as sick time, comp time, and overtime expenditures, as well as any enforcement information or other performance measures that the chief and town officials agree to include.
- The department must identify those categories of calls for service that do not require an immediate police response. It should then make a coordinated effort to inform the public about nonemergency matters that can be handled in-person (at headquarters at a subsequent time) or via e-mail or U.S. mail.
- The department should consider broadening the scope of duties and responsibilities of its patrol personnel.
- AR-15 weapons are carried in all patrol vehicles, despite the fact that some patrol personnel are not trained in their use. ICMA recommends that the department immediately train all patrol officers in the proper use of the AR-15. If all officers are not suitably trained, AR-15 weapons must be secured at headquarters. Only those officers trained in their proper use should be allowed to check them out and carry them in their patrol vehicles.

## II. Introduction

Policing entails a complex set of activities. Police officers are not simply crime fighters, whose responsibilities are to protect citizens' safety and property and to enhance the public's sense of security. The police have myriad other basic responsibilities on a daily basis, including preserving order in the community, ensuring the free flow of vehicular and pedestrian traffic, protecting and extending the rights of persons to speak and assemble freely, and providing assistance for those who cannot assist themselves.

The Orchard Park Police Department provides a full range of police services—responding to emergencies and calls for service, performing directed activities and proactive patrol, community policing, and problem solving.

According to the 2010 census, the Town of Orchard Park has a population of 29,054 and encompasses an area of 38.6 square miles. Its boundaries encompass the Village of Orchard Park, with a population of approximately 3,500, and the unincorporated hamlets of Armor, Duells Corner, Loveland, Ellicott, and Webster Corners. The Town of Orchard Park is also home to Ralph Wilson Stadium, home of the NFL's Buffalo Bills.

Orchard Park experiences a low rate of violent crime. Official FBI records for calendar years 2008 and 2009 reflect this:

	<u>2009</u>	<u>2008</u>
Total violent crimes	31	17
Murder/manslaughter	2	0
Rape	5	1
Robbery	6	3
Aggravated assault	18	13
Total property crimes	421	453
Burglary	49	56
Larceny/theft	358	382
Motor vehicle theft	13	15
Arson	1	0

The department was accredited by the New York State Municipal Police Training Council in 1991. The department recently decided not to pursue reaccreditation.

### **III. Operations Analysis**

#### **A. Physical Plant and Resources**

Police headquarters was built in 1990 and is located adjacent to town hall. The building is a well-designed, clean, and modern facility that affords the department sufficient physical space to conduct its operations. Specifically, it contains adequate room for administration, detectives, and training. Office space is provided to both D.A.R.E. officers and to police benevolent association (PBA) officials and members. The headquarters includes a detention facility with six cells (five male and one female). Security cameras are positioned along the building's perimeter.

The headquarters building also contains a large area for the storage of property, as well as separate lockers to secure weapons and narcotics. The building also has an interrogation room, along with holding and booking rooms. The department does not have Live Scan capability for taking fingerprints. During the processing of arrests, officers take ink fingerprints, then scan and forward them. At the time of the initial ICMA visit, the interrogation room was not equipped with a video camera.

The headquarters has a spacious and well-equipped training room, which can also serve as either an emergency command center or a site for enhanced command staff meetings. It is equipped with white boards and overhead projection equipment.

During each of ICMA's site visits, we noted the service window located at the front desk was open and unsecured.

There is a recurring problem with ventilation at the headquarters building air intake being too close to generator exhaust. In the event of a power failure, the building's generator will engage. Apparently, the generator produces a great deal of noxious exhaust fumes that are then taken in by the building's

ventilation system and circulated throughout the building. This is a code violation.

Patrol officers and their vehicles appear well equipped. At the time of the ICMA site visit, the department had a total of fourteen vehicles. These include:

- Five marked patrol vehicles
- One "slick top" patrol vehicle
- One DARE car/patrol vehicle
- Two unmarked detective vehicles
- One unmarked chief's vehicle
- One undercover vehicle (donated and used very rarely)
- One "Sprinter" van used for ERT/accident and arson investigations  
(Note: ICMA was advised that this vehicle was obtained via a homeland security grant.)
- One RTV Kubota utility vehicle.

ICMA was unable to identify a clear department policy or standard operating procedure (SOP) for the routine replacement of patrol vehicles. We were informed that the department generally replaces patrol vehicles every two years. Other vehicles are replaced after five to seven years of service.

There is no SOP regarding vehicle maintenance, although routine maintenance (oil change, transmission tune-ups, etc.) is performed on a regular basis.

One patrol vehicle is equipped with an electronic license plate reader (LPR). This was purchased with funds from a grant.

Patrol vehicles are equipped with computer terminals, along with video cameras. Patrol vehicles carry automated external defibrillators (AEDs).



Patrol vehicles also carry AR-15 weapons. Unfortunately, not all officers assigned to patrol have been trained in their proper use. This represents a significant liability issue.

Patrol officers do not carry Tasers.

***Recommendations:***

- The department should document and communicate its fleet maintenance program to all uniformed members of the department and to town officials. Such a policy should include a detailed description of all vehicles owned by the department; their use; their current mileage; repair records and regular preventive maintenance schedules; total annual number of shifts or days of usage for each vehicle; and projected date or mileage at which each vehicle is to be retired from the fleet or transferred to another assignment.
- The service window at the front desk should be secured when department personnel are not interacting with the public.
- The department must correct the ventilation issues associated with use of the generator.
- The department must immediately train all patrol officers in the proper use of the AR-15. In the alternative, AR-15 weapons must be secured at headquarters. Only those officers trained in their proper use should be allowed to check them out and carry them in their patrol vehicles. Failure to take the foregoing corrective actions represents a significant safety and liability risk to the town, the department, and its employees.
- The interrogation room should be equipped with a video camera.

## **B. Administrative Structure**

The current organizational chart for the Orchard Park Police Department shows the department hierarchy is as follows:

- 1 – Chief
- 5 – Patrol Lieutenants
- 1 – Detective Lieutenant
- 2 – Detectives
- 22 – Police Officers.

This is not the administrative and hierarchical structure that was originally intended or reflected in official department records (SOP 11-1-04; 4-2.1). The department previously had a captain who was promoted in 2004 to the rank of Assistant Chief. That person retired in May of 2010 and neither the captain nor assistant chief position was refilled. This has resulted in an awkward administrative void.

Administrative duties are shared among the lieutenants, but currently there is no individual designated as administrative lieutenant or executive officer. This is problematic and results in a lack of clarity about individual duties and responsibilities of the lieutenants. ICMA was informed that lieutenants have been used periodically to take the fingerprints of citizens at headquarters in non-arrest situations. ICMA views this as an inappropriate use of manpower that confuses the chain of command.

Traditionally, the department has not had personnel assigned at the rank of sergeant. This represents an additional gap in the overall command structure that results in a number of significant operational difficulties that are discussed below.

During their initial site visit, ICMA consultants were informed that, “there are times when there is no supervisor on duty.” We were not told how

frequently this had occurred, nor whether this was related in any way to the lack of sergeants in this department. In any event, such a situation poses a significant liability risk to the town and department that should not be tolerated. At least one supervisory officer must be assigned to each shift.

There are thirty-one uniformed members of the department.

The department also employs several civilian personnel. Civilians perform the dispatch function.

The collective bargaining agreement for police officers is expired. Lieutenants have their own agreement with the town.

The department does not have a designated:

- Domestic Violence Officer
- Youth Officer
- Traffic Officer
- Crime Prevention Officer
- Crime Analysis Officer.

These are important functions that should be assigned to specific officers.

There are several schools located within Orchard Park. The department therefore assigns two members of the service to serve as D.A.R.E. officer, one during the fall school semester and one during the spring. This is a full-time assignment for officers when assigned.

The detective division is comprised of one detective lieutenant and two detectives. One of the detectives handles cases involving minors, such as child victims, child witnesses, juvenile delinquents/juvenile offenders, etc. Nevertheless, this detective is not formally designated as the department's youth officer. Detectives represent the department in various state and regional mutual assistance groups (MAGs).

The department has an Emergency Response Team (ERT). A majority of police officers assigned to the day shift and all detectives are members of this team, which is led by a lieutenant. SOP 10-43.65 identifies a total of fourteen team members. Several members of the team are trained and certified as hostage negotiators. The department has a protocol that identifies those types of incidents or calls that would require an ERT response (SOP 10-43.6), although several members of the department appeared unfamiliar with its terms.

As the following table shows, the ERT experiences very few “callouts” each year:

Year	Number of Joint Operations With Other Agencies	In-Town Responses
2011*	2	0
2010	0	1
2009	0	0
2008	1	1

\*(through July)

Historically, the department has not used bicycle or regular foot patrols. Foot patrols are used for special events, such as the Fourth of July fireworks celebrations.

The department utilizes a properly formatted and indexed manual of rules and regulations that appears consistent with those of similar police agencies. Unfortunately, this manual, the Orchard Park Police Department Rules, Orders and Regulations, apparently has not been reviewed and revised on an annual basis. It is not clear whether this manual has been revised at all since 1991. Failure to review and periodically revise all rules, orders, and objectives is a significant liability risk for the department and for the town.

The Orchard Park Police Department Rules, Orders and Regulations is supplemented by numerous standard operating procedures (SOPs), which

are issued by the chief and promulgated as necessary. The current system of issuing SOPs is unwieldy, as there are now approximately 160 of them. The vast majority of these appear to have been promulgated to comply with accreditation guidelines. ICMA's review of them suggests that the majority contain information that is more properly contained in the Rules, Orders and Regulations. SOP 01-2.3 provides for the issuance of additional written directives, such as general orders, special orders, etc.

While ICMA did not perform a comprehensive comparison of current SOPs with the Department's Rules, Orders and Regulations, it is very likely that the SOPs contain cumulative and/or conflicting information. The issuance of SOPs does not relieve the department of its responsibility to maintain a comprehensive, current manual to guide all police operations.

The department does not employ "special" police officers.

The department has not experienced many police union grievances in recent years.

***Recommendations:***

- The department should immediately review the Orchard Park Police Department Rules, Orders and Regulations and revise as necessary. Special attention should be given to the duties and responsibilities associated with each rank.
- SOPs should be reviewed annually and revised as necessary. Ideally, SOPs should be incorporated regularly into an updated volume of the Rules, Orders and Regulations. An SOP should be used to quickly transmit information until such time as it can be included in the Rules, Orders and Regulations.
- The department must ensure that at least one supervisor is assigned to each shift. Failure to do so negatively affects morale and represents

a significant liability risk to the town and the department. Ideally, a lieutenant (or perhaps sergeant) would be assigned as shift supervisor and would alternate between patrol supervision and administrative duties at police headquarters. Supervisors must perform street patrol supervision each shift. They must not spend an entire shift inside headquarters.

- ICMA believes that a department of this size does not require six personnel assigned at the rank of lieutenant. The department should consider eliminating at least one lieutenant's position over time through attrition.
- One lieutenant should be identified for promotion to the rank of captain, executive officer. It is assumed that a great deal of administrative work is performed by the chief. Therefore, one well-trained and well-supported captain should provide sufficient administrative support.
- Regardless of whether the department appoints a captain, one lieutenant should be designated to serve as executive officer. The department should designate one lieutenant to serve as administrative lieutenant.
- The department should consider creating the rank of sergeant. Sergeants would provide necessary supervision for patrol and would free lieutenants to perform necessary supervisory functions.
- The department should consider hiring one or more "special" officers to perform those tasks that do not require a uniformed police officer.
- The department should designate a ranking member of the force to serve as community affairs officer. This individual should be accountable for developing, implementing, and coordinating all community policing activities. This individual would also coordinate a new community outreach program designed to inform the public about

the department's new reporting policies and procedures, and the proposed alarm abatement program. (See Recommendations following the "Strategic Planning and Performance Measurement" section.)

- The department should designate, train, and support one member of the service to serve as domestic violence officer. In addition to the receipt and investigation of domestic violence reports, this individual would be responsible for maintaining and tracking data regarding calls for service and identifying patterns (such as callbacks) and problematic locations.
- The department should designate, train, and support a crime analysis officer.
- The department should designate, train, and support a traffic officer. This individual would be responsible for reviewing and tracking accident reports and summons activity. Mapping software should be used for this purpose.
- ICMA questions whether two members of the department need to perform the D.A.R.E. officer function.

### **C. IT Infrastructure and Communications**

ICMA did not perform a comprehensive IT inventory, as it was beyond the scope of this study. Nevertheless, ICMA was able to determine that the department utilizes a comprehensive, records-based software system. The system, which integrates CAD (computer-aided dispatch) and RMS (records management system) is the Computerized History and Record Management System (CHARMS) and is used by all police departments in Erie County and managed by Erie County's Center for Police Services. CHARMS can track administrative functions, such as training records, and apparently includes additional functions that are not used by the department.

Accident reports and vehicle and traffic law (VTL) violations are tracked via the New York Highway Safety Management Traffic and Criminal Software (TRACS).

The department's website is very limited and is of little use to the public. It does not contain a description of the department's organizational chart or a message from the chief. It does not contain useful information, such as commonly used forms for citizens to download and complete prior to contacting the police.

There is no designated chief information officer (CIO) for the department. There is no coordinated or comprehensive means of internally assessing the department's current and future IT needs.

The department does not have an employee who is trained and formally designated as a full-time IT coordinator. Rather, the department avails itself of an IT specialist who is employed by the town and is available to the department on a part-time basis. This individual maintains an office on the lower level of the headquarters building.



The department has an internal e-mail system that does not appear to be used frequently. Department personnel also utilize a town e-mail system. However, only supervisors have access to the town's e-mail system. A telephone voice mail system has become available recently.

A pin map is used to display the location of motor vehicle accidents.

The department does not conduct formal roll calls at the commencement of shifts.

The department does not conduct annual department-wide (i.e., "town hall") meetings.

Written memoranda, as well as recent SOPs or related communications, are distributed to officers via their assigned mailboxes. Such communications will also be posted in conspicuous places, such as at the front desk or next to the sign-in book in the downstairs sign-in room.

The detective lieutenant reviews all criminal complaints recorded by the department's RMS. (He also indicated that he reviews all calls for service contained in the CAD system). If a pattern is identified, the detective division will issue a memorandum that is distributed throughout the department.

Master work schedules are produced as printed documents, with handwritten (ink) changes, deletions, etc.

***Recommendations:***

- The department should identify additional functions of the CHARMS system that could improve the department's overall record keeping and analytical capabilities. To the extent that CHARMS is found to be deficient, the department should identify such deficiencies and search for either a supplemental or alternative system.

- The department should establish an internal technology task force, which would serve as a standing committee to perform the analysis described above. This body should be comprised of supervisors, line officers, and civilian members of the department, should meet regularly, and should: 1) identify the department's current technology needs; 2) identify any deficiencies in the department's current communications (CAD) and records management systems; 3) revise and update the department's website; 4) identify technology training needs and recommend additional training; and 5) make specific recommendations for improvement, where necessary. This task force would report directly to the chief.
- The department should designate one ranking officer to serve as chief information officer (CIO). This individual would have primary responsibility for creating, maintaining, and retrieving data from the police department's various databases, files, and records. The CIO would serve as chair of the technology task force.
- The department should designate one member of the service to revise and substantially enhance the department's website. At a minimum, the website should include timely and accurate information regarding:
  - The department's chain of command and contact information for its various units and divisions;
  - A message to the community from the chief;
  - Crime mapping data;
  - A history of the department;
  - Information regarding the sex offender database;
  - Information regarding recruitment and community outreach efforts; and
  - Access to downloads of police-related forms, such as reports of lost or stolen property. (The website does include downloadable

forms regarding motor vehicle accidents and related records requests.)

The department's website also currently provides information regarding its child seat installation and fingerprinting services.

#### **D. Dispatch Operations**

The dispatch center provides communications for the Town's fire and EMS services as well as police. Two dispatch positions are situated at the headquarters' front desk however generally only one position is manned. The front desk has a total of four telephone lines. Three lines are dedicated to incoming 'land line' 911 telephone calls. Cellular 911 calls are received by county or state police, then directed to the department.

Communications is the nerve center of any emergency service organization. Current technologies allow for far better communication services than is currently provided by the Orchard Park Police Department. Simply put, the Town is too small to be able to afford to staff, train and equip a modern dispatch operation to meet the today's needs of police, fire and EMS services. Fortunately, the Town has available to it a highly professional dispatch and communications alternative – the Town of Hamburg Public Safety Dispatch Center. ICMA representatives visited the Center and were impressed with the high quality of the operation.

The Center has the most modern technology and is managed by a professional communications manager. Dispatchers are well trained and experienced. Given their experience with large numbers of calls from various agencies, they can provide a far higher service level than the current system. The Center currently provides the following communications services:

- Town of Hamburg – All nine fire companies, police (6 or 5 units)
- Town of Eden – Two fire companies, one ambulance company

- Town of Boston – Three fire companies, one ambulance company
- Village of Hamburg – Police (2-3 units)
- Village of Blasdell – Police (1-2 units)

At the police operational level it is far superior to have integrated communications with neighboring law enforcement jurisdictions. Such a system allows for police officers to communicate directly across municipal boundaries and to be aware of activities which may endanger them, such as vehicle chases. It also provides for faster response to officer calls for assistance.

Fire departments have significantly different communications needs than police services and it appears that the current system is not meeting those needs. We met with representatives of the Town's fire companies who documented the capabilities and standard operating procedures of the Hamburg Center compared to the Town's dispatch operation.

While the Orchard park system could be improved to a more sophisticated, modern system, doing so will be incredibly expensive. A far better approach would be to join the regional system.

It is clear to us that the Hamburg system would provide far superior dispatching capabilities for police, fire and EMS, and recommend that the Town immediately proceed with negotiations to contract for these services with Hamburg. By eliminating the costs of maintaining its own system the transfer of this service could result in a net savings for the Town as well as improved services (particularly in light of the fact that the current dispatch system unnecessarily uses highly paid police officers).

Frankly, we believe that the residents of the Town of Orchard Park as well as the police officers and volunteer fire fighters deserve the higher level of service that the Hamburg system can offer.

## **E. Training**

A lieutenant (Buccilli) is designated as the department's training officer. He is responsible for coordinating and scheduling all training. As per accreditation guidelines, all uniformed members of the department receive at least twenty-one hours of mandated training. State guidelines mandate that officers receive four hours of firearms training each year. The department regularly provides eight hours of such training. Officers also take additional, specialized courses at the state police academy.

All uniformed members of the service have received active shooter training.

Several members of the department are certified as general topics training instructors and several are certified firearms instructors. Firearms instruction is performed by department personnel and is scheduled by Lt. Dearborn.

Historically, officers have also received eight hours of in-service training each year. Topics have included: less than lethal force; legal updates; defensive tactics; proper use of equipment (such as "stop spikes"); etc. The training officer surveys members of the department to identify potential topics. All of the lieutenants are certified as general topics instructors. The department requires that all lessons include lesson plans, which must be approved in advance by the chief. Individuals from outside the department have been invited to provide in-service training, such as the legal update lesson provided by the NY Division of Criminal Justice Services (DCJS) and several visits by a representative from the district attorney's office. An in-service lesson was designed to introduce new domestic violence incident reports.

The department utilizes interactive online methodologies for the presentation of certain lessons. These lessons include fill-in-the-blank questions and answers as well as examinations. PowerPoint presentations

have been used and all lieutenants are encouraged to present lessons, when available. ICMA was advised that role plays have been used for certain lessons.

Due to scheduling difficulties, and in an effort to keep overtime rates down, in-service class size has been quite small. This is problematic, as most in-service lessons are designed for mid- to large-sized groups where officers can learn from one another. Patrol lieutenants are directed to informally relay training information to police officers.

ICMA was advised that the department was experiencing a great deal of difficulty in scheduling its officers for training, because it was trying to avoid incurring a great deal of overtime. We were informed that the department will likely not meet the mandated eight hours of training per officer this year. If this is so, it represents a significant threat to morale, limits internal communications, and represents a significant liability risk to the department, its personnel, and the town.

The department's recent decision not to seek reaccreditation was based, in large part, upon its inability to provide mandated training.

Eleven members of the department are trained as field training officers. The department's field training protocol is set forth in an SOP (12-1-03).

Not all patrol officers have been trained in the proper use of the AR-15 rifle.

The department does not utilize formal roll calls. There is therefore no period designated at the commencement of shifts for roll-call training.

ICMA was advised that personnel can attend additional "outside" training when scheduling and budgets permit.

Upon promotion to the rank of lieutenant, officers attend a four-week, first-line, basic management course. SOP 3-34.2 provides that "all supervisory

personnel shall receive at least four hours of In-Service Training on managerial topics annually” (p.1). ICMA was unable to determine what “managerial topics” would include but did determine that not all lieutenants have received such training. Lieutenants do not receive further executive development or advanced management training.

No members of the department have attended the FBI National Academy in more than a decade.

The department does not engage routinely in joint training with the fire departments.

The department does not utilize a formal “turn out” or roll-call process. Officers report and are paid for arriving on-the-hour at the beginning of each shift. (In other words, an officer beginning a tour at 8 a.m. is expected to be dressed, present, and ready for assignment at 0800 hrs.) ICMA views this as a missed opportunity for ongoing informal training and information transfer. Officers are not required to meet with the patrol lieutenant at the beginning of the shift, or to log onto their e-mail accounts to review any logs, directives, or reports issued since their last tour.

The department has a field training protocol, outlined in SOP 32.5.

***Recommendations:***

- The department must develop and document a more formalized process for selecting, planning, developing, and delivering in-service training. It should establish a formal annual Department Training Plan/Report that identifies in-service and executive development training goals and objectives. The department should utilize this report for tracking and reporting the relative level of accomplishment of these goals. This annual report should describe all training needs, challenges, and accomplishments (in terms of topics, training hours

performed, and total number of personnel trained). It must also include a mechanism for incorporating feedback from field personnel, trainers, supervisors, and perhaps the public.

- The department should provide periodic executive development (that is, supervisory training) to its lieutenants. Potential topics would include review of the proper way to complete performance evaluations of subordinates. Executive development for lieutenants is of critical importance in light of their unique duties and responsibilities that developed as a result of the “gaps” in the department’s organizational chart that exist both above and below the rank of lieutenant.
- The training lieutenant should be charged with periodic review of department records concerning vehicle pursuits, department vehicle accidents, use of force and weapon discharges, arrest reports, etc., to determine whether any training or equipment issues need to be addressed. Such review should be documented.
- The department should designate, train, and support one senior member of the department to serve as primary field training officer (FTO). This individual would work with the department’s training lieutenant to review and revise the department’s field training program and procedures.
- The department should supplement its formal field training protocol (SOP 03-32.5, 12-1-03). To do so, it should look to the Police Training Officer (PTO) program developed and sponsored by the U.S. Department of Justice Community Oriented Policing Services (COPS) office. This program is a national model for field training that incorporates community policing and problem-solving principles.
- The department must schedule time at the beginning of each shift for patrol officers to log onto their e-mail accounts, review the prior shift’s activity (notable incidents or persistent problems and conditions),



review recent job-wide communications and directives, and briefly meet with their supervisors. This period (perhaps only fifteen minutes) can be invaluable in terms of reminding officers of rules and regulations and conveying personal direction and organizational expectations. In light of the department's limited use of in-service training for general topics, this is a valuable training opportunity. This issue would need to be addressed via collective bargaining negotiations.

- The department should expand its in-service training program. ICMA recognizes the considerable expense associated with police training. Nevertheless, such training cannot be viewed as a "luxury;" it is an essential part of police work and it is an investment. At minimum, the department should host biannual "legal updates" for all members of the department, as well as periodically review procedures related to the proper handling of emotionally disturbed persons, stop and frisks, vehicle pursuits, integrity management, and similar situations. The topics for training should be selected in advance via the annual Department Training Plan. All lessons delivered should utilize a lesson plan with distinct learning goals and objectives. All lesson plans and instructional materials should be maintained permanently.
- In light of recent events throughout the State of New York, the department should send all uniformed personnel to the Westchester County Police Academy for interactive training on "off-duty confrontations." The department should incorporate a review of such procedures into its on-going training cycle.
- The department should encourage its supervisory personnel to apply to, and enroll in, the FBI National Police Academy.

## **F. Budget**

The department currently accounts for approximately 47 percent of the town's operating budget.

With regard to the department's budget, the budget line for all police personnel has always been a single line item. In other words, one line includes all regular salaries, comp time, and overtime resources budgeted for the department's current thirty-one employees. ICMA was advised that the chief has "no input" with regard to the funding of this line.

### ***Recommendations:***

- The town and department must immediately begin the process of budgeting by position. This will ensure greater accountability and managerial flexibility.
- Overtime and comp time expenditures must be separately budgeted for at the beginning of each fiscal year, and properly tracked and accounted for throughout the year.

## **G. Strategic Planning and Performance Measurement**

All police departments need to set, clearly define, and broadly communicate organizational goals. Similarly, all departments must clearly define "success," and be able to demonstrate results to stakeholders in terms of enhanced organizational performance. According to the department's Rules, Orders and Regulations, the chief has an express duty to "evaluate programs (2.2.19)" and "develop plans to meet department needs (2.2.21)." As such, he needs to utilize an appropriate framework for measuring and communicating organizational performance.

The department utilizes an annual reporting system. Reports are submitted to the town clerk and town board. The chief does not have any scheduled meeting to discuss delivery of these reports. The reports contain a narrative summary memorandum from the chief, completed and on-going goals for the year, and summary information regarding DWI enforcement and calls for service.

With regard to calls for service, only aggregate numbers are provided. In other words, the total number of calls of each type are presented. The reports give no indication of the number or type of calls arising within each patrol sector.

A particular case in point is contained in the 2010 report. Data are presented indicating a steady increase in domestic violence complaints (2008=275 complaints; 2009=306; 2010=342). There is no discussion or analysis in the report about why this increase is occurring or what steps the department plans to take to address this condition. Similarly, the report indicates that the total number of complaints handled at the front desk nearly doubled in a two year period (from 3,466 to 6,190). This then brings up the questions, "Why?", and "What's going on?" Have internal procedures or recording

practices been changed, or do these numbers reflect an actual increase in demand for police service? The report provides no analysis.

The report also indicates a drop in non-VTL (NY State Vehicle and Traffic Law) arrests, from 1,317 during 2008 to only 934 in 2010. DWI arrests dropped from eighty-nine in 2009, to sixty-five during 2010. No explanation for these drops is provided.

The annual reports provide detailed information regarding DWI arrests, analyzing arrests by age of perpetrator, time of day, and day of week.

ICMA performed an analysis of department wide and individual arrest totals. ICMA requested a breakdown of these aggregate totals to determine how many were made by patrol officers, versus those made by the detective division. That information was not readily available. This is an important performance measure that should be tracked on a regular basis.

ICMA was informed that it is not uncommon for thirty to forty arrests (for disorderly conduct, criminal trespass, etc.) to be made at the football stadium on game days. Arrests are made at the stadium by security personnel and are processed at the department. The lieutenant who processes them is the "arresting officer" for purposes of the department's internal record keeping.

The annual goals contained in the reports take the form of a "to-do list." Reports merely indicate whether or not goals have been accomplished. They do not indicate whether goals are "partially completed," "substantially completed," etc. More importantly, they do not indicate why some goals are not achieved, how or why these goals are important, nor the actual means or timetable for achieving them. Such analysis is a critical component of meaningful annual reports. This is necessary information that allows

supervisors and town officials to make meaningful conclusions about the department's current strengths, weaknesses, opportunities, and challenges.

In order to identify departmental goals, the lieutenants issue a memo to all members of the department, soliciting ideas for organizational goals and objectives. This process was apparently developed in order to conform to accreditation guidelines. Once feedback is obtained, a supervisors' meeting is then held to review and choose goals for the department. The 2010 annual report notes that fifty-eight proposals were submitted that year, on forty-two different topics. A standardized template is not utilized for this process. Once goals are selected, they are presented in a memo that is posted throughout headquarters. The goals are not communicated via electronic means. ICMA was informed that a lieutenant is charged with verifying progress towards stated goals. It is not clear whether all personnel who submit annual goals are informed of actual outcomes relative to these goals.

Many of these goals relate to simple requests for resources, and do not address actual organizational performance. It is entirely possible that the department can accomplish many or most of these goals, without any measurable effect upon organizational performance. Therefore, the method for identifying these goals, as well as their overall quality, must be improved.

Department goals are not communicated in a meaningful way to the town board. Similarly, end-of-year recapitulations or midyear performance reports are not provided to town officials, other than the annual report described above.

The chief does not participate in monthly meetings with the town supervisor. Instead, monthly reports are forwarded. These reports are abridged versions of the annual reports.

The department needs a way to demonstrate (especially quantitatively) its relative level of organizational “success” in achieving stated goals. For example, its mission statement (SOP 03-1.1) states that the organization seeks to “improve the quality of life [in Orchard Park],” “by working together with law abiding citizens... .” The obvious questions are then “How do you propose to do that?”; “What steps will you take?”; “How successful has the department been in achieving this goal?”; “How do you know?”; and “Do you have any data to support your conclusions?” A comprehensive annual reporting system is needed so the department can define organizational “success” and establish strategic goals that clearly focus and document organizational efforts.

Pursuant to its current practices, the department documents the total number of calls received by dispatch code. The department does not, however, routinely track the type of call (by dispatch code) arising within each patrol zone.

The department does utilize command staff meetings of all supervisory personnel. ICMA was informed several times that the command staff, “try to do this on a monthly basis.” Apparently, they were not regularly held in the past.

These meetings do not follow a standard agenda or template. The chief prepares the agenda for these meetings, which are held in his office. Lieutenants may propose agenda topics if they choose. These meetings do not routinely address departmental overtime expenditures, investigative updates, training updates, etc. Rather, they address issues that the participants identify as relevant. Minutes are kept and communicated throughout the department. Lieutenants are also charged with verbally communicating salient points to their subordinates. “Job-wide” staff meetings for all personnel have not been held in recent years.

To inform its management decisions, the department needs to formulate and follow a clear multiyear strategic plan that utilizes timely and accurate data. The strategic plan should be outlined in the annual reports and linked to performance goals and objectives. The department must also establish a process/system for collecting, analyzing, reviewing, and reporting performance data.

The chief does not regularly meet with town officials to discuss organizational performance.

Patrol officers do not maintain paper memo books. Patrol officers do not prepare daily, weekly, or monthly activity sheets or activity logs in hard copy. The RMS is used primarily to capture data regarding arrest and summons activity for all members of the service. A lieutenant performs monthly productivity reviews via the CAD and RMS.

The detective lieutenant reports directly to the chief. The detective lieutenant does not have regularly scheduled meetings with the chief.

The detective lieutenant suggests annual goals for the detective division.

Detectives do not maintain memo books, nor do they prepare daily, weekly, or monthly activity sheets or logs. The detective lieutenant indicated that he is intimately familiar with all open investigative case files.

The detective division does not utilize an electronic system (such as the RMS) for recording and monitoring all productivity within the division. A standardized template is not used for conveying data to the chief. Paper files are maintained on specific cases. The detective lieutenant assigns cases, but does not regularly report the type and total number of closed and open cases, average case load, clearance rates, etc. The detective lieutenant maintains hard-copy records of such performance data. ICMA was informed that the CHARMS system contains a relatively new application for case

management and performance measurement, but it is not currently being used.

Since there is no designated crime analysis officer, the department does not routinely analyze and report upon the quantity and type of calls arising within each patrol sector.

***Recommendations:***

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



cases cleared, department vehicle accidents, and the like. This information should be presented in a standardized format. More importantly, the report should identify organizational goals and the department's relative level of success in meeting them. This reporting should provide a meaningful description of work being performed and would assist in the preparation of personal performance appraisals and the enforcement of professional standards.

- The department should hold regularly scheduled meetings for all supervisory staff to discuss the performance and operations of the department and its personnel. These command staff meetings should be scheduled monthly. The agenda should include detailed discussion of crime and performance data (such as arrest and summons activity, sick time and overtime expenditures, individual case review, etc.) for the purpose of collaboration, accountability, and the development of effective strategies. These meetings should be chaired by the chief and should follow a standardized agenda. Command staff meetings should take place in a conference room, rather than the chief's office. Review of patrol operations, detective division investigations and case updates, traffic enforcement operations, and training updates should always be included and be presented in a particular order. Minutes should be recorded and maintained for appropriate follow-up. These command staff meetings should also include a post-meeting recap in the form of a memorandum that is distributed throughout the department. This ensures accountability and follow-up and helps to convey goals and strategies.
- In order to optimize the discussions and analysis that take place at these meetings, the department needs an effective system for recording and tracking performance information. It is recommended that all such information be combined into a single, usable

performance measurement system or template. If all such data (or accurate and timely recapitulations) are readily accessible from one central database or data dashboard, the information is more likely to be consulted/retrieved and used to actively manage daily operations. In essence, this dashboard can serve as an activity report or performance assessment for the entire agency, and can be consulted daily by police supervisors. A central source of key performance data is critical. Multiple sources and locations of information hinder the department's ability to engage in proactive management.

- A data dashboard system can record and track any or all of the following performance indicators:
  1. The total number of training hours performed, type and total number of personnel trained
  2. The type and number of use of force reports prepared, personnel involved, time and place of occurrence, and general description of circumstances
  3. The geographic location (i.e., zone) and time of all arrests
  4. The geographic location and time of citations issued
  5. The type and number of civilian and internal complaints (and dispositions)
  6. The type, number, location, and time of civilian vehicle accidents
  7. The type, number, location, and time of department vehicle accidents, both "at fault" and "no fault" accidents
  8. The type, number, location, and nature of all firearm discharges
  9. The results of systematic and random audits and inspections of all police operations (i.e., calls for service response and dispositions, property receipt and safeguarding, etc.)

10. The type, location, and number of any Terry stops performed, as well as a description of all individuals involved and a description of all actions taken.
- An effective performance dashboard should also include traditional administration and budgetary measures, such as monthly and annual totals for sick time, comp time, and overtime.
  - The specific performance measures to be tracked and reported at command staff meetings is entirely up to the department. All police agencies have unique missions, challenges, and demands. Outside performance benchmarks or measures should not be imposed upon the department; measures should be derived from within. It is recommended that all members of the department (and perhaps the community) be consulted to develop a comprehensive set of organizational performance indicators that accurately describes the type and quantity of work being performed. Certain tasks, such as 'residence checks' or traffic duty are likely performed frequently enough that they should appear as regular (i.e., monthly) entries.
  - It is imperative that baseline levels be established for all performance categories. This entails measuring a category over a period of months, calculating percentage increases and decreases, computing year-to-date totals, and averaging monthly totals in order to determine seasonal variation and to obtain overall performance levels for the agency. There is likely to be much seasonal variation in the work of the Orchard Park Police Department. Such analysis can also include sector and individual officer performance review. For example, discrete patterns can emerge from analyzing when and where accidents involving department vehicles occur.
  - The department should be vigilant in identifying new performance indicators. The department should review its current indicators and

solicit input from all levels of the agency. "Key" performance indicators should be identified, with an understanding that they can always be expanded or modified at a later date. These indicators should always form the basis of discussions at command staff meetings.

- Any substantive changes to the current performance management framework must be clearly communicated, understood, and acted upon by all members of the department.
- Monthly command staff meetings should include and involve rank and file personnel (police officers), whenever possible, to obtain their perspectives concerning current patrol operations, community relations, and organizational challenges and opportunities. Authentic and spontaneous dialog should be encouraged at these meetings.
- Command staff meetings should utilize simple data visualization tools, such as graphs, maps, and histograms.
- It is recommended that the department utilize a standard template to convey pertinent performance information to town officials. This would include primarily budgetary and administrative information, such as sick time, comp time, and overtime expenditures, as well as any other measures that the chief and town officials agree to include. The exact list of performance indicators should be determined by the chief and town officials. The important thing is that: 1) regular (i.e., monthly) meetings take place; 2) that timely and accurate performance information be conveyed on a regular basis to town officials; and 3) that performance discussions follow a uniform/standardized template or format.
- The department must develop monthly activity sheets for patrol officers and detectives.
- All police officers and detectives must prepare these monthly activity sheets to summarize their personal patrol and investigative activities.

It is important for personnel to self-report personal activity, as it enhances an overall sense of supervision and personal accountability. This also serves as a redundant system of checks and balances for important performance measures.

- The department should develop a comprehensive community outreach program. The department's community affairs officer should coordinate this effort, and it should include periodic citizen surveys that solicit community input on a variety of issues. Ideally, these surveys would be sponsored by the department, yet be conducted and analyzed by individuals outside the department. Citizen surveys can serve as an external measure of performance, providing useful feedback so the department can better understand what citizens see as their needs, expectations, and priorities. Surveys also perform a quality control function by asking citizens to describe their past experiences during encounters with the police. Results of citizen surveys can be reported via the department's annual reports. The department website could be used to record and summarize citizen response.
- The detective division should utilize a standardized performance measurement system that is designed for investigatory units. In addition to preparing a monthly activity sheet (which indicates dates and hours worked each month), the division should be required to develop, maintain, and regularly provide performance data indicating the quantity and quality of work performed by the division. This should be done via a standardized form/template (i.e., Monthly Detective Activity Report) that would include (but not be limited to) the following performance indicators:
  - Total number and type of active cases
  - Number/type of new cases received/initiated each month

- Number/type of cases closed each month
- Number/type of arrests made
- Number/type of summonses issued
- Number/type of warrants applied for
- Number/type of warrants executed
- Type/amount of stolen property reported
- Type/amount of stolen property recovered.
- The performance indicators for the detective division should be developed by the chief and the detective lieutenant.
- The duties, responsibilities, and performance of the youth officer should be documented and reviewed. ICMA questions whether a department of this size can sustain one designated officer/detective for youth-related activities. The youth officer should be directed to prepare annual goals specific to that role and should regularly report all related activities.
- Objectives for the department management plan should be set jointly by the chief and the town supervisor.
- The department should 'operationalize' each objective contained in its department management plan. For example, the Field Operations section of the June 2008 report listed "Home inspections of elderly in conjunction with FD." This activity can be quantified by simply recording and regularly reporting the actual number of checks performed. Dichotomous variables (i.e., 'either/or' categories) should be avoided. Thus, when implementing a new program or initiative, rather than stating "pending" or "completed," reports should utilize a scale that can include such categories as "initiated," "partially completed," "substantially completed," etc.
- When a performance target is set by the department management plan, it should be tracked weekly or daily as a performance indicator.

By continually selecting, tracking, and revising such indicators, the department can deliver on its stated commitment to foster a culture of accountability.

- The department should redefine the role of its personnel as “public safety” officers. To that end, it is recommended that all patrol officers be encouraged to become EMTs (see additional discussion in the next section).

## **H. Professional Standards**

All members of a police department must perform their duties efficiently, professionally, and ethically. A department must have an internal system for the proactive enforcement of performance standards to ensure that these standards are followed at all times.

Performance evaluations are prepared for all personnel each year in the Orchard Park Police Department. SOP 03-13.1 indicates that all supervisors must receive training in the responsibilities of an evaluator and proper evaluation procedures "as a precondition" to their involvement in the evaluation process. Further instruction is required "whenever there is a change in the Performance Evaluation System." ICMA was informed that supervisors receive training in the proper preparation of these evaluations only during the first-line supervisor training course sponsored by the state police. No training is provided to raters beyond what is taught in this one-time course. Even though the department's evaluation procedures have likely not been altered since 2004, ongoing rater training and review is advisable.

The department does not appear to have a clear policy regarding personnel who receive "unacceptable" ratings in performance categories. This can develop into an organization-wide discipline problem if such personnel are not closely monitored and mentored so that deficiencies can be corrected. This problem is exacerbated by the fact that lieutenants are not responsible for specific squads and specific officers.

ICMA reviewed the performance evaluation forms used by the department and found them to be adequate and consistent with those used by police departments of similar size.



Property and evidence audits/inventories are performed once each year. During that time, property or evidence is destroyed, if necessary.

The department utilizes a standard form for the receipt and investigation of external complaints against department personnel. There is no standardized form for internal complaints.

The department follows a policy whereby civilian complaints must be referred to the lieutenant assigned to the shift during which the incident occurred. Only that lieutenant may take the report. Due to scheduling, this can take several days

All lieutenants are directed to continually review official reports and data entries prepared by their subordinates for accuracy and completeness. Additionally, one lieutenant is charged with monitoring the CHARMS system, criminal complaints, and the CAD system.

The department does not, however, utilize a formal system of periodic audits and inspections.

***Recommendations:***

- Integrity control in police organizations should be understood as a “critical system.” For that reason, the department should consider the development of a “redundant” integrity control system to decrease the probability of a system failure. In other words, while an integrity control/response system appears to exist, there seems to be a need for an additional layer of responsibility to serve as a check and balance. The department should develop, follow, and document a program of systematic and random audits and inspections of virtually all police operations (for example, call for service response and dispositions, property receipt and safeguarding, etc.)

- The department should develop and use a standard form for the receipt and investigation of internal and external complaints against members of the service.
- All members of the service should be directed and trained to receive and properly record civilian complaints against members of the service.
- The department should designate a lieutenant to serve as professional standards officer (PSO). This supervisor would perform a variety of integrity control, audit, and inspections duties. Specifically, the PSO would receive, review, and investigate internal and external complaints against members of the service. This would relieve the chief of investigative responsibility, while preserving his adjudicative function.
- All duties and responsibilities of this officer should be clearly articulated in the department's Rules, Orders and Regulations.
- The PSO must prepare annual and semiannual reports which include meaningful data. At a minimum, these reports should actively track incidents and issues that may be related to police misconduct, such as: the type and relative number of use of force reports, civilian and internal complaints (and dispositions), department vehicle accidents, weapons discharges and use, arrest and summons activity (particularly charges relating to disorderly conduct and resisting/obstructing arrest), and line of duty injuries that originate within the department. Rather than simply presenting aggregate numbers of such things as use of force reports or complaints, reports should include a breakdown of type, place of occurrence/origin, and other critical information. These reports should utilize a standard template and be used as a primary means of establishing baselines and tracking progress towards stated organizational goals.

- The PSO should actively track all department vehicle accidents (not just “officer-at-fault” incidents), if only for training purposes.
- The department should consider a formal process for periodically performing citizen satisfaction surveys.
- Use of force reports should be recorded by means of a standardized form. The PSO should formalize the department’s process for reviewing use of force reports. This process should be periodically cross-checked and audited.
- The department should develop, follow, and document a program of systematic and random audits and inspections of critical operations (call for service response and dispositions, property receipt and safeguarding, line of duty and sick leave, etc.). One ranking officer (the PSO) should be designated to plan, conduct, and regularly report the results of such audits and inspections. This individual would also perform regular checks or audits for proper case/call dispositions.
- The PSO should develop a formal system for monitoring sick time, and electronically detecting and responding to sick leave abuse.
- The department should establish clear guidelines regarding the nature, scope, and amount of “outside” or “off-duty” employment by members of the department. The PSO should track this information to ensure that outside employment does not violate department guidelines nor interfere with an officer’s primary duties.
- The department should develop a process at once for formally evaluating and recording the personal performance of all lieutenants.
- ICMA believes that it is important for all ranking officers to convey a sense of professionalism. We therefore suggest that the chief be instructed to perform a majority of his official duties in uniform.
- Work schedules, sick time, and overtime must be recorded via a paperless system.

- The personal performance evaluations that are now being used must include a process for providing and documenting useful performance feedback to those being evaluated. Individual performance targets/goals must be linked logically to unit and department goals. It is also imperative that all supervisors continue to receive rater training.
- The department must establish clear guidelines for handling officers who receive an “unsatisfactory” rating. This would include, among other things, additional monitoring and mentoring.

## **I. Patrol Operations and Staffing Analysis**

Orchard Park is divided into three patrol zones or posts. As per past practice, each patrol shift typically consists of three police officers, each assigned to one of the three patrol posts, plus one lieutenant supervisor and one police officer assigned as desk officer. Therefore, on a typical shift, there are a minimum of five uniformed members of the service assigned.

The department's current collective bargaining agreements do not contain a clear "minimum manning" requirement. The department has, nevertheless, developed a minimum manning practice that has been communicated to all personnel. Currently, minimum manning entails two police officers assigned to two patrol sectors, plus one lieutenant.

Once again, as per the express terms of the collective bargaining agreement, a desk officer is assigned to each shift. This position is typically used for assigning limited or light duty to police officers. When ICMA consultants inquired why both a uniformed desk officer and a civilian dispatcher were required for each shift, they were informed that the uniformed desk officers were "too busy to answer calls for service and handle the window." As the position of desk officer is referenced in the police officer collective bargaining agreement, any alteration to the scope of duties or role of desk officer would require negotiations between the union and the town. Civilian dispatchers can be trained to perform administrative duties (such as the entering of data) at times when the radio is relatively quiet.

The department does not have a distinct radio code for recording the performance of "residence checks" or "dark house calls." ICMA was informed that the department does perform such checks, but not a particularly large number of them. "Vacant house" cards are prepared and kept on file within the department. ICMA was advised that the department desires a more efficient means of recording and performing such checks.

The department performs bank drop/escorts.

There is a "rotation tow" policy for the handling of recovered and abandoned vehicles.

If an "extra" officer is scheduled and available during hours when the town justice court is in session, that individual will be assigned to courtroom security duty. The department does not budget for these services nor does it maintain comprehensive records concerning the total amount of resources and time expended in this manner.

The CAD system is rarely in backlog. In other words, it is unusual for the system to be holding more calls for service than available units. Backlogs have occurred in the past, typically in connection with extreme weather events such as ice storms and general power outages. The department does not track the number of times the CAD system experiences call backlog.

Members of the department were unable to advise ICMA as to the total number or percentage of calls for service that originated within the Village of Orchard Park. This is particularly troublesome in light of the fact that the town taxes the village for police services rendered.

Police officers work in twelve-hour shifts. Eleven police officers are permanently assigned to twelve-hour day shifts and ten are assigned to twelve-hour night shifts. This schedule has been in place in Orchard Park for a little more than one year. (Prior to this, police officers were on an eight-hour schedule, steady tours, with five days on followed by two off.)

ICMA has never before encountered a schedule like the department's current twelve-hour schedule. Department personnel were unable to advise us as to how many total appearances (i.e., days worked) it provided for officers each year. This schedule provides no continuity of shifts, since supervisors do not regularly work with the same group of officers. It also regularly provides

officers with four consecutive days off. This severely limits internal communication and overall supervision. It could also have a negative effect upon discipline. Additionally, the schedule provides none of the benefits associated with the traditional twelve-hour schedule (additional compensation and weekends off).

Most importantly, the schedule means officers work four twelve-hour shifts in four days. ICMA finds this to be very questionable and views this as a potential safety issue, as officers are very likely to be fatigued during these periods.

As noted, eleven police officers are assigned to day tours and ten are assigned to nights. Per the collective bargaining agreement, police officers bid for shifts. ICMA was advised that shift trading does occur among police officers but this practice "does not result in overtime." Shift trading is not officially recorded by the department as police officers "keep track of it themselves."

The current collective bargaining agreement affords police officers a minimum of two hours of overtime via the "call-back" provision.

Lieutenants are represented by a separate collective bargaining unit and work steady eight-hour shifts.

Patrol officers respond to medical calls, but typically do not provide patient transport. Supervisory personnel were unable to advise ICMA as to the total number of department employees who are trained as emergency medical technicians (EMTs).

The department last hired a police officer approximately one and one half years ago (a lateral hire with eight years of service with another agency).

Police officers are not divided into specific squads. ICMA was informed that this complicates the process of preparing performance evaluations for subordinates. We agree that this restricts mentoring, teamwork, and the identification of personal and operational problems.

The department does not currently have a "community policing" program.

According to the information and data supplied to ICMA, it is clear that only a small percentage of police patrol time is expended in dealing with serious crime. The vast majority of patrol time is expended in nondirected and/or self-directed patrol activities. In other words, the majority of patrol time is not expended in connection with responding to calls for service. When not responding to calls for service, patrol officers are directed to perform traffic enforcement, residence checks, and similar proactive patrol duties, as necessary.

The CAD system does not contain detailed information about the performance of car stops (i.e., stopping a vehicle on a public street for the purpose of investigating violations of traffic and criminal laws). An SOP from 2003 (03-43.2) provides that only "nonroutine and/or suspicious" vehicle stops require notification to the dispatcher. Information concerning "routine" stops is simply not captured. Either patrol officers who perform such routine stops do not notify the dispatcher of their intentions, their actions, or location, or else dispatchers receive some or all of this information but simply do not record it.

In either case, ICMA has rarely, if ever, seen such a practice. It is an extremely dangerous practice for patrol officers not to notify the dispatcher and their fellow officers of all car stops. We believe that this failure represents an immediate safety threat, as well as a significant liability risk. ICMA informed both the chief and the town of our opinion that this practice must be discontinued immediately. During the preparation of this report,



ICMA was advised that patrol officers and dispatchers had begun a process for properly recording such stops.

Patrol vehicles are equipped with automatic external defibrillators (AEDs) and all patrol officers are trained in their use.

Officers may be paid for additional "security jobs." That is, off-duty officers may perform security work, traffic enforcement, etc., for private corporations or individuals. These private entities pay the department which, in turn, pays the officers. Officers perform these services in uniform. ICMA views this as a significant liability risk for the town.

According to current provisions of the collective bargaining agreement, the PBA utilizes a sick-time bank. ICMA believes that this gives individual police officers no incentive to save their personal sick days. The current contract makes no provision for residence checks.

***Recommendations:***

- ICMA believes that the scheduling of two police officers and one lieutenant is sufficient to address patrol obligations in Orchard Park during most shifts.
- The department should hire and train civilian personnel to perform the dispatch function. A properly trained civilian dispatcher can alleviate the necessity for assigning a uniformed police officer to this task each shift, thereby supplementing available patrol manpower each shift. The patrol supervisor can perform the duties of "desk officer" as necessary (e.g., to supervise the processing of an arrest).
- The department must properly record the performance of "dark house" checks via the CAD system. That is, the time of commencement and completion should both be recorded.

- The department should work with the office of the town justice to create a budget for courtroom security services.
- The department should identify those categories of calls for service that do not require an immediate police response. The department should then make a coordinated effort to inform the public about nonemergency matters that can be handled in person (at headquarters at a subsequent time) or via e-mail or U.S. mail. The department should build the capacity to regularly take certain nonemergency complaints via e-mail or U.S. mail, such as: lost property; petty thefts of property (e.g., bicycle); criminal mischief/minor property damage; and the like. The precise list of such situations should be compiled by the department. Members of the public should have the ability to choose the method of reporting they are most comfortable with. The public needs to be fully informed about nonemergency reporting procedures. The department should take proactive steps to educate the public about these alternative reporting methods and include such instructions on its website. A lieutenant should be designated as the officer primarily responsible for the design and implementation of a citizen outreach program that would inform all members of the community about alternative reporting options. The results of this initiative should be reported via the department's annual reports.
- The department should fill the position of "community affairs officer" immediately and commence a formal "community policing" program. The community affairs officer should work with community leaders to develop specific community policing goals and strategies and coordinate necessary training. The officer should regularly report to the chief and to the town board and should be charged with supervision and evaluation of all community policing efforts, such as bicycle patrols.

- The department should develop a clear policy regarding the proper use of emergency lights and siren when responding to emergencies.
- Future collective bargaining agreements with the PBA should include a provision for residence checks of certain personnel who have called in sick and are believed to be confined to their residence. The exact terms of such a provision will need to be collectively bargained.

## **J. Miscellaneous**

The department does not charge members of the community for taking fingerprints or performing background checks.

The town does not have an unnecessary alarm ordinance. As such, there is no financial penalty for residential or commercial property owners who are responsible for repeated false alarms at their premises. ICMA's data analysis indicates that the department expends a great deal of time and resources in responding to such calls.

SOP 1-17.1 provides for the issuance of letters of commendation. Beyond that, the department does not have a formal system for recognizing and rewarding exemplary police work. Most similarly-sized police departments have such a system. Failure to have such a system sends a negative message in terms of overall morale. It also results in a missed opportunity, in terms of setting and communicating clear personal performance expectations.

### ***Recommendations:***

- The Department should develop an official recognition program. This should include a clear articulation of various performance levels and associated recognition (such as medals for meritorious conduct and/or official letters of recognition). Rewards such as additional personal leave days or "points" towards promotion would obviously need to be addressed in collective bargaining. Nevertheless, the chief should develop and adopt a system of recognition that includes, at the very least, official letters of recognition and formal commendations. Awards ceremonies could be held annually or biannually. If necessary, the event could also be cosponsored by the police department of an adjoining jurisdiction.

- The department should institute a chronic alarm abatement program. The purpose of the program would be to reduce significantly the number of such calls arising within Orchard Park. This program can be coordinated by the department's community affairs officer and would involve an education and outreach program to inform the public of the costs, in terms of lost productivity, of repeated "false" alarms at commercial and residential locations. The community affairs officer can identify those locations with a problem (for example, more than three calls in a two-year period), oversee the imposition and collection of fees for unnecessary calls, and track the overall rate of such calls for service. The officer would also report regularly on the program's results. A goal for reducing unnecessary alarms should be established at the outset of the year, and the department should track its relative level of progress towards this goal.
- To assist in establishing such a program, ICMA has provided a model alarm ordinance for town officials to review (Appendix C).
- A chronic alarm abatement program would serve as a general deterrence, would increase overall police productivity, and would contribute to the town's resource stream.
- The department should charge a nominal fee for taking fingerprints and/or performing background checks. This could prove to be a significant source of income and could serve to offset other operational costs of the department.

## **K. Options for Maximizing Department Efficiency**

Nationwide, state and local governments are discussing the need for the plethora of police and fire agencies that exist and are questioning the logic of having so many distinct agencies. Many departments developed largely by historical accident, as the conventional wisdom of the past led communities to establish “their own” police and fire departments. Today, economic realities prevent any community from funding redundant or unnecessary services. ICMA therefore suggests that the Town of Orchard Park critically examine the following options for maximizing organizational efficiencies:

**Option A, Possible Merger with Another Law Enforcement Agency and/or Shared Services:** It is likely that the Erie County Sheriff’s Office could assume full responsibility for policing the community. This would reduce overall operational costs to the town while maintaining current or minimum standards of police service.

The cost of maintaining a police department in a town the size of Orchard Park is substantial, and it accounts for a significant portion of the town’s budget. It will only get more expensive for the town to operate a police department in the future, given training standards, New York State laws, and the ever-increasing cost of equipment, vehicles, fuel, wages, health insurance, pensions, and other employee benefits.

The advent of a limit in property tax increases to the lower of the rate of inflation or two percent limits the ability of the town to raise revenues at a rate that will match the increased recurring costs of operating a police department.

As the Town is faced with a level of recurring revenue that does not match recurring expenses, it will be forced to decide whether to cut police services or services such as parks, roads, senior services, or youth programs.

The level of public safety activity in the town does not justify the dedication of so much of the town budget to the operation of a police department. The level of activity suggests that the town requires a smaller patrol force; however, it will be very difficult for a smaller police force to meet training standards and other requirements.

In light of these issues, it is recommended that the town explore the possibility of eliminating its police department and/or cooperating with other law enforcement agencies, including the Erie County Sheriff and neighboring municipalities.

An enhanced services agreement would allow the town to guarantee a high level of skilled, experienced, and well-trained police protection for its residents, while proving a significant savings to taxpayers. Examples of enhanced services agreements include ones in place between the Town of Clay and the County of Onondaga, and between the Erie County Sheriff and the Village of Springville. Under an enhanced services agreement, a law enforcement agency, such as the sheriff, guarantees to provide an agreed-upon level of police presence in exchange for a negotiated payment from the town. Such an arrangement could and should be a win-win solution for the town and the sheriff: the sheriff obtains the use of the facilities of the town police department and the town receives skilled police services at a significant cost savings.

Therefore, it is recommended that the town explore the negotiation of an enhanced services agreement and study the legal steps necessary to eliminate the town's police department. This process would include transferring town police officers to the sheriff, and determining the town's obligations under the Public Employee's Fair Employment Act.

Nevertheless, town officials are encouraged to open discussions with other police agencies to explore this possibility. These discussions will help determine the shape of any proposals and the cost of police services described in this report.

**Option B, Partially or Fully Combine Some Services with Another Agency or Agencies:** ICMA believes that another approach would be for some services, such as investigations or dispatch, to be either partially or fully combined with those of an adjoining agency. Salaries represent a major portion of the town's overall police expenditures. Therefore, any reduction in normal staffing levels will have a direct effect upon overall operational costs.

For example, the town could enter a shared service agreement with the Town of Hamburg to operate a regional dispatch center.

There have been substantial changes in the technology used in police vehicles, the communication of information to and from police vehicles, and the operation of a communications and dispatch center. In order to take advantage of state-of-the-art technology, the town will need to make substantial investments into its dispatch operations. However, such an investment is not recommended, as it would not be efficient for a town the size of Orchard Park.

The town has two viable options. It can consolidate this function with the 911 emergency response center operated by Erie County's Central Police Services, or it can arrange for the Town of Hamburg to provide these services. Both Central Police Services and the Town of Hamburg have modern, updated, and well-run communications and dispatch facilities.

It is recommended that the town take advantage of the opportunity to share services in this regard.



ICMA encourages the town and the department to actively track the work of the detective division to determine what level of productivity is baseline “normal” for this unit. Consideration can then be given to whether to reduce that unit’s staffing by either attrition or reassignment. The town might be able to identify an adjoining jurisdiction that wishes to combine its detective personnel and resources with those of Orchard Park, perhaps during particular shifts (such as the “late tour.”) While a multidepartment detective unit of this type might appear fiscally attractive, ICMA questions whether the citizens of Orchard Park would appreciate having major (i.e., serious felony) cases investigated by personnel employed by another jurisdiction. This is an issue that bears further discussion and consideration by both the police and the community.

ICMA believes that another logical and effective cost savings action is to “civilianize” the position of police dispatcher and reassign those officers currently performing the duties of desk officer to patrol.

The issue of combined services should be explored going forward as the department begins providing town officials with timely and accurate data about current standards of services (that is, the quantity and quality of services currently being delivered by the police).

New York Governor Andrew Cuomo has been quoted as saying, “We need to think in terms of consolidation and merger and shared services, not everyone’s government has to do everything” (*Adirondack Daily Enterprise*, July 24, 2010). Michigan Governor Rick Snyder recently presented a government reform package that calls for the merger of police and firefighter services in that state (*The Detroit News*, March 20, 2011). Clearly, state governments have begun actively challenging local governments to think creatively about these issues. Government funding will be made available in New York State to explore viable options. Orchard Park

should take a leading role in the region and invite neighboring communities to begin substantive discussions about these issues. At the very least, Orchard Park should direct its police and fire services to explore active collaborations that can result in operational efficiencies. Before doing so, however, the people of Orchard Park and their officials need to be very clear about what level of service they are willing to pay for. This requires further investigation and open discussion within the community.

**Option C, “Rightsizing” the Department, Through Attrition and Reassignments:** The true question is whether the department, as currently structured, is “right-sized” for the community. No department can staff to “worst case scenario” levels, simply because whatever “worst case scenario” one can imagine, one can always invent something even worse. The goal should be to staff at levels to meet workload that can be expected on a routine basis and then develop alternative strategies to handle the rare event. With the numerous law enforcement agencies working in and near the community (state police, sheriff’s office, neighboring jurisdictions), this should be relatively easy to accomplish.

ICMA believes that the performance management framework contained in this report will afford the town and police administrators the ability to recognize baseline workload levels and to assign personnel accordingly. In the event that a need is identified for additional personnel at the rank of police officer to perform patrol duties, a decision can be made to either reassign personnel from other ranks to the patrol function, or to hire additional police officers. As the selection and training period for police officers is quite lengthy, hiring decisions should be made well in advance of actual need.

*Eliminate the Emergency Response Team:* In light of more burdensome training requirements for emergency services/SWAT personnel that have

been enacted recently by the DCJS, and the escalating costs associated with maintenance of a team, the department should strongly consider disbanding its unit. A shared service arrangement or intermunicipal agreement could be made with the state police, the sheriff's office, or some other nearby agency. The department already has a cadre of highly trained officers. For example, all uniformed members of the service have attended "active shooter" training. The department should therefore build upon this strength and develop a clear protocol to handle crisis situations (i.e., contain and control), then train all members of the service in how to initially respond, set up a perimeter, and stabilize emergency scenes until another team, or perhaps a joint team, can respond.

*Additional Duties/Responsibilities for Patrol Officers:* ICMA views the delivery of public safety services as a "system." As such, the department should consider broadening the scope of duties and responsibilities of its patrol personnel.

The Town of Orchard Park has experienced difficulty recently in attracting volunteers for its various fire departments.

- The department should consider adequately training and equipping its patrol personnel to utilize modern fire interruption technologies (i.e., fire "knock down" tools) to combat structure fires. Many police departments that have experimented with these devices have had considerable success. In the hands of trained first-responders like the police, these fire interruption tools can "knock down" fire and temperatures in seconds, making a subsequent interior fire attack and/or personal rescue far safer. Well-trained police officers could supplement traditional firefighting services, thereby making firefighting operations safer. It would also provide enhanced protection for homeowners, and possibly result in enhanced life-saving

capabilities. Such a move would also assist a fire department that might be struggling to attract sufficient volunteers.

- Initially, the department can train officers who volunteer to perform these additional duties when called upon. These officers would receive financial compensation for their enhanced training and broader scope of responsibilities. Going forward, the town can then consider whether to use attrition and new hires to eventually reach a fully cross-trained force. Studies show that “public safety” departments can provide the same level of service as separate police and fire departments at a lower cost or higher levels of service for the same cost.
- Rather than being limited to traditional police and enforcement activities, all patrol personnel should be trained to serve as EMTs, perhaps with advanced cardiac certification. As first responders, police officers are often the very first to arrive on the scene of a life-threatening, but noncriminal, emergency. Expansion of officers’ duties and responsibilities while on patrol can provide a valuable service to the town and help to justify current staffing levels.

## **L. Conclusions**

The Orchard Park Police Department is staffed by competent professionals who apparently wish to deliver a high level of police services. Unfortunately, the department currently suffers from a number of organizational and administrative problems that severely limit its capacity to closely monitor operations so as to maximize organizational efficiency and effectiveness.

Specifically, the department and the Orchard Park community need to consider jointly whether a complete or partial service merger with another law enforcement is preferable to continuing the status quo. If the decision is made to forego any type of merger, the town must still consider whether present staffing levels are appropriate in terms of adequately providing for community and officer safety without habitually “overstaffing” any particular shift or rank.

If the department acts upon the recommendations presented above, ICMA is confident that the department will quickly develop an ability to set organizational expectations by means of clearly-stated annual goals, and to regularly measure and report its progress towards those goals. The department and town officials can then use the information regularly generated from performance measurements and reports to identify level(s) of work performed relative to shift staffing levels. Similarly, redefining the roles of chief and lieutenant should reveal additional operational efficiencies.

In addition to “rightsizing” the department, it is necessary to enhance its connection with the community. This should take the form of a structured community outreach program that incorporates community crime prevention activities, education about the department’s new reporting procedures, and perhaps an enhanced “public safety” role for its officers.

Finally, it is clear that the collective bargaining agreement will need to be adjusted in order to accomplish several of the recommendations stated above. These decisions, like the decisions related to the department's future hiring needs, can only be based upon "real data." The performance framework suggested in this report will provide such information.

## **IV. Data Analysis**

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

All information in this report was developed directly from data recorded by the department's dispatch center and obtained directly or from the Complaint History and Record Management System (CHARMS) managed by the Information Services Department within Erie County's Center for Police Services.

The majority of the first section of the report, concluding with Table 8, uses the call and activity data for the entire year. For the detailed workload analysis and the response-time analysis, we use two four-week sample periods. The first period is the month of August 2010 (August 1 to August 28), or summer, and the second is February 2011 (February 1 to February 28), or winter.

## **A. Workload Analysis**

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

- A moderate percentage (9 percent, or approximately 1,650) of events involving patrol units showed less than thirty seconds of time spent on scene. We call this zero time on scene.
- The computer software generates a large number of event codes. This led to 228 different event descriptions, which we reduced to fifteen categories for our tables and nine categories for our figures.
- Nearly one-third of all of the original records lacked unit information. After carefully analyzing each record, we determined that all but approximately 2,000 of these records could be eliminated for the following reasons:
  - They did not include any record of a responding patrol officer. These involved dispatching another agency, such as one of the local fire departments.
  - The only responding unit was either the dispatcher, or the call was located at headquarters. In either case, we presumed that no patrol unit responded other than the desk officer.
- A significant proportion of events (28 percent, or approximately 5,000 events for the year) involving patrol units were missing arrival times. These events were still included in our workload analysis, but were not used when estimating average response times.
- There were other omissions:
  - We were informed that many traffic stops may have been omitted from the dispatch records. This would lead to an underestimate of the department's workload. When unit information was recorded,



the times were incomplete. In particular, many units lacked clear times. We then estimated that these units were involved in the call until it was completed. This could lead to an overestimate of the department's workload. We attempt to address this in an appendix at the end of this report.

- There was limited information on the priority level assigned to calls, so we could not distinguish between high-priority calls and low-priority calls.
- The department did not record any of its administrative activities. This report will not reflect the time spent by patrol officers on these tasks.

Our study team has often worked with many of these problems with event data in other jurisdictions. To identify events that were canceled en route, we assumed zero time on scene to account for a significant portion of them. As stated, any event with an on-scene time of less than thirty seconds was labeled zero time on scene. We used the data's source field to identify patrol-initiated activities. Any event whose source was listed as "ON-VIEW" or "RADIO," along with any directed-patrol event, was considered self-initiated.

When we analyze a set of dispatch records, we go through a series of steps that we detail as follows.

- We first process the data to improve its accuracy. For example, we remove duplicate units recorded on a single event. In addition, we remove records that do not indicate an actual activity. We also remove data that is incomplete. This includes situations where there is not enough time information to evaluate the record.
- At this point, we have a series of records that we call "events." We identify these events in three ways.

- We distinguish between patrol and nonpatrol units.
- We assign a category to each event based upon its description.
- We indicate whether the call is “zero time on scene,” “police-initiated,” or “other-initiated.”
- Finally, we remove all records that do not involve a patrol unit to get a total number of patrol-related **events**.
- We focus on a smaller group of events designed to represent actual **calls** for service by removing the following:
  - All events with no officer time spent on scene.
  - All events documenting a directed patrol activity.

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

To briefly review the data received, in the period from May 1, 2010 to April 30, 2011, there were approximately 24,500 dispatch events recorded by the dispatch center. Of that total, roughly 18,000 included a patrol unit as either the primary or secondary unit.

When focusing on our four-week periods, we analyzed 1,317 events in summer (August 2010) and 1,488 events in winter (February 2011). In addition, when analyzing workloads and response times, we ignored calls with incorrect or missing time data. The inaccuracies included elapsed times that either were negative or exceeded eight hours. For the entire year, we excluded fewer than 100 calls from our analysis.

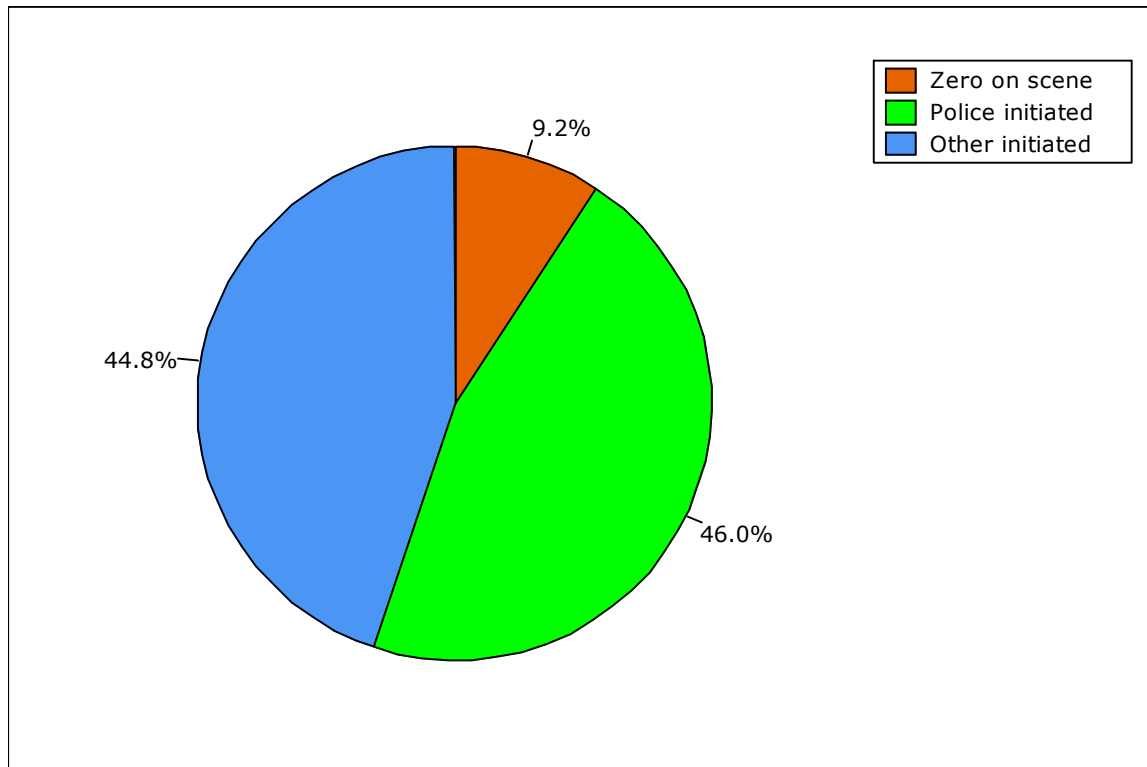
In the period from May 2010 to April 2011, the police department reported an average of 49 events for service per day. As mentioned, 9 percent of these events (4.5 per day) showed no unit time spent on the call.

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 (e.g., crime, traffic). Workloads are measured in average work hours per day.

We routinely used fifteen call categories for tables and nine categories for our graphs. These are shown in the following chart.

<b>Table Categories</b>	<b>Figure Categories</b>
Accidents	Traffic
Traffic enforcement	
Alarm	Investigations
Check/investigation	
Animal calls	General noncriminal
Miscellaneous	
Assist other agency	Assist other agency
Crime-persons	Crime
Crime-property	
Directed patrol	Directed patrol
Disturbance	Suspicious incident
Suspicious person/vehicle	
Juvenile	Juvenile
Prisoner-arrest	Arrest
Prisoner-transport	

**Figure 1. Percentage Events per Day, by Initiator**



**Note:** Percentages are based on a total of 17,954 events.

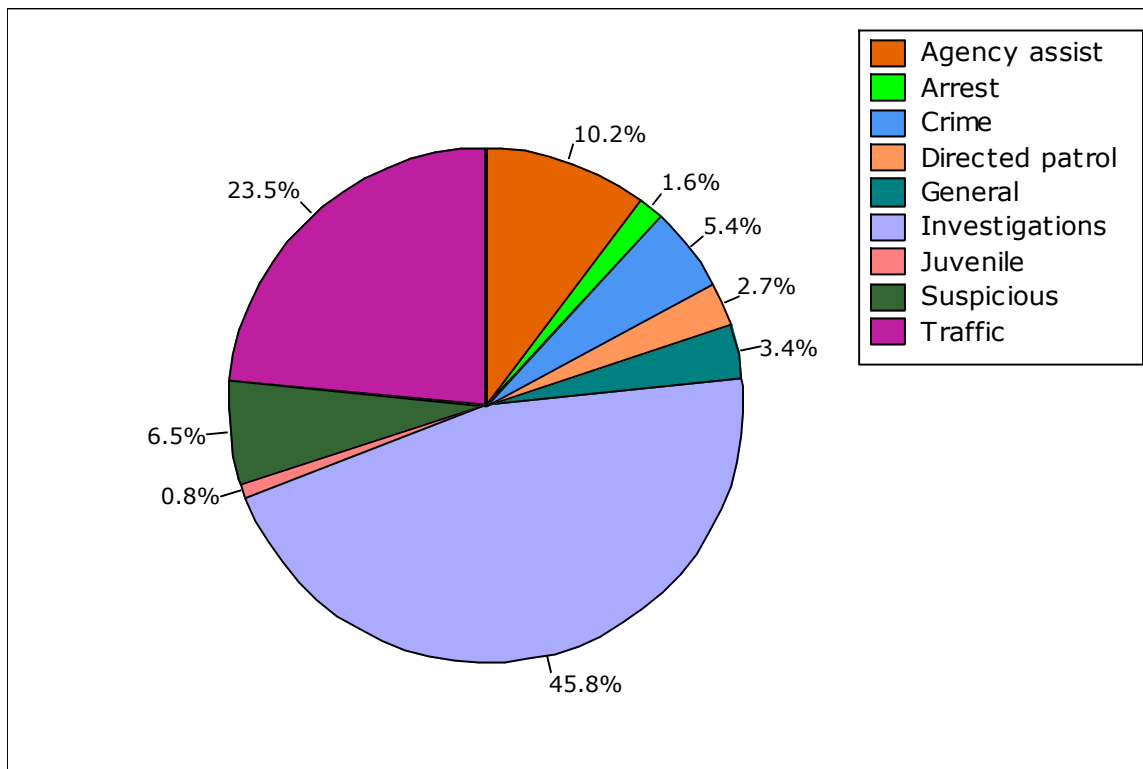
**Table 1. Events per Day by, Initiator**

Initiator	Total Events	Events per Day
Zero on scene	1,645	4.5
Police-initiated	8,257	22.6
Other-initiated	8,052	22.1
<b>Total</b>	<b>17,954</b>	<b>49.2</b>

Observations:

- Nine percent of the events had zero time on scene.
- Forty-six percent of all events were police-initiated.
- Forty-five percent of all events were other-initiated.
- There was an average of 49.2 events per day, or 2.1 per hour.

**Figure 2. Percentage Events per Day, by Category**



**Note:** The figure combines categories in the following table according to the description on page 74.

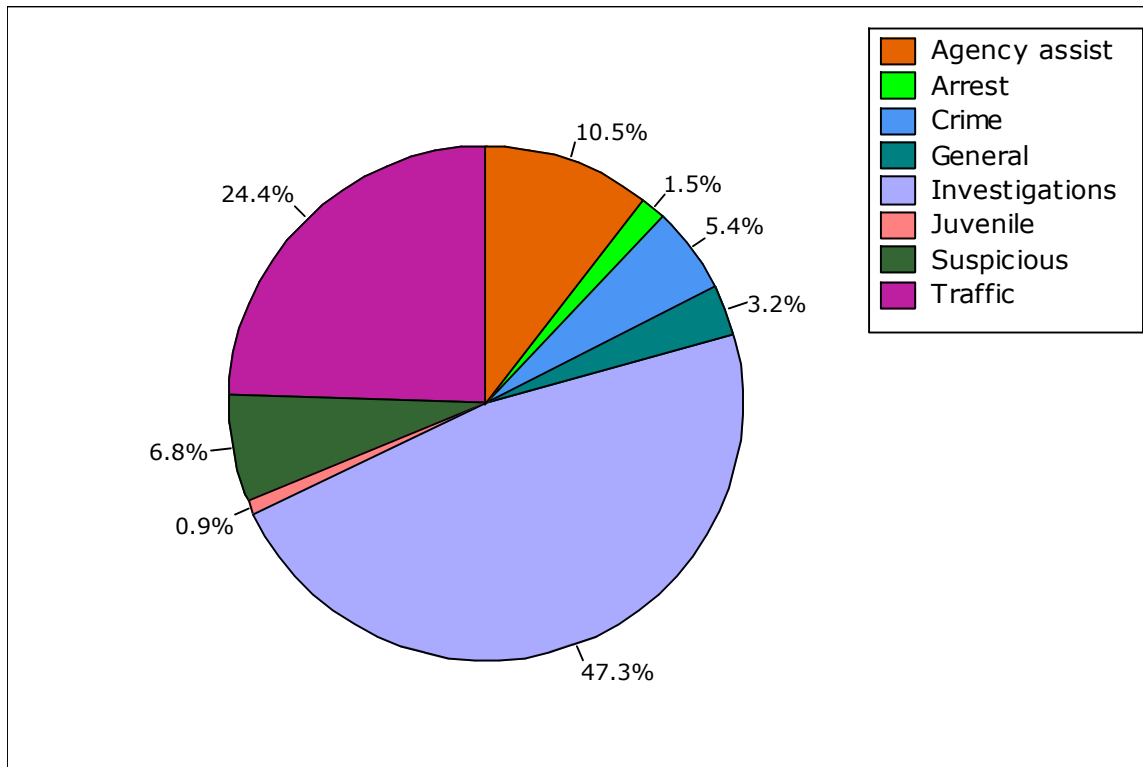
**Table 2. Events per Day, by Category**

<b>Category</b>	<b>Total Events</b>	<b>Events per Day</b>
Accidents	1,146	3.1
Alarm	1,293	3.5
Animal calls	273	0.7
Assist other agency	1,839	5.0
Check/investigation	6,935	19.0
Crime-persons	290	0.8
Crime-property	680	1.9
Directed patrol	480	1.3
Disturbance	669	1.8
Juvenile	150	0.4
Miscellaneous	345	0.9
Prisoner-arrest	175	0.5
Prisoner-transport	109	0.3
Suspicious person/vehicle	504	1.4
Traffic enforcement	3,066	8.4
<b>Total</b>	<b>17,954</b>	<b>49.2</b>

**Observations:**

- The top three categories (investigations, traffic, and assist other agency) accounted for 80 percent of events.
- Forty-six percent of events were investigations.
- Twenty-four percent of events were traffic-related.
- Ten percent of events were agency assists.
- Five percent of events were crime-related.
- Directed patrol events were nearly 3 percent of all events. These are removed when we examine calls for service starting with the next figure and table.

**Figure 3. Percentage Calls per Day, by Category**



**Note:** The figure combines categories in the following table according to the description on page 74.

**Table 3. Calls per Day, by Category**

<b>Category</b>	<b>Total Calls</b>	<b>Calls per Day</b>
Accidents	1,083	3.0
Alarm	1,070	2.9
Animal calls	221	0.6
Assist other agency	1,677	4.6
Check/investigation	6,493	17.8
Crime-persons	262	0.7
Crime-property	602	1.6
Disturbance	634	1.7
Juvenile	140	0.4
Miscellaneous	296	0.8
Prisoner-arrest	146	0.4
Prisoner-transport	97	0.3
Suspicious person/vehicle	448	1.2
Traffic enforcement	2,821	7.7
<b>Total</b>	<b>15,990</b>	<b>43.8</b>

#### Methodology:

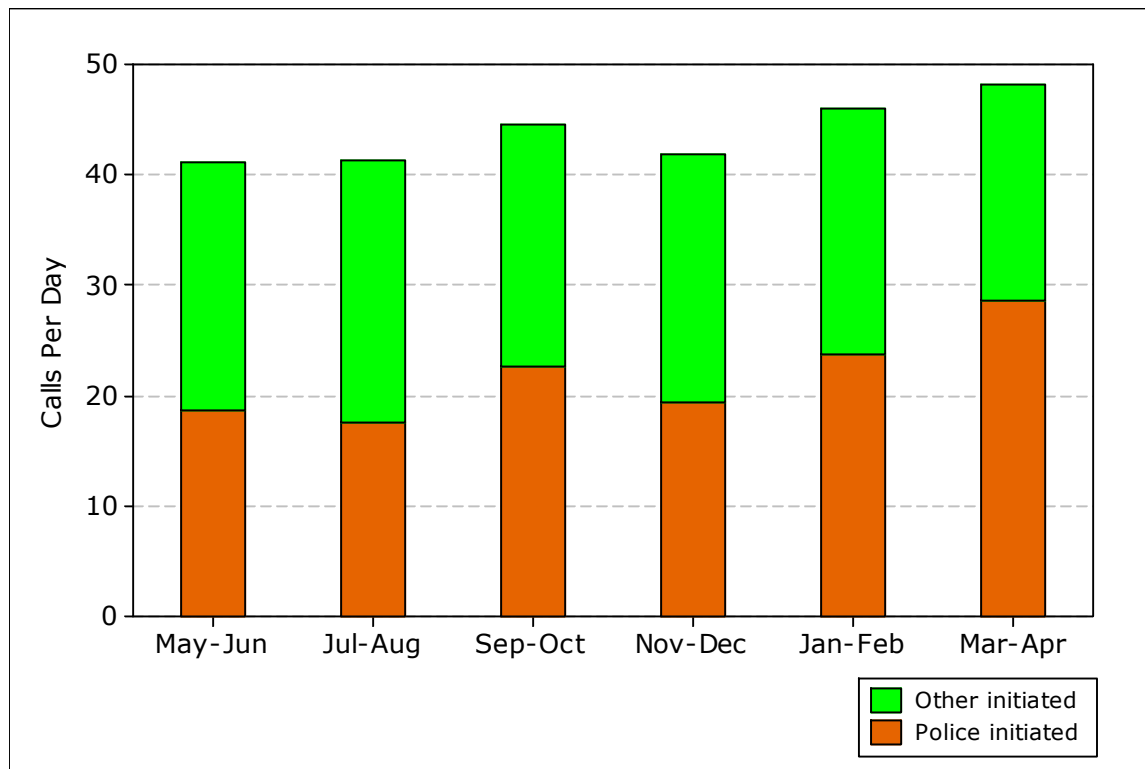
We focus here on recorded calls rather than recorded events. This means we removed events with zero time on scene and directed patrol events.

#### Observations:

- There were forty-four calls per day, or 1.8 per hour.
- The top three categories (investigations, traffic, and assist other agency) accounted for 82 percent of calls.
- Forty-seven percent of calls were investigations (alarms and checks).
- Twenty-four percent of calls were traffic related (enforcement and accidents).
- Eleven percent of calls were assist other agency.
- Five percent of calls were crime-related.



**Figure 4. Calls per Day, by Initiator and Months**



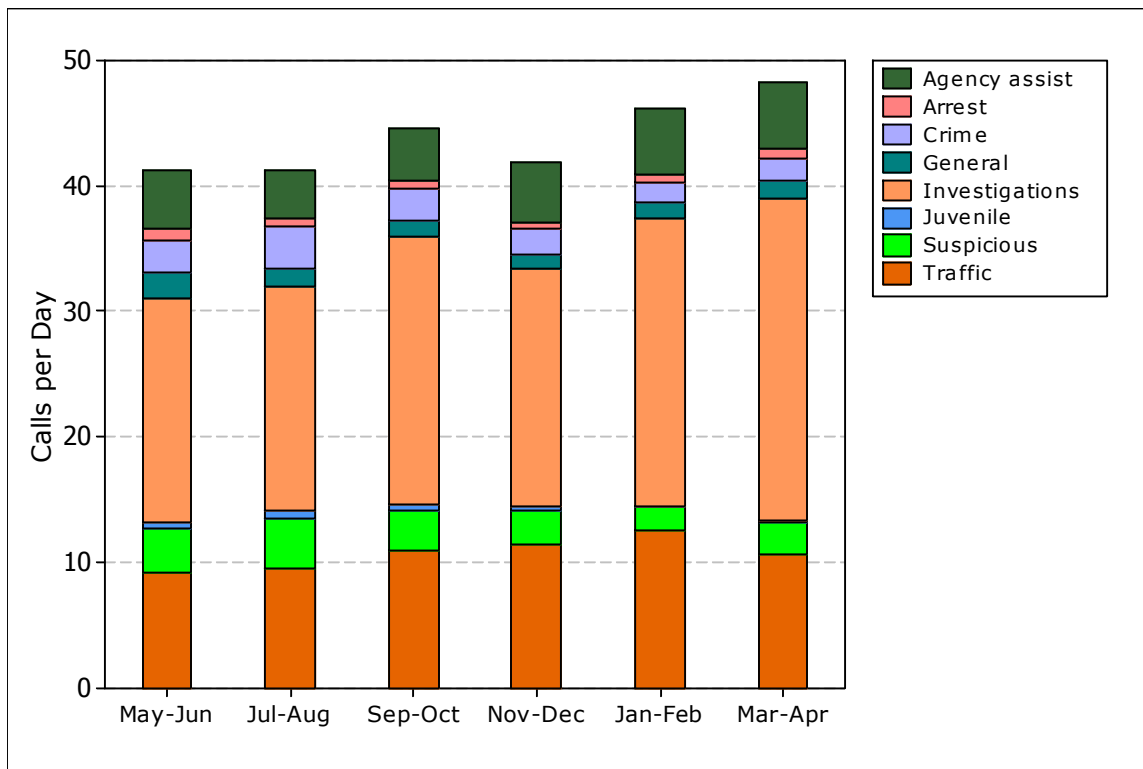
**Table 4. Calls per Day, by Initiator and Months**

Initiator	May-Jun	Jul-Aug	Sep-Oct	Nov-Dec	Jan-Feb	Mar-Apr
Police-initiated	18.8	17.6	22.6	19.3	23.8	28.6
Other-initiated	22.4	23.7	21.9	22.5	22.3	19.6
<b>Total</b>	<b>41.2</b>	<b>41.2</b>	<b>44.5</b>	<b>41.8</b>	<b>46.0</b>	<b>48.2</b>

#### Observations:

- The number of calls per day was smallest in May – August 2010.
- The number of calls per day was largest in March – April 2011.
- The months with the most calls had 17 percent more calls than the months with the fewest calls.
- For police-initiated calls, the period March – April 2011 had the most calls, with 63 percent more than the period of July – August 2010, which had the fewest.
- On the other hand, the period of July – August 2010 had the most other-initiated calls, with 20 percent more than the period of March – April 2011, which had the fewest.

**Figure 5. Calls per Day, by Category and Months**



**Note:** The figure combines categories in the following table according to the description on page 74.

**Table 5. Calls per Day, by Category and Months**

<b>Category</b>	<b>May- Jun</b>	<b>Jul- Aug</b>	<b>Sep- Oct</b>	<b>Nov- Dec</b>	<b>Jan- Feb</b>	<b>Mar- Apr</b>
Accidents	2.2	2.4	2.9	4.3	4.2	1.9
Alarm	3.1	3.6	2.8	2.5	2.5	3.1
Animal calls	1.0	0.6	0.5	0.5	0.4	0.6
Assist other agency	4.6	3.8	4.0	4.7	5.2	5.3
Check/investigation	14.8	14.2	18.5	16.5	20.3	22.6
Crime-persons	0.7	0.9	0.8	0.6	0.6	0.7
Crime-property	2.0	2.3	1.9	1.5	1.1	1.1
Disturbance	1.9	2.4	1.6	1.6	1.3	1.5
Juvenile	0.5	0.7	0.5	0.2	0.1	0.2
Miscellaneous	0.9	0.8	0.8	0.6	0.9	0.8
Prisoner-arrest	0.4	0.5	0.4	0.3	0.3	0.4
Prisoner-transport	0.4	0.2	0.2	0.2	0.2	0.3
Suspicious person/vehicle	1.6	1.5	1.6	1.2	0.6	1.0
Traffic enforcement	7.0	7.2	8.0	7.1	8.3	8.8
<b>Total</b>	<b>41.2</b>	<b>41.2</b>	<b>44.5</b>	<b>41.8</b>	<b>46.0</b>	<b>48.2</b>

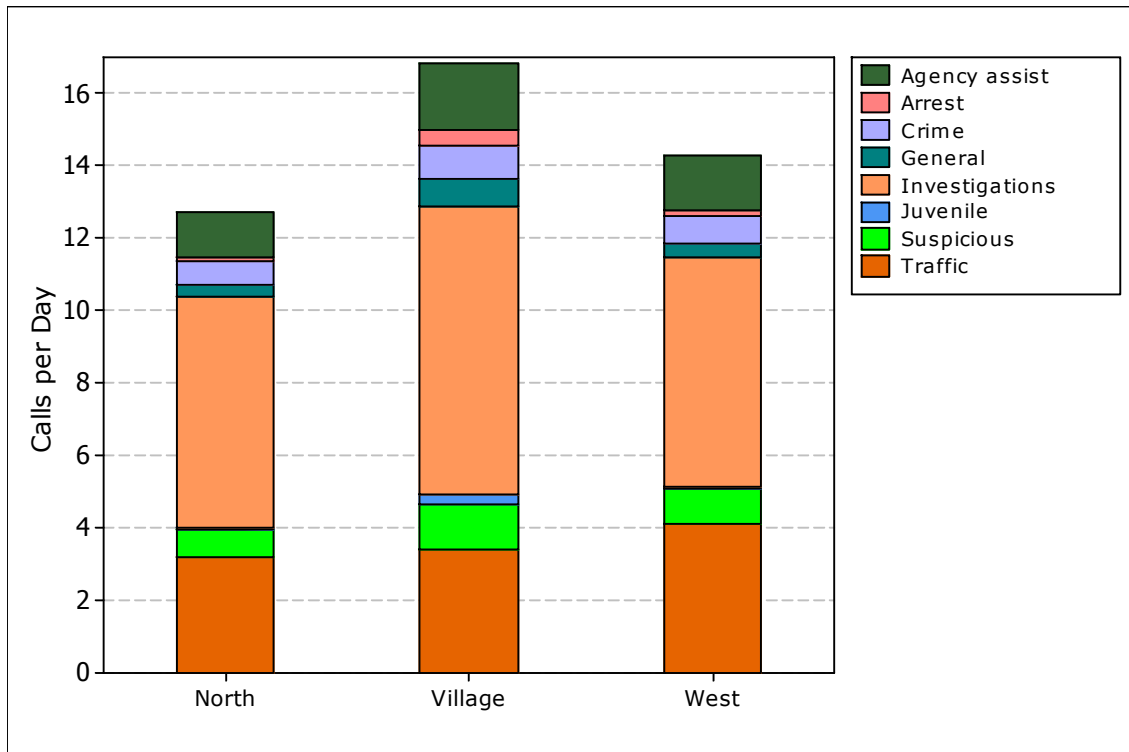
#### Methodology:

Calculations were limited to calls rather than events.

#### Observations:

- Investigations (alarm and checks) were the most common type of activities throughout the year.
- Investigations calls averaged between 17.8 and 25.7 calls per day throughout the year.
- Crime calls varied between 1.6 and 3.3 calls per day throughout the year. This was between 4 and 8 percent of total calls.
- The top three categories (investigations, traffic, and assist other agency) averaged between 76 and 88 percent of total calls throughout the year.

**Figure 6. Calls per Day, by Category and District**



**Note:** The figure combines categories in the following table according to the description on page 74.

**Table 6. Calls per Day, by Category and Districts**

<b>Category</b>	<b>North</b>	<b>Village</b>	<b>West</b>
Accidents	1.0	0.9	1.1
Alarm	0.9	1.3	0.8
Animal calls	0.1	0.3	0.2
Assist other agency	1.2	1.8	1.5
Check/investigation	5.5	6.7	5.6
Crime-persons	0.2	0.3	0.3
Crime-property	0.5	0.7	0.5
Disturbance	0.4	0.7	0.6
Juvenile	0.1	0.3	0.0
Miscellaneous	0.2	0.4	0.2
Prisoner-arrest	0.1	0.2	0.1
Prisoner-transport	0.0	0.3	0.0
Suspicious person/vehicle	0.3	0.5	0.4
Traffic enforcement	2.2	2.6	3.0
<b>Total</b>	<b>12.7</b>	<b>16.8</b>	<b>14.3</b>

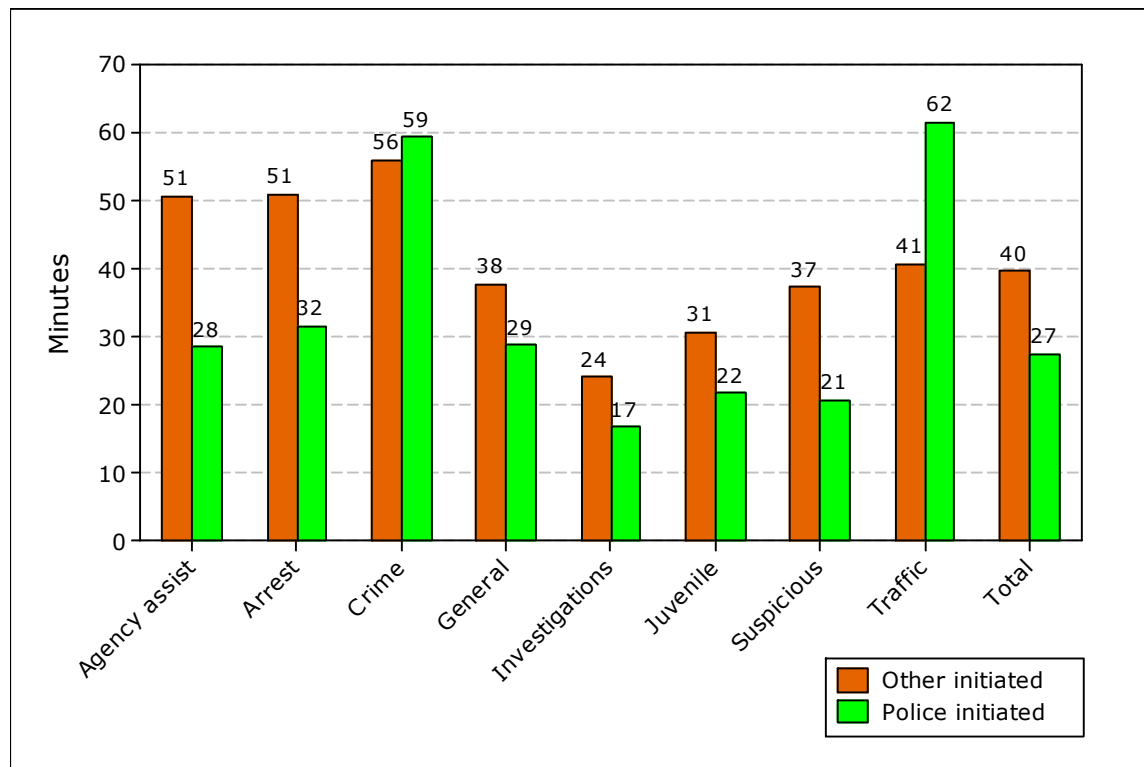
Methodology:

Calculations were limited to calls rather than events.

Observations:

- Investigations (alarm and checks) were the most common type of activities for all districts.
- Investigations calls averaged between 6.4 and 8.0 calls per day for the districts.
- Crime calls varied between 0.6 and 0.9 calls per day for all districts.
- The Village district had the highest average of calls per day for all categories except for traffic calls. The West district had the highest average of calls per day for traffic calls.
- The North district had the smallest average of calls per day for all categories.

**Figure 7. Average Occupied Times, by Category and Initiator**



**Note:** The figure combines categories using weighted averages from the following table according to the description on page 74.

**Table 7. Primary Unit's Average Occupied Times, by Category and Initiator**

<b>Category</b>	<b>Police-initiated</b>		<b>Other-initiated</b>	
	<b>Total Calls</b>	<b>Minutes</b>	<b>Total Calls</b>	<b>Minutes</b>
Accidents	82	46.2	1,001	49.4
Alarm	17	26.7	1,052	20.0
Animal calls	10	31.0	210	28.3
Assist other agency	138	28.5	1,537	50.6
Check/investigation	5,680	16.6	812	29.3
Crime-persons	23	72.2	237	59.9
Crime-property	30	49.5	570	54.4
Disturbance	13	44.9	621	44.8
Juvenile	13	21.8	127	30.7
Miscellaneous	37	28.1	259	45.4
Prisoner-arrest	99	24.6	47	62.6
Prisoner-transport	25	59.5	72	43.2
Suspicious person/vehicle	95	17.4	353	23.9
Traffic enforcement	1,675	62.3	1,145	32.8
<b>Total</b>	<b>7,937</b>	<b>27.4</b>	<b>8,043</b>	<b>39.7</b>

Note: We removed seventeen calls with inaccurate busy times.



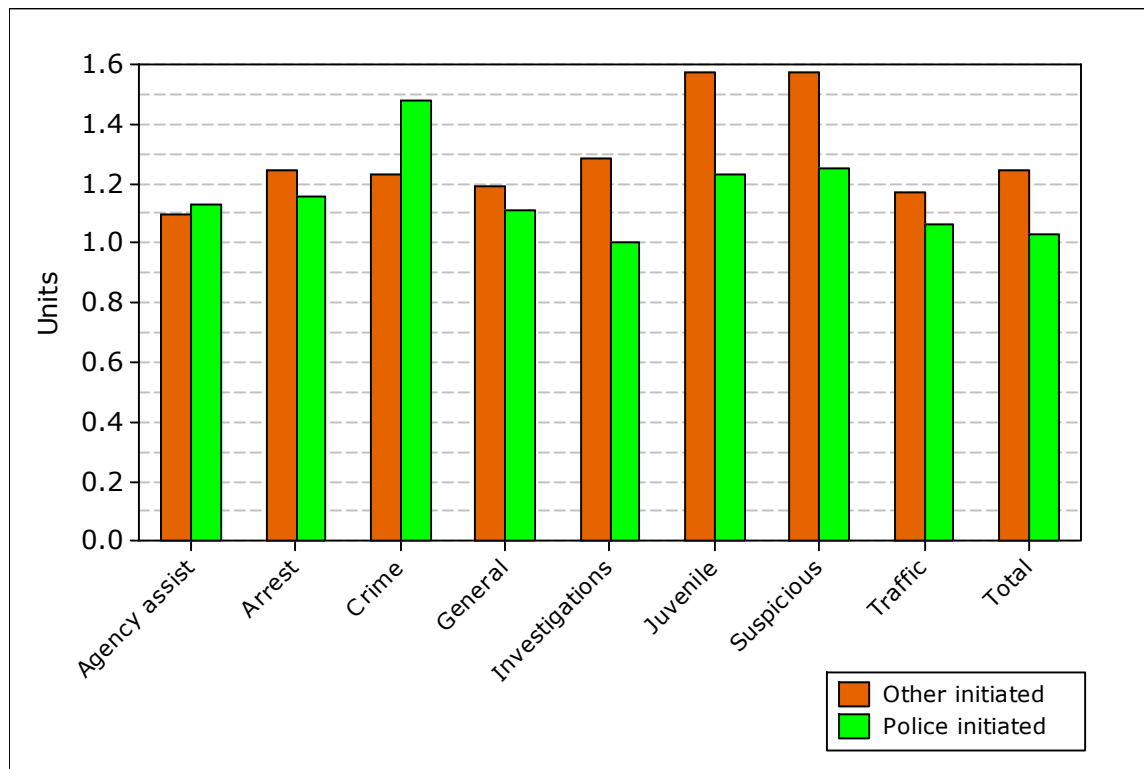
## Methodology:

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

## Observations:

- A unit's average time spent on a call ranged from seventeen to sixty-two minutes overall.
- The longest average times were on police-initiated calls that were traffic-related. This is rather unusual and corresponds with long traffic enforcement details.
- Police-initiated traffic calls (enforcements and accidents) averaged sixty-two minutes per call, whereas other-initiated traffic calls averaged forty-one minutes per call.
- Average time spent on crime calls was fifty-nine minutes for police-initiated calls and fifty-six minutes for other-initiated calls.

**Figure 8. Number of Responding Units, by Initiator and Category**

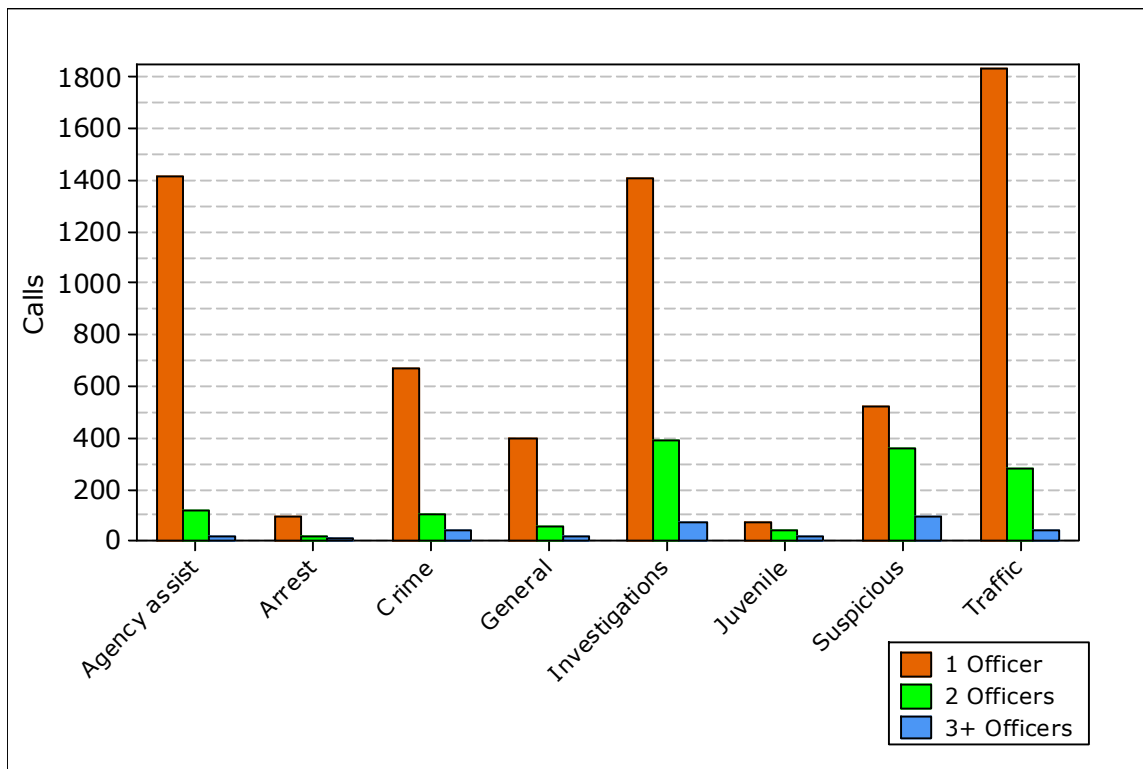


**Note:** The categories in this figure use weighted averages to combine those of the following table according to the description on page 74.

**Table 8. Number of Responding Units, by Initiator and Category**

<b>Category</b>	<b>Police-initiated</b>		<b>Other-initiated</b>	
	<b>Average</b>	<b>Total Calls</b>	<b>Average</b>	<b>Total Calls</b>
Accidents	1.1	82	1.2	1,001
Alarm	1.2	17	1.3	1,053
Animal calls	1.0	10	1.1	211
Assist other agency	1.1	138	1.1	1,539
Check/investigation	1.0	5,681	1.3	812
Crime-persons	1.6	23	1.3	239
Crime-property	1.4	30	1.2	572
Disturbance	1.5	13	1.7	621
Juvenile	1.2	13	1.6	127
Miscellaneous	1.1	37	1.3	259
Prisoner-arrest	1.2	99	1.4	47
Prisoner-transport	1.0	25	1.1	72
Suspicious person/vehicle	1.2	95	1.3	353
Traffic enforcement	1.1	1,675	1.1	1,146
<b>Total</b>	<b>1.0</b>	<b>7,938</b>	<b>1.2</b>	<b>8,052</b>

**Figure 9. Number of Responding Units, by Category**



**Note:** The categories in this figure use weighted averages to combine those of the following table according to the description on page 74.

**Table 9. Number of Responding Units, by Category, Other-initiated Calls**

<b>Category</b>	<b>Responding Units</b>		
	<b>One</b>	<b>Two</b>	<b>Three or More</b>
Accidents	841	136	24
Alarm	789	230	34
Animal calls	194	15	2
Assist other agency	1,408	115	16
Check/investigation	619	160	33
Crime-persons	193	30	16
Crime-property	478	74	20
Disturbance	279	260	82
Juvenile	71	41	15
Miscellaneous	205	40	14
Prisoner-arrest	34	7	6
Prisoner-transport	63	9	N/A
Suspicious person/vehicle	246	94	13
Traffic enforcement	992	138	16
<b>Total</b>	<b>6,412</b>	<b>1,349</b>	<b>291</b>

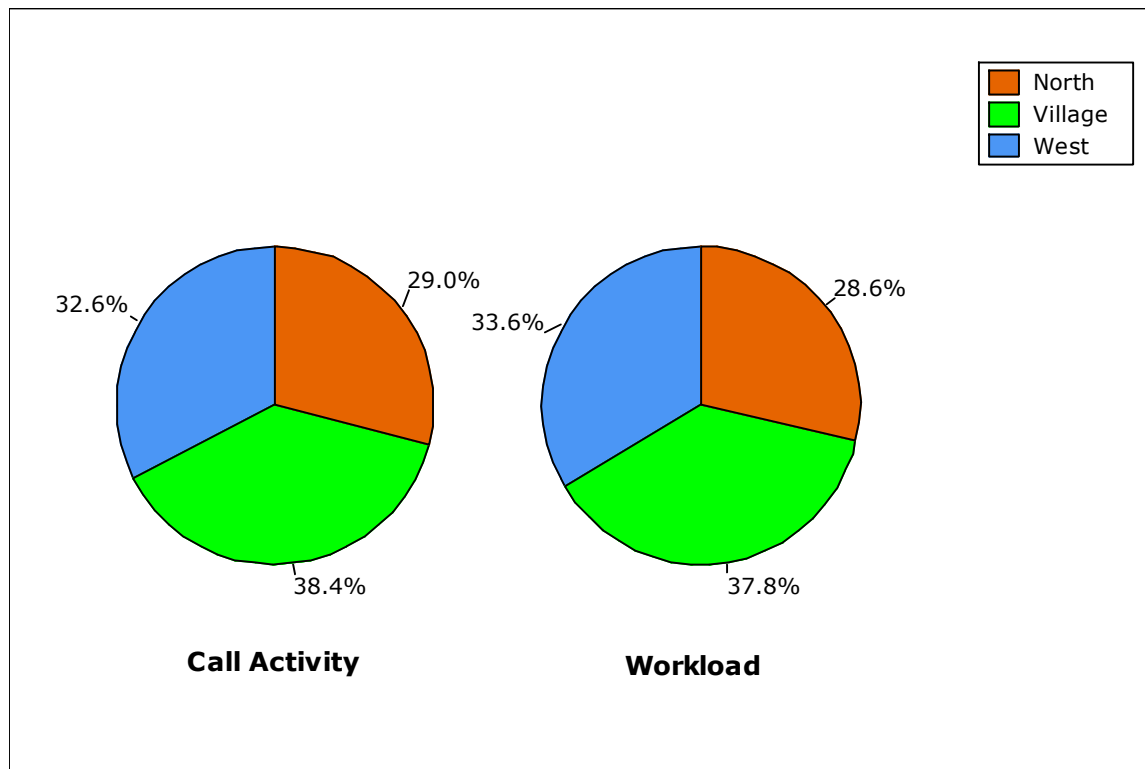
## Methodology:

The information in Table 8 and Figure 8 is limited to calls and excludes events with zero time on scene, out-of-service records, and directed patrol activities. The information in Table 9 and Figure 9 is further limited to other-initiated calls.

## Observations:

- The overall mean number of responding units was 1.0 for police-initiated calls and 1.2 for other-initiated calls.
- The mean number of responding units was as high as 1.6 for juvenile and suspicious incident calls that were other-initiated.
- Eighty percent of all other-initiated calls involved one responding unit.
- Seventeen percent of all other-initiated calls involved two responding units.
- Four percent of all other-initiated calls involved three or more units.
- The largest group of calls with three or more responding units involved suspicious incidents, followed by investigations (alarm and checks).

**Figure 10. Percentage Calls and Work Hours by District**



**Table 10. Calls and Work Hours by District**

District	Per Day	
	Calls	Work Hours
North	12.7	7.9
Village	16.8	10.4
West	14.3	9.2
<b>Total</b>	<b>43.8</b>	<b>27.5</b>

### Methodology:

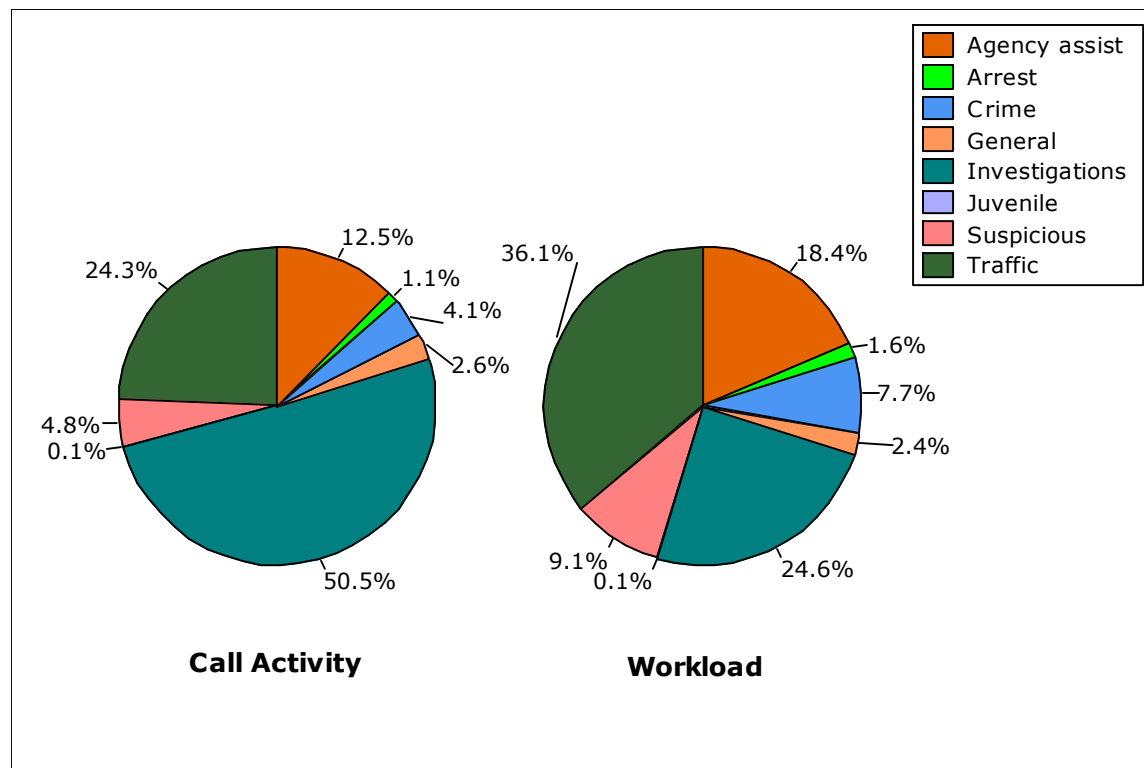
Workload calculations focused on calls rather than events.

### Observations:

- Each district contained between 29 to 38 percent of total daily calls and workload.
- The Village district contained the most calls and the highest workload.
- The North district contained the least calls and the lowest workload.



**Figure 11. Percentage Calls and Work Hours, by Category, February 2011**



**Table 11. Calls and Work Hours per Day, by Category, February 2011**

Category	Per Day	
	Calls	Work Hours
Arrest	0.5	0.4
Assist other agency	5.9	5.2
Crime	1.9	2.2
General noncriminal	1.3	0.7
Investigations	24.0	7.0
Juvenile	0.0	0.0
Suspicious incident	2.3	2.6
Traffic	11.5	10.2
<b>Total</b>	<b>47.5</b>	<b>28.3</b>

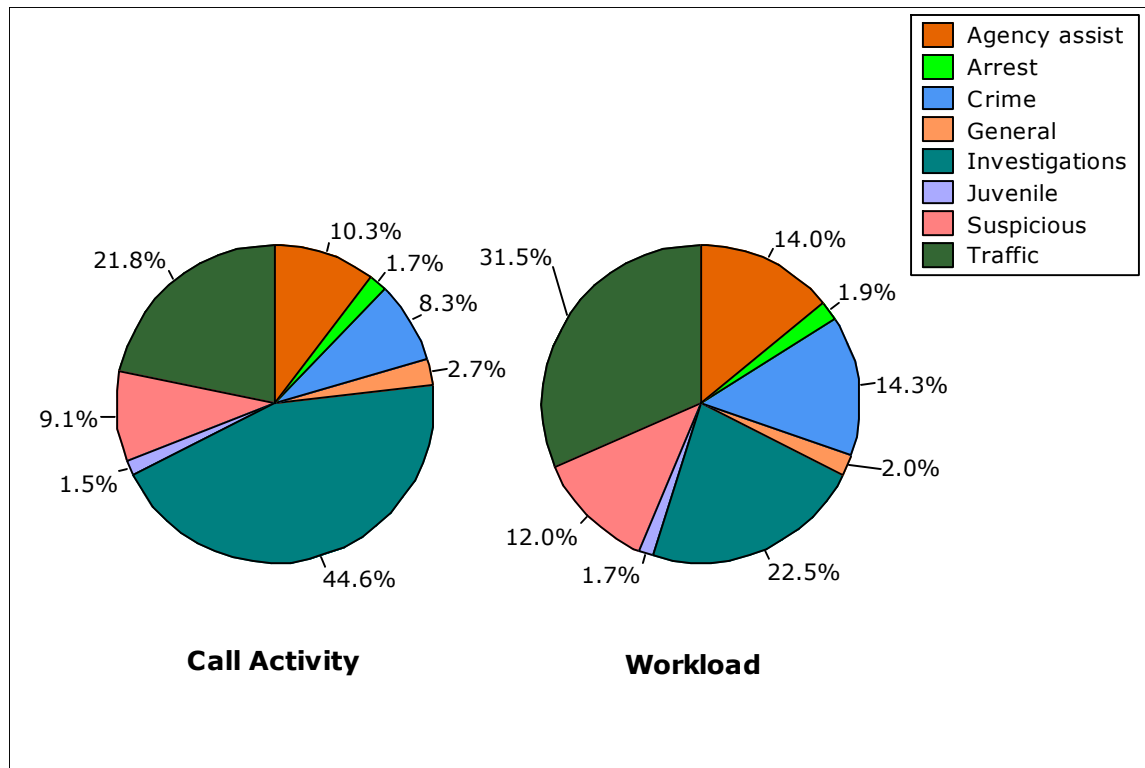
## Methodology:

Workload calculations focused on calls rather than events.

## Observations:

- Total calls in February were forty-eight per day, or two per hour.
- Total workload was thirty work hours per day, meaning that an average of 1.2 officers per hour were busy responding to calls.
- Investigations constituted 50 percent of calls and 24 percent of workload.
- Traffic constituted 24 percent of calls and 37 percent of workload.
- Agency assists constituted 12 percent of calls and 18 percent of workload.
- Crimes constituted 4 percent of calls but 8 percent of workload.
- The top three categories constituted 87 percent of calls and 80 percent of workload.

**Figure 12. Percentage Calls and Work Hours, by Category, August 2010**



**Table 12. Calls and Work Hours per Day, by Category, August 2010**

Category	Per Day	
	Calls	Work Hours
Arrest	0.7	0.5
Assist other agency	4.3	3.9
Crime	3.4	4.0
General noncriminal	1.1	0.6
Investigations	18.4	6.3
Juvenile	0.6	0.5
Suspicious incident	3.8	3.4
Traffic	9.0	8.8
<b>Total</b>	<b>41.2</b>	<b>28.0</b>

## Observations:

- In August, the total calls per day and workload were smaller than in February.
- Total calls were forty-one per day or 1.7 per hour.
- Total workload was twenty-eight work hours per day, meaning that an average of 1.2 officers per hour were busy responding to calls.
- Investigations constituted 45 percent of calls and 23 percent of workload.
- Traffic constituted 22 percent of calls and 31 percent of workload.
- Agency assists constituted 10 percent of calls and 14 percent of workload.
- Crimes constituted 8 percent of calls but 14 percent of workload.
- The top three categories constituted 77 percent of calls and 68 percent of workload.

## **B. Deployment**

The police department's main patrol force comprises regular patrol officers. Along with regular patrol officers, we included the lieutenants in our analysis. However, we excluded the patrol officer that was assigned as the day's desk officer. We examined only deployment information for four weeks in summer (August 2010) and four weeks in winter (February 2011).

The police department's main patrol force operates on two staggered twelve-hour shifts. The day shift's patrol officers start either at 6:00 a.m. or 7:00 a.m., while the night shift's patrol officers start either at 6:00 p.m. or 7:00 p.m. The lieutenants operate on three eight-hour shifts starting at 7:30 a.m., 3:30 p.m., and 11:30 p.m.

The police department deployed an average of 3.4 officers per hour during the 24-hour day in winter and 2.9 officers per hour in summer. When lieutenants are included, the department averaged about 4.1 officers per hour in the winter and 3.5 officers per hour in the summer. There was some variability in average deployment. However, no specific time of day, day of the week, or season averaged less than 2.5 officers per hour or more than 4.9 officers per hour on duty.

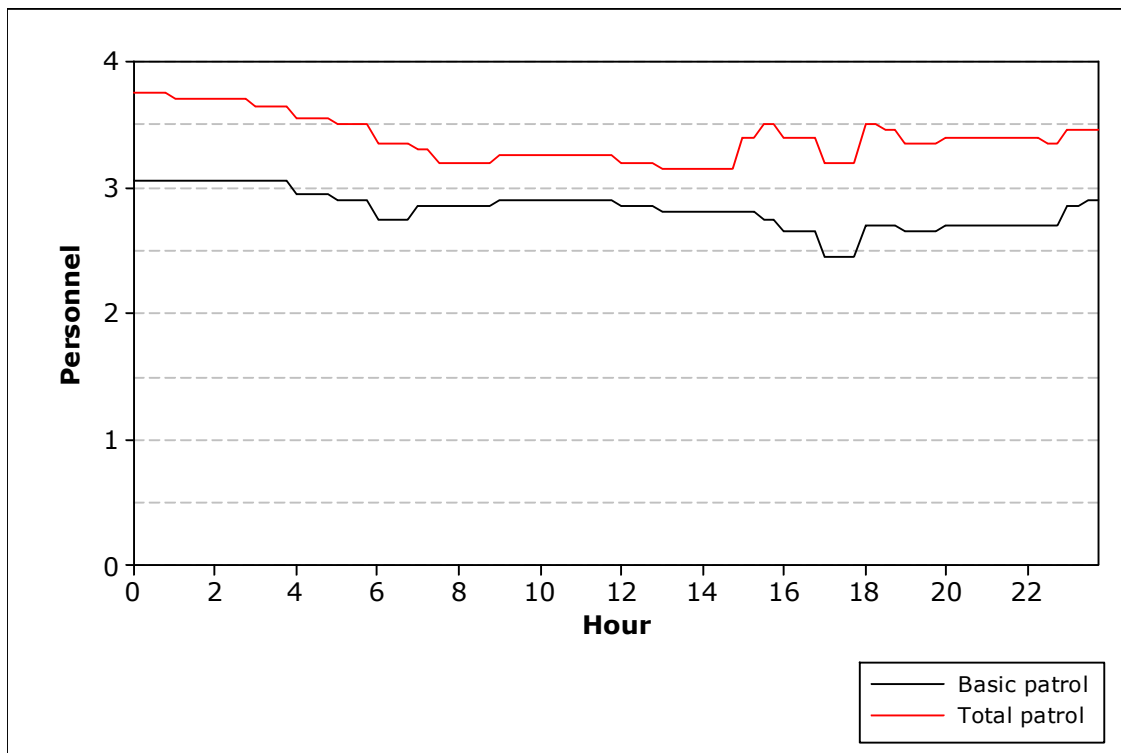
In this section, we describe the deployment and workload in distinct steps, distinguishing between summer and winter, and between weekdays and weekends:

- First, we focus on patrol deployment, with and without additional units.
- Next, we compare the deployment against workload based upon other-initiated calls for service.
- Afterwards, we draw a similar comparison while including police-initiated workload.

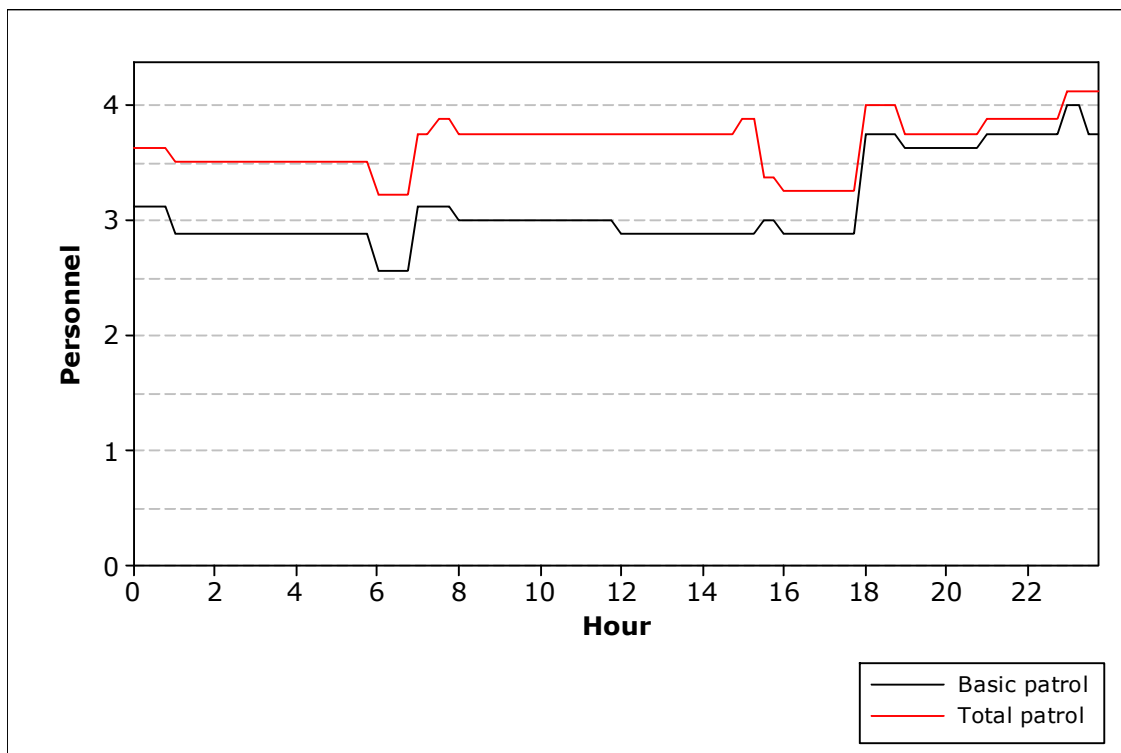
- Finally, we draw a comparison based upon “all” workload, which includes the directed patrol workload. There were no out-of-service events included in the analysis.

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

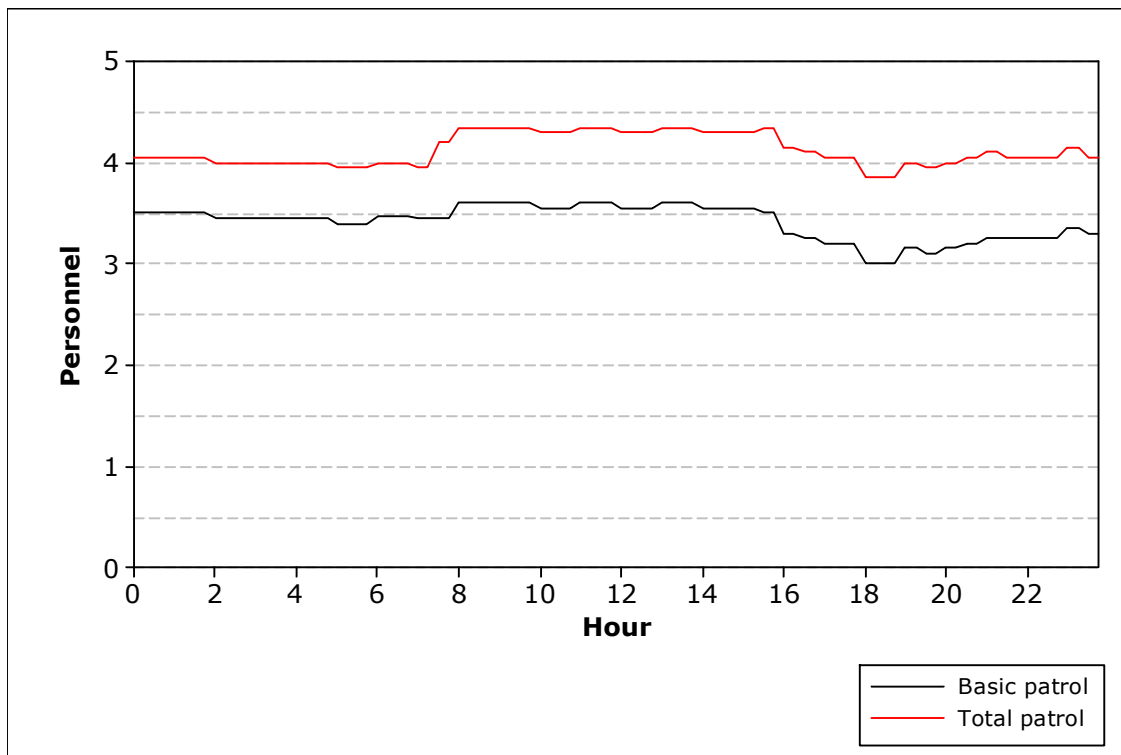
**Figure 13. Deployed Officers, Weekdays, August 2010**



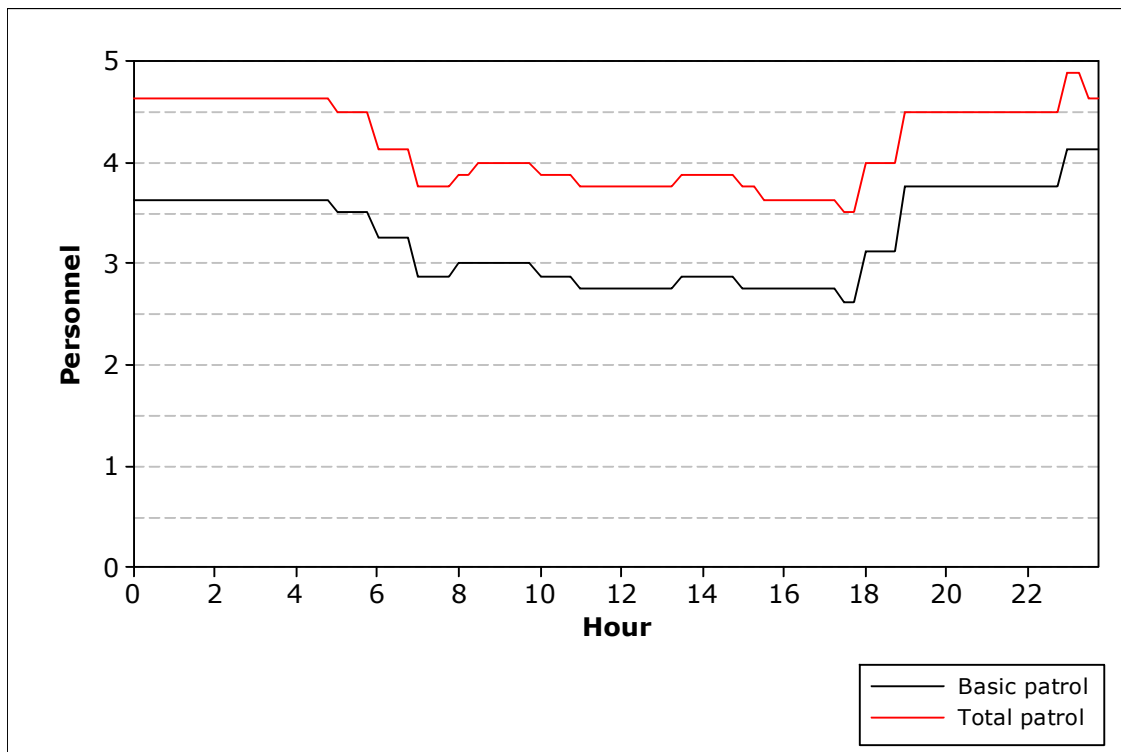
**Figure 14. Deployed Officers, Weekends, August 2010**



**Figure 15. Deployed Officers, Weekdays, February 2011**



**Figure 16. Deployed Officers, Weekends, February 2011**

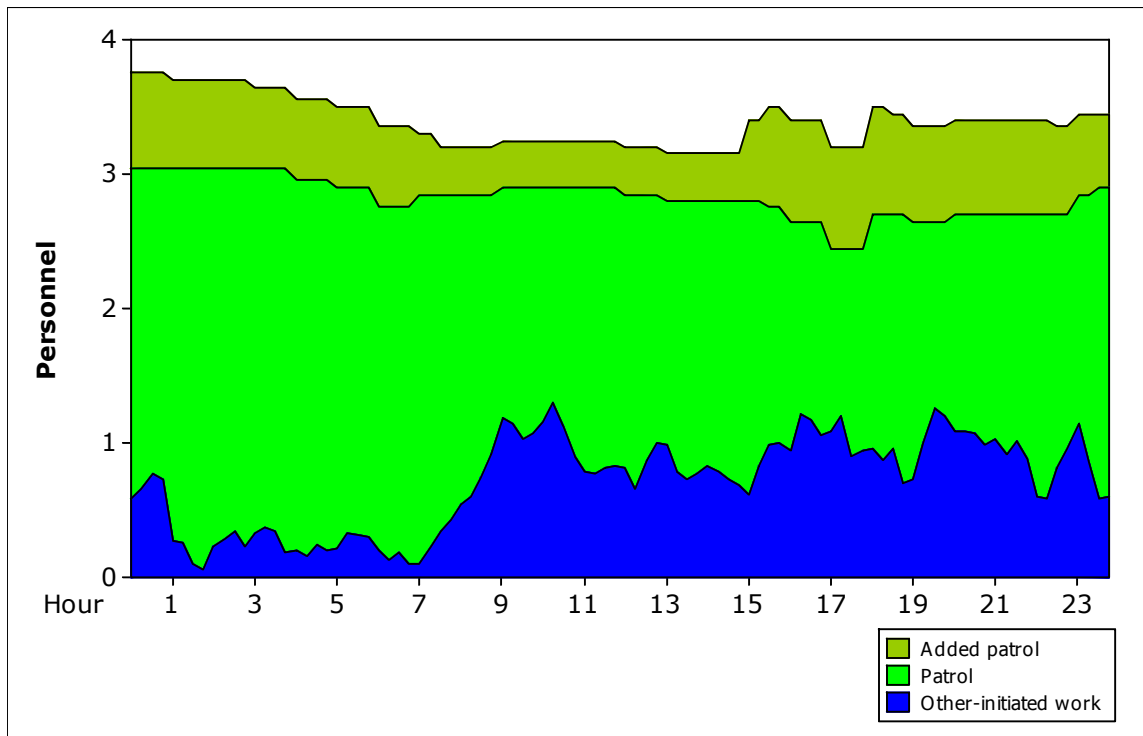




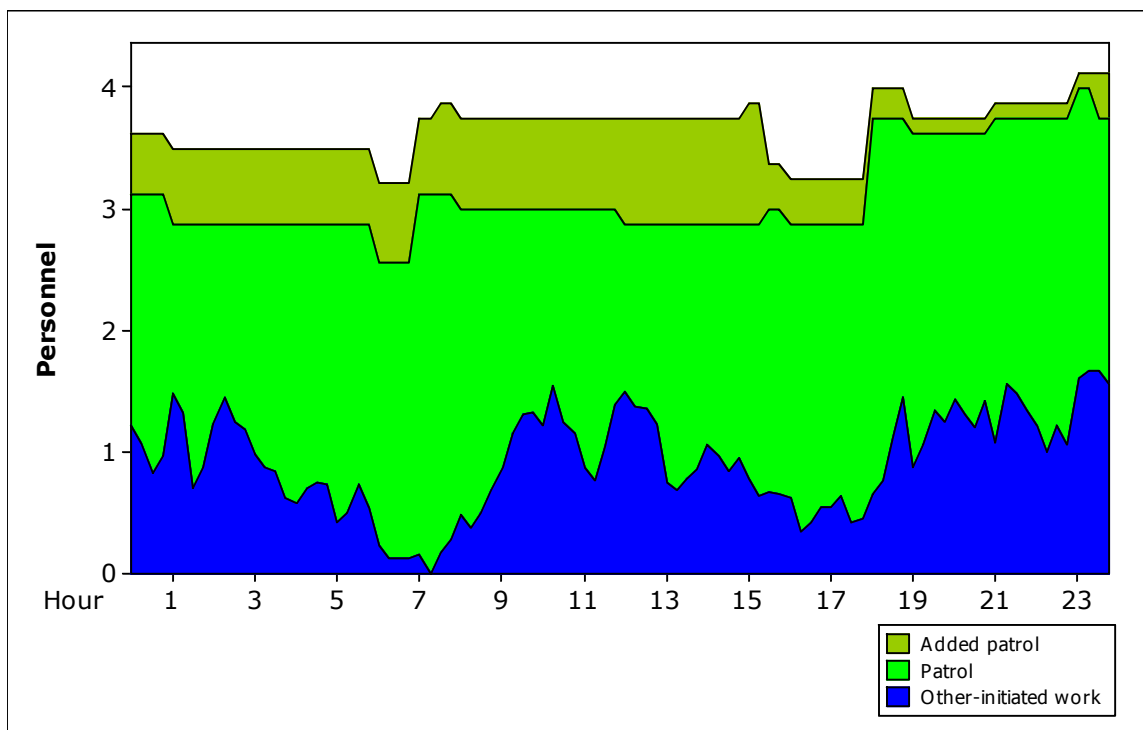
## Observations:

- For August 2010:
  - The average basic deployment was approximately 2.8 officers per hour during the week and 3.1 officers per hour on weekends.
  - Lieutenants raised the average hourly deployment as high as 3.4 officers per hour during the week, and 3.7 per hour during the weekends.
  - During the week, total deployment varied between 3.2 and 3.8 officers per hour throughout the day.
  - On weekends, total deployment reached as high as 4.1 officers between 11:00 p.m. and midnight, and dropped to as low as 3.2 officers between 6:00 a.m. and 7:00 a.m.
- For February 2011:
  - The average patrol deployment was slightly higher than in August.
  - The average patrol deployment was approximately 3.4 officers per hour during the week and 3.3 per hour on weekends.
  - Lieutenants raised the average hourly deployment to approximately 4.1 officers per hour during the week and 4.2 per hour during the weekends.
  - During the week, total deployment varied between 3.9 and 4.4 officers per hour throughout the day.
  - On weekends, total deployment reached as high as 4.9 officers between 11:00 p.m. and 11:30 p.m. The deployment dropped as low as 3.5 officers between 5:30 p.m. and 6:00 p.m.

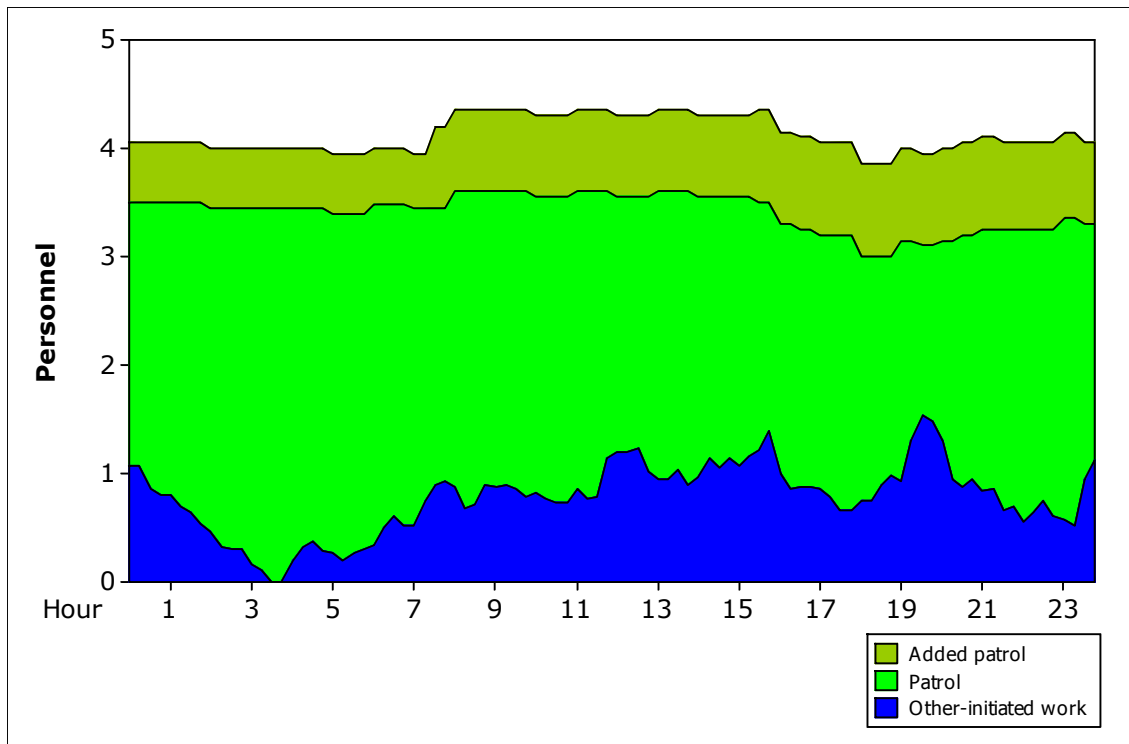
**Figure 17. Deployment and Other-Initiated Workload, Weekdays, August 2010**



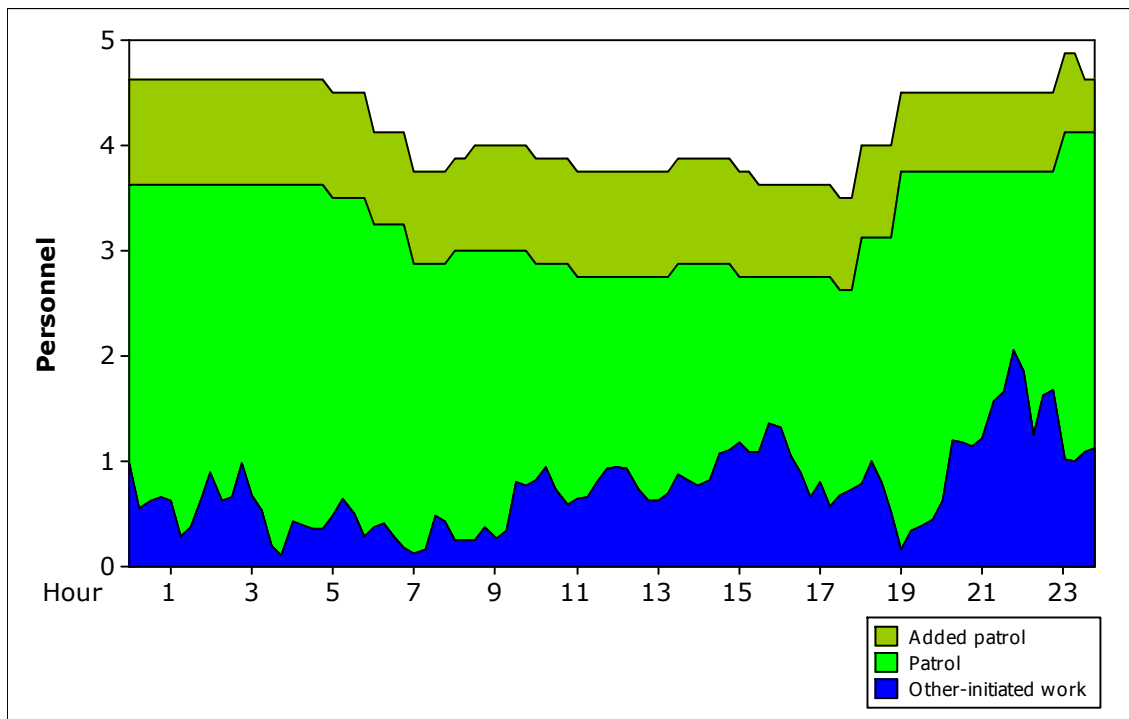
**Figure 18. Deployment and Other-Initiated Workload, Weekends, August 2010**



**Figure 19. Deployment and Other-Initiated Workload, Weekdays, February 2011**



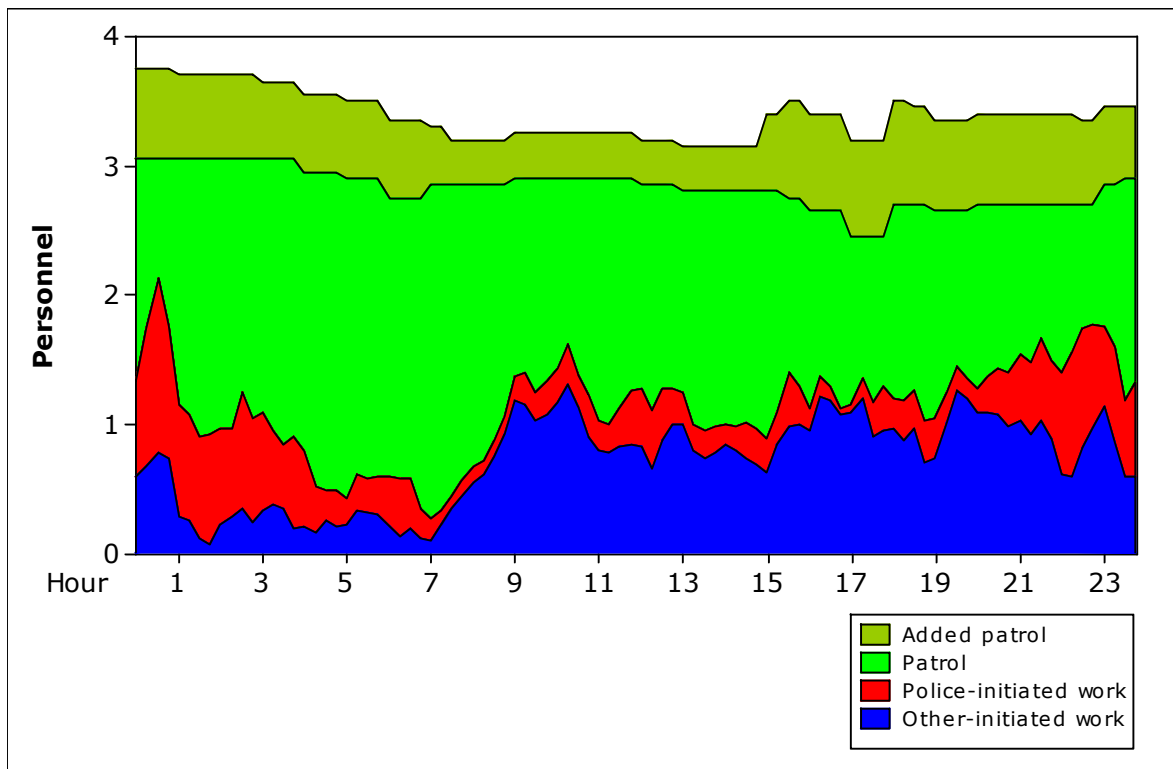
**Figure 20. Deployment and Other-Initiated Workload, Weekends, February 2011**



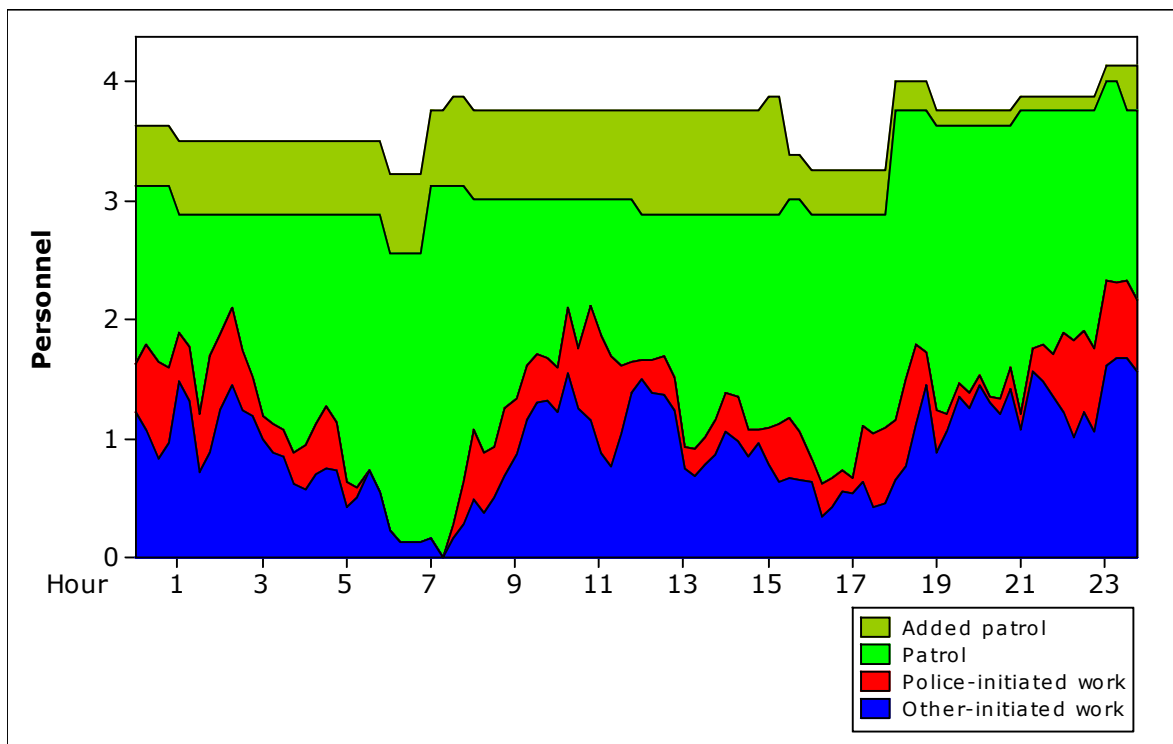
## Observations:

- For August 2010:
  - Average other-initiated workload was 0.7 officers per hour during the week, and 0.9 officers per hour on weekends.
  - This was approximately 21 percent of hourly deployment during the week and 25 percent on weekends.
  - During the week, workload reached a maximum of 40 percent of deployment between 10:15 a.m. and 10:30 a.m.
  - On weekends, workload reached a maximum of 42 percent of deployment between 1:00 a.m. and 1:15 a.m.
- For February 2011:
  - Average other-initiated workload was 0.8 officers per hour during the week and 0.7 officers per hour on weekends.
  - This was approximately 19 percent of hourly deployment during the week and 18 percent of hourly deployment on weekends.
  - During the week, workload reached a maximum of 39 percent of deployment between 7:30 p.m. and 7:45 p.m.
  - On weekends, workload reached a maximum of 46 percent of deployment between 9:45 p.m. and 10:00 p.m.

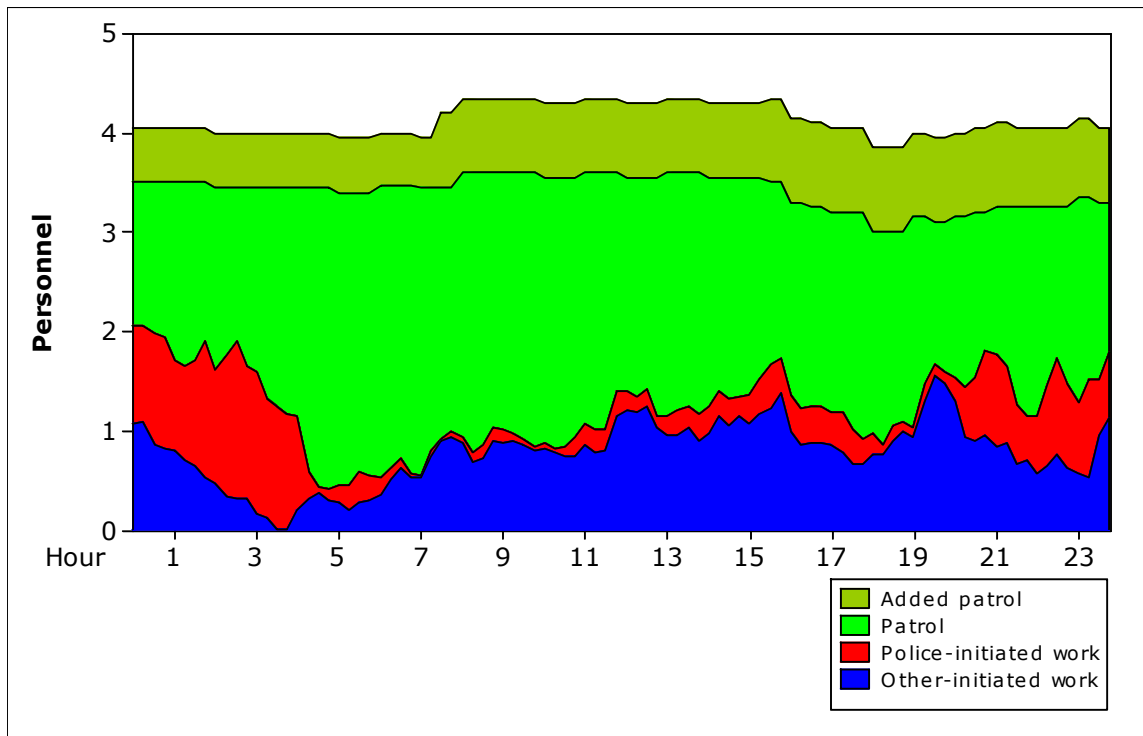
**Figure 21. Deployment and Main Workload, Weekdays, August 2010**



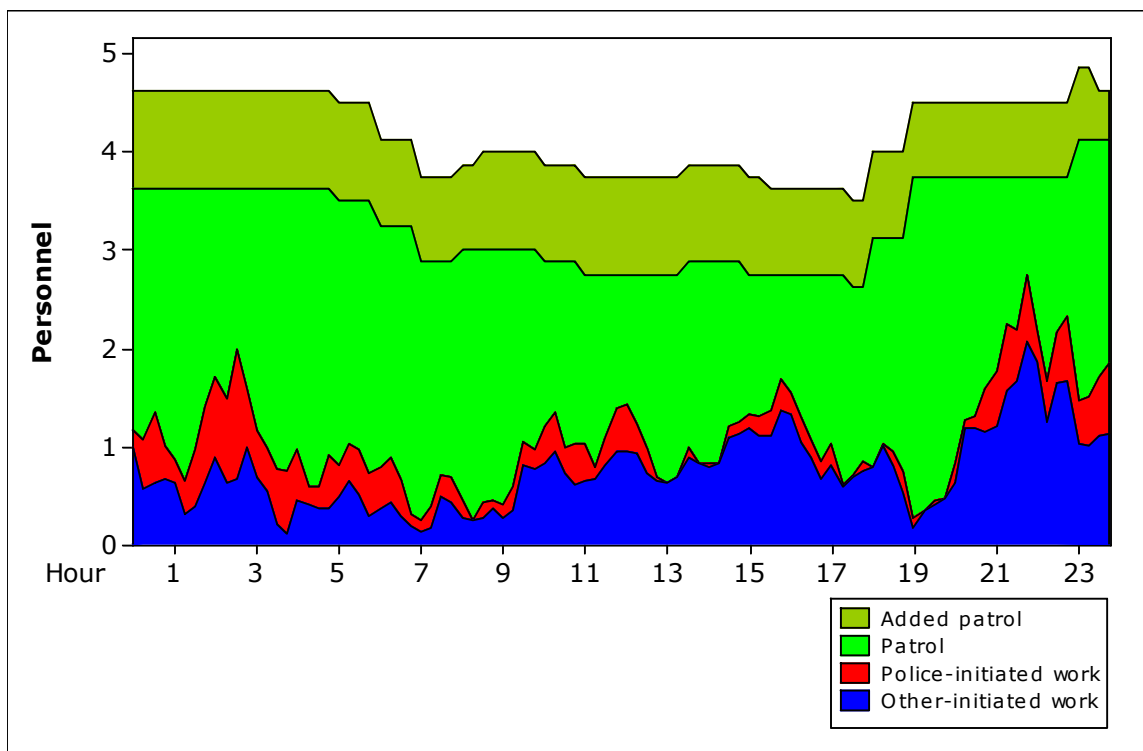
**Figure 22. Deployment and Main Workload, Weekends, August 2010**



**Figure 23. Deployment and Main Workload, Weekdays, February 2011**



**Figure 24. Deployment and Main Workload, Weekends, February 2011**



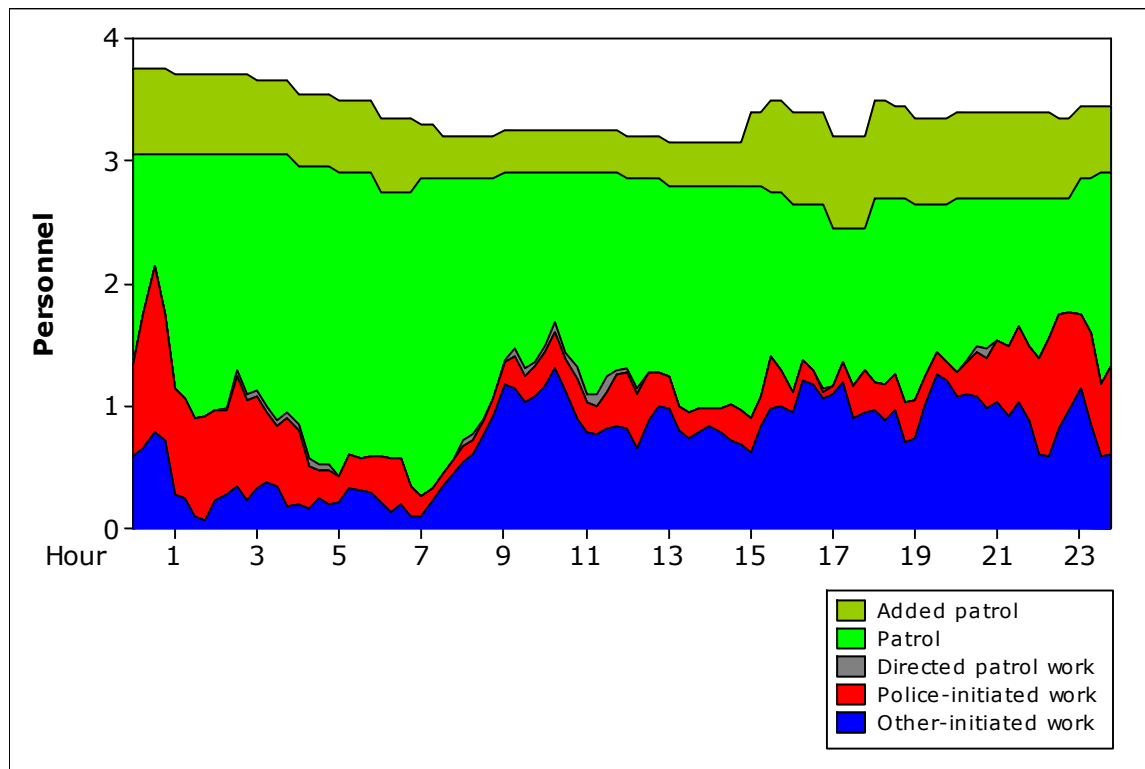
## Methodology:

These figures include deployment along with workload from other-initiated and police-initiated activities.

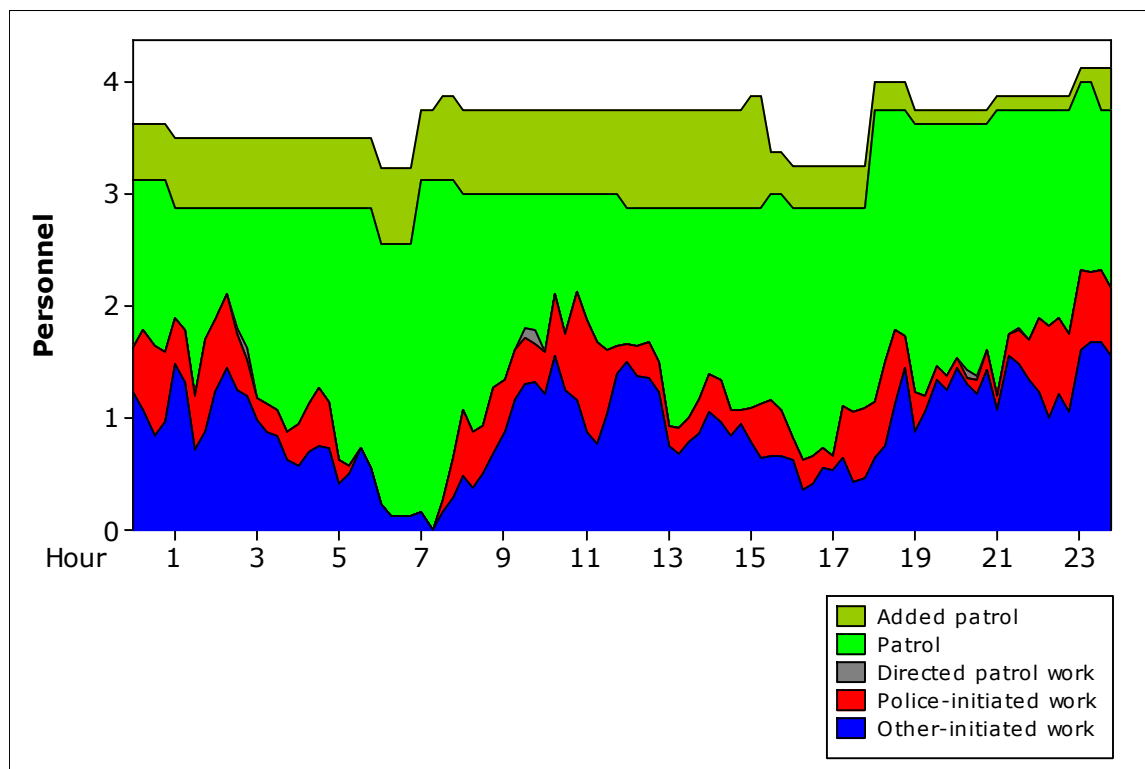
## Observations:

- For August 2010:
  - Average workload was 1.1 officers per hour during the week, and 1.3 officers per hour on weekends.
  - This was approximately 33 percent of hourly deployment during the week and 36 percent on weekends.
  - During the week, workload reached a maximum of 57 percent of deployment between 12:30 a.m. and 12:45 a.m.
  - On weekends, workload reached a maximum of 60 percent of deployment between 2:15 a.m. and 2:30 a.m.
- For February 2011:
  - Average workload was 1.2 officers per hour during the week, and 1.1 officers per hour on weekends.
  - This was approximately 30 percent of hourly deployment during the week and 26 percent on weekends.
  - During the week, workload reached a maximum of 51 percent of deployment between 12:00 a.m. and 12:30 a.m.
  - On weekends, workload reached a maximum of 61 percent of deployment between 9:45 p.m. and 10:00 p.m.

**Figure 25. Deployment and All Workload, Weekdays, August 2010**

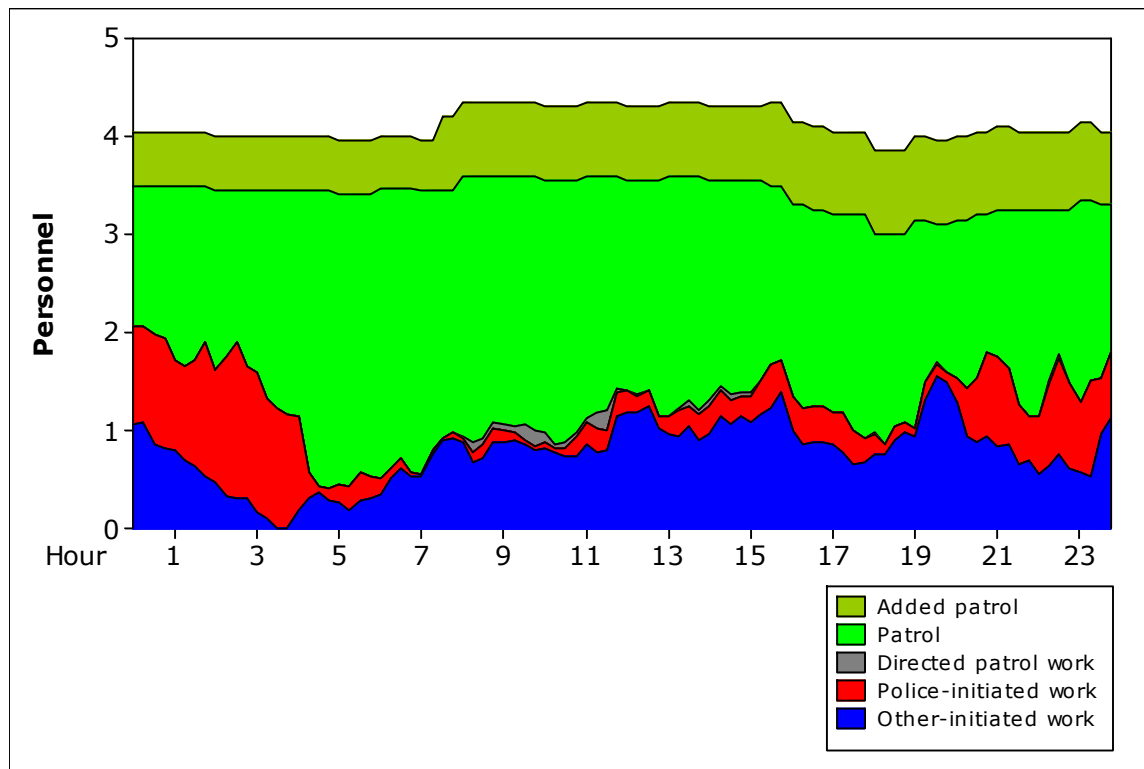


**Figure 26. Deployment and All Workload, Weekends, August 2010**

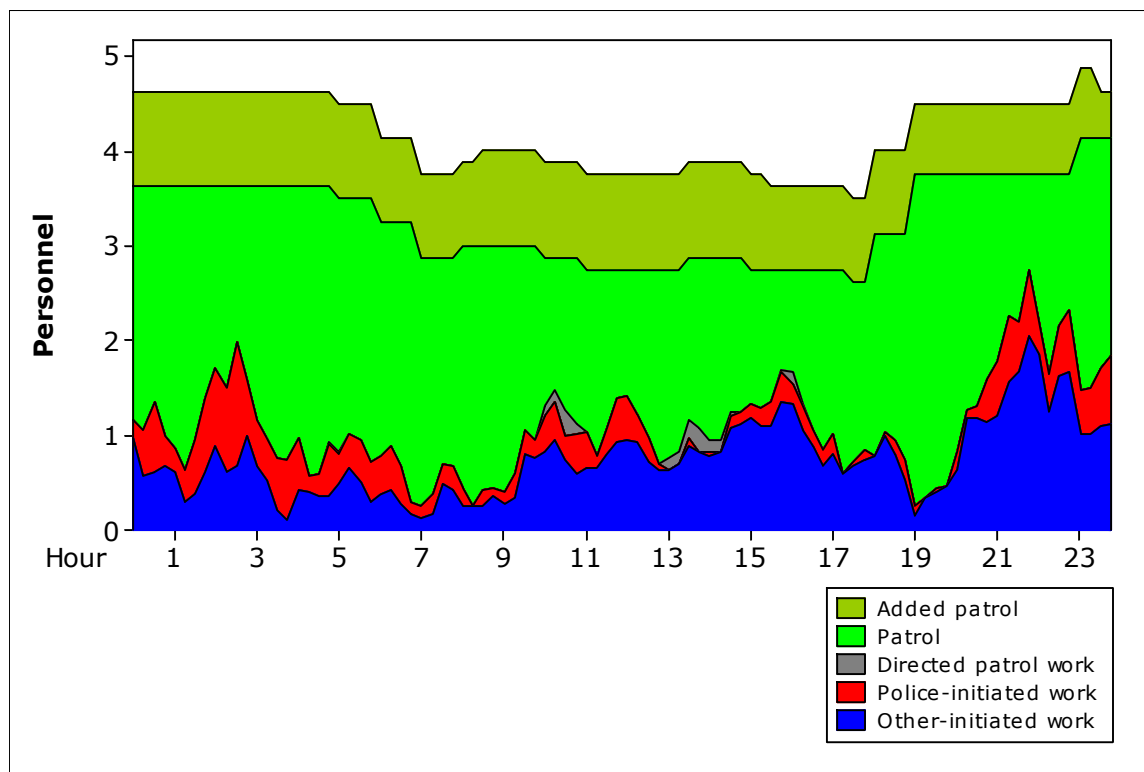




**Figure 27. Deployment and All Workload, Weekdays, February 2011**



**Figure 28. Deployment and All Workload, Weekends, February 2011**



## Methodology:

These figures include deployment along with all workload from other-initiated, police-initiated, and directed patrol activities.

## Observations:

- For August 2010:
  - Average workload was 1.1 officers per hour during the week, and 1.3 officers per hour on weekends.
  - This was approximately 34 percent of hourly deployment during the week and 36 percent on weekends.
  - When including directed patrol activities, there was no significant change in the maximum workloads during the week and on weekends.
- For February 2011:
  - Average workload was 1.2 officers per hour during the week, and 1.1 officers per hour on weekends.
  - This was approximately 30 percent of hourly deployment during the week and 26 percent on weekends.
  - When including directed patrol activities, there was no significant change in the maximum workloads during the week and on weekends.

## **C. Response Times**

We analyzed the response times to various types of calls, separating the duration into dispatch and travel times. We begin the discussion with statistics that include all calls combined. We analyzed several types of calls to determine whether response times varied by call type.

Before presenting the specific figures and tables, we summarize all of the observations. We started with 1,317 events for summer (August 2010) and 1,488 events for winter (February 2011). We limited our analysis to other-initiated calls. We also encountered some calls without arrival times that we were forced to exclude from our analysis due to lack of information. This left 622 calls in summer and 605 calls in winter in our analysis.

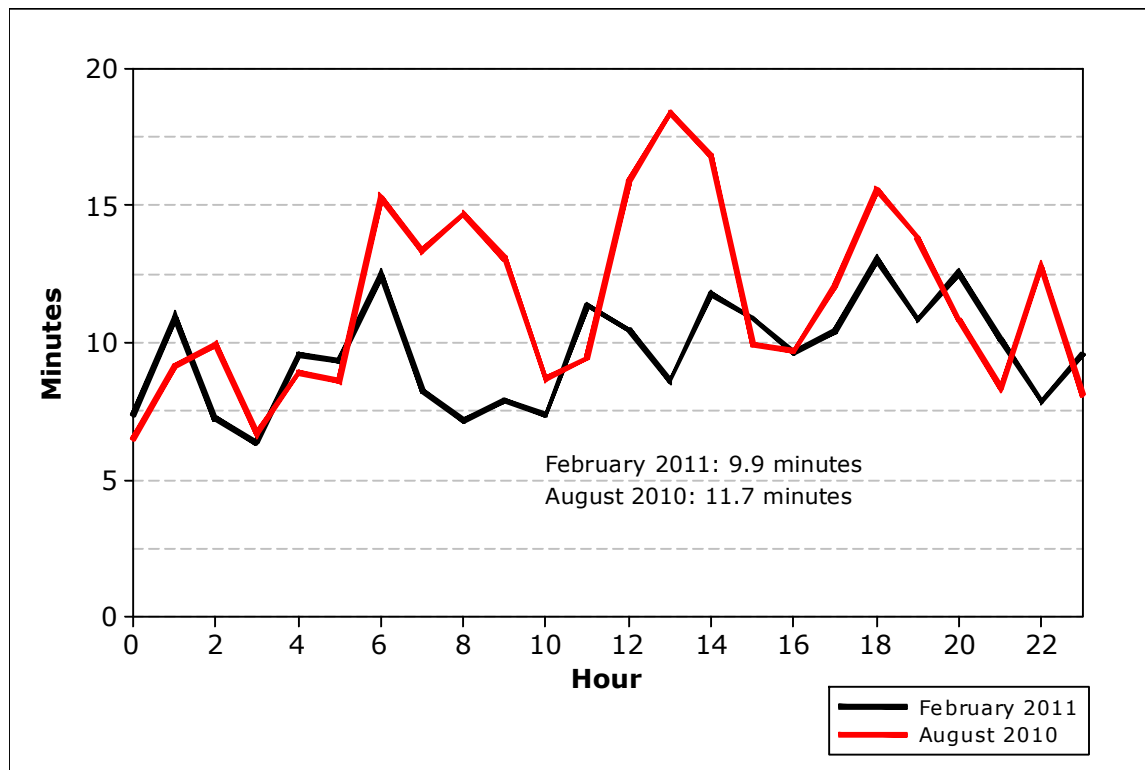
Our initial analysis does not distinguish calls based on their priority. Instead, it examines the difference in response by time of day and compares summer and winter periods. After the overall statistics, we present a brief analysis of response time for high-priority calls.

Response time is measured as the difference between when a call is received and when the first unit arrives on scene. This is separated into dispatch delay and travel time. Dispatch delay is the time from when a call is received until a unit is dispatched. Travel time is the time from when the first unit is dispatched until the first unit arrives.

## 1. All Calls

This section looks at all calls received; we examine the differences in response by both time of day and season (summer versus winter).

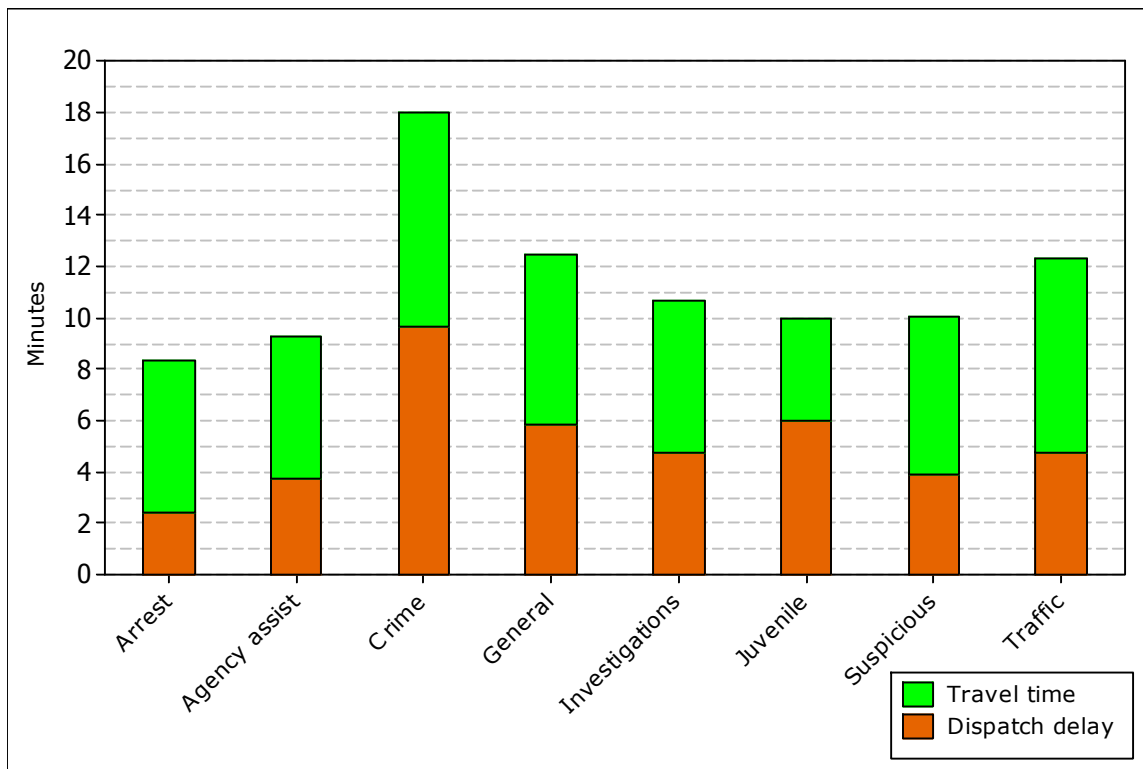
**Figure 29. Average Response Time, by Hour of Day, for August 2010 and February 2011**



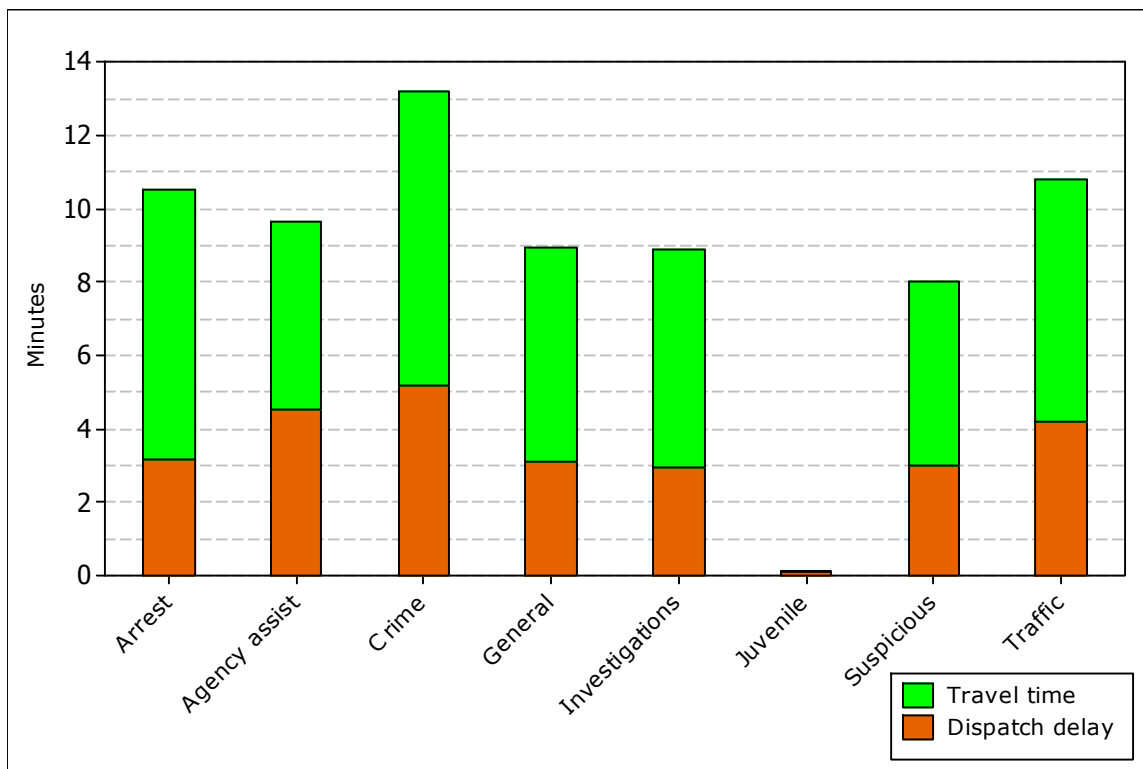
#### Observations:

- Average response times varied significantly by hour of day.
- The overall average was higher in summer than in winter.
- In summer, the longest response times were between 1:00 p.m. and 2:00 p.m., with an average of about 18.4 minutes.
- In summer, the shortest response times were between midnight and 1:00 a.m., with an average of 6.5 minutes.
- In winter, the longest response times were between 6:00 p.m. and 7:00 p.m., with an average of 13 minutes.
- In winter, the shortest response times were between 3:00 a.m. and 4:00 a.m., with an average of 6 minutes.

**Figure 30. Average Response Times, August 2010**



**Figure 31. Average Response Times, February 2011**



**Table 13. Average Response Time Components, by Category**

<b>Category</b>	<b>August 2010</b>			<b>February 2011</b>		
	<b>Dispatch</b>	<b>Travel</b>	<b>Response</b>	<b>Dispatch</b>	<b>Travel</b>	<b>Response</b>
Arrest	2.4	5.9	8.3	3.1	7.4	10.5
Agency assist	3.7	5.5	9.2	4.5	5.2	9.7
Crime	9.7	8.3	18.0	5.2	8.0	13.2
General	5.8	6.6	12.5	3.1	5.8	8.9
Investigations	4.7	6.0	10.7	2.9	5.9	8.9
Juvenile	6.0	4.0	10.0	0.1	0.0	0.1
Suspicious	3.9	6.1	10.1	3.0	5.1	8.0
Traffic	4.7	7.6	12.3	4.2	6.6	10.8
<b>Total</b>	<b>5.1</b>	<b>6.6</b>	<b>11.7</b>	<b>3.9</b>	<b>6.0</b>	<b>9.9</b>

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

Observations:

- In August, average response times for most categories were between ten minutes and twelve minutes. The average response times were as short as eight minutes (for arrests) and as long as eighteen minutes (for crime-related calls).
- In February, the average response times for most categories were between eight minutes and eleven minutes. The average response times were as short as eight minutes (for suspicious incidents) and as long as thirteen minutes (for crime related calls). The response time for juvenile incidents was negligible; however, there was only one juvenile incident included in this time period.
- Average response times for crimes were eighteen minutes in August and thirteen minutes in February.
- In August, average dispatch delays varied between two minutes (for arrests) and ten minutes (for crime related calls).

- In February, average dispatch delays varied between three minutes (for arrests, general noncriminal calls, investigations and suspicious incidents) and five minutes (for crime related calls).



**Table 14. 90th Percentiles for Response-Time Components, by Category**

Category	August 2010			February 2011		
	Dispatch	Travel	Response	Dispatch	Travel	Response
Arrest	7.4	21.0	25.6	21.6	23.5	27.6
Agency assist	6.0	10.6	15.4	7.8	10.7	17.3
Crime	34.1	20.9	43.1	15.1	18.4	28.8
General	15.9	17.8	27.9	6.2	13.5	18.8
Investigations	11.1	14.1	24.1	5.3	11.4	15.6
Juvenile	26.2	6.7	26.2	0.1	0.0	0.1
Suspicious	6.0	12.0	24.6	4.9	9.7	12.9
Traffic	14.8	18.6	27.4	11.9	12.2	22.2
<b>Total</b>	<b>15.0</b>	<b>14.2</b>	<b>26.1</b>	<b>8.1</b>	<b>12.3</b>	<b>18.5</b>

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

Observations:

- In August, 90th percentile values for response times were as short as fifteen minutes (for agency assists) and as long as forty-three minutes (for crime related calls).
- In February, 90th percentile values for response times were as short as thirteen minutes (for suspicious incidents) and as long as twenty-nine minutes (for crime related calls). The response time for juvenile calls was close to zero; however, there was just one call in this category for this period.

## *2. High-Priority Calls – Motor Vehicle Accidents with Injury*

There was no reliable field to distinguish between high-priority and low-priority calls. Instead, we examined motor vehicle injury accidents, under the assumption that these required an emergency response. Records show there are valid response times to 122 accidents of this type from May 1, 2010 to April 30, 2011. The average dispatch time for calls that involved accidents with injury was 2 minutes, the average travel time was 5.5 minutes and the average response time was 7.4 minutes.

The average total response time for calls that involved accidents with injury was 7.4 minutes, which was 3.4 minutes shorter than the overall yearly average of 10.8 minutes. The average dispatch delay for these calls was 2.0 minutes, which was 2.5 minutes shorter than the overall yearly average of 4.5 minutes. The average travel time was 5.5 minutes which was 0.8 minutes shorter than the overall yearly average of 6.3 minutes.

## **Appendix A. Adjusting Total Workload - Overlapping Calls**

The dispatch data recorded by the department was incomplete. We can always determine when a call began and when it was completed. However, the individual times associated with each unit were incomplete. Often, we can determine when a unit was dispatched, but cannot ascertain if it became available before the call was completed. As a result, we were forced to assume that the unit remained on scene throughout the entire call. As a result, we noticed a large number of situations in which the same patrol unit seemed to be working on multiple calls simultaneously.

This clearly indicates that the information in the dispatch is unreliable and our best assumption still requires an adjustment. If the data were taken at face value, it would lead to an overestimate of the department's workload. This is because we would be counting work performed by a patrol officer twice if we focused just on individual calls. Table 15 shows a small sample of examples of units that were identified at multiple simultaneous calls.

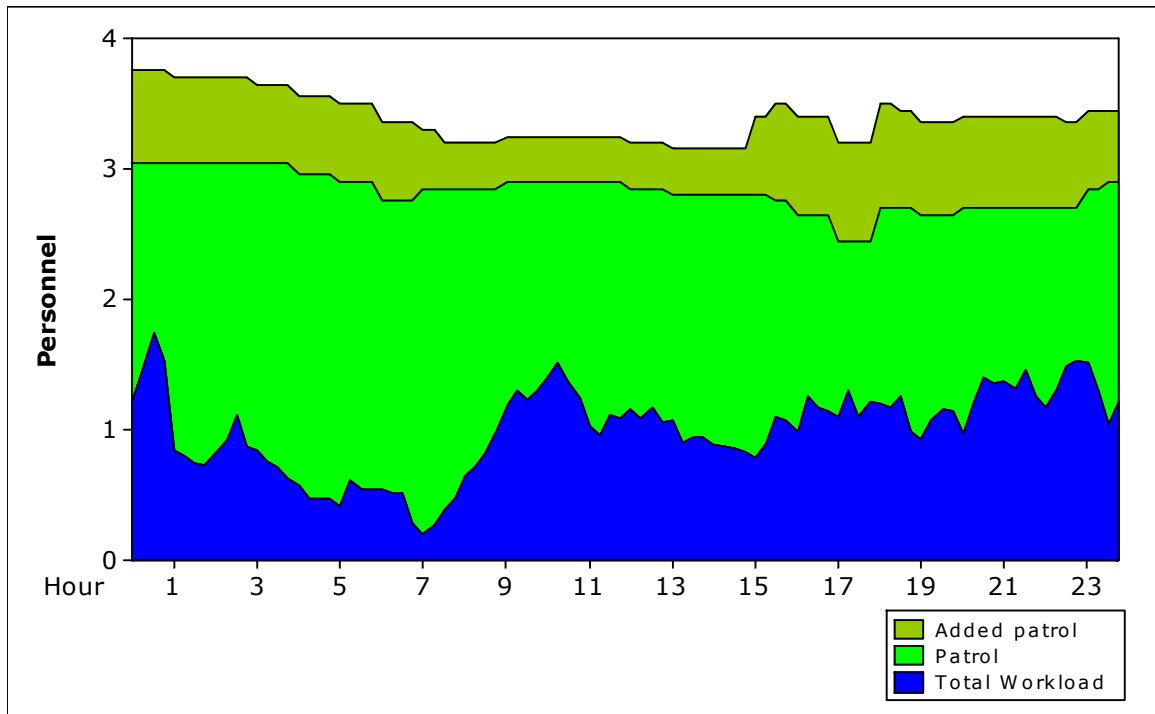
**Table 15. Sample of Overlapping Calls**

<b>Example</b>	<b>Call Number</b>	<b>Unit</b>	<b>Description</b>	<b>Dispatched</b>	<b>Cleared</b>
1	10013094	74	LOUD MUSIC (NO ARREST)	12:05:31 a.m.	12:24:24 a.m.
1	10013095	74	ANIMAL INJURY	12:08:49 a.m.	12:18:50 a.m.
2	10013111	41	EMS	10:58:42 a.m.	3:17:30 p.m.
2	10013113	41	SUSPICIOUS PERSON	11:21:20 a.m.	11:45:35 a.m.
2	10013118	41	EMS	12:20:30 p.m.	1:32:29 p.m.
3	10013114	34	CUSTOMER TROUBLE	11:44:26 a.m.	12:37:20 p.m.
3	10013117	34	RECKLESS OPERATION	11:54:17 a.m.	12:03:49 p.m.
4	10013121	59	WELFARE CHECK	12:52:38 p.m.	1:21:48 p.m.
4	10013122	59	MOTORIST BROKE DOWN	1:09:05 p.m.	1:10:30 p.m.
5	10013134	58	EMS	7:38:58 p.m.	8:55:47 p.m.
5	10013136	58	EMS	7:53:17 p.m.	8:28:41 p.m.
5	10013139	58	FIREWORKS-USE	8:54:49 p.m.	9:10:09 p.m.

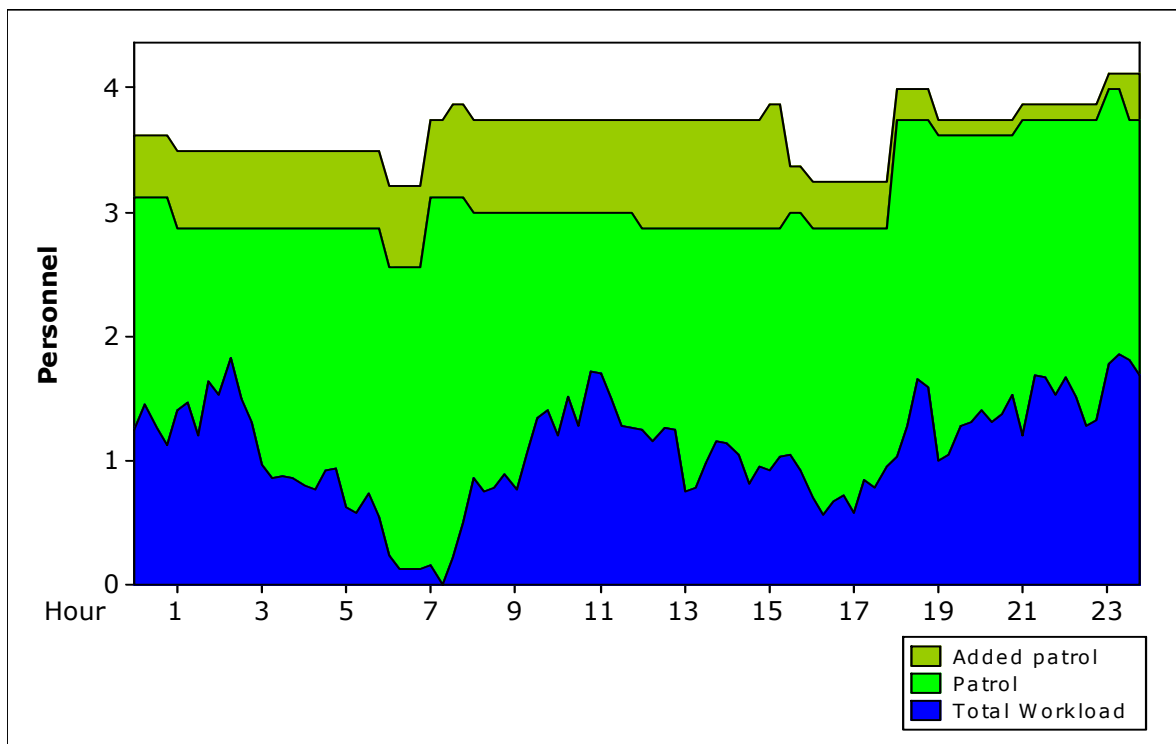
We took a conservative approach to adjusting for these overlapping calls. If two calls overlapped, we just removed the overlapping portion from one of the calls. Because the first call might be police-initiated while the second might be other-initiated, we confined our adjustments to the total workload.

Below is a modified set of graphs comparing the adjusted total workload, the basic deployment, and the extra deployment. As in earlier sections, there are four graphs. These differentiate between weekdays and weekends and show possible differences between summer (August 2010) and winter (February 2011).

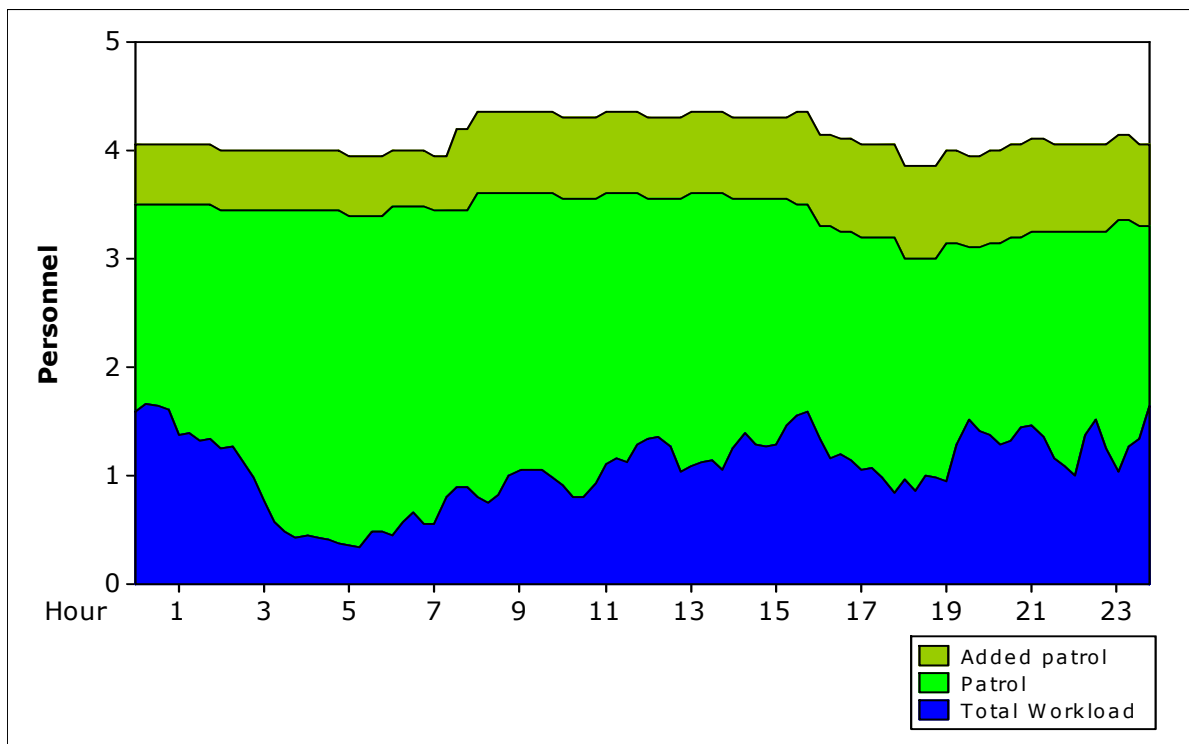
**Figure 32. Deployment and Adjusted Workload, Weekdays, August 2010**



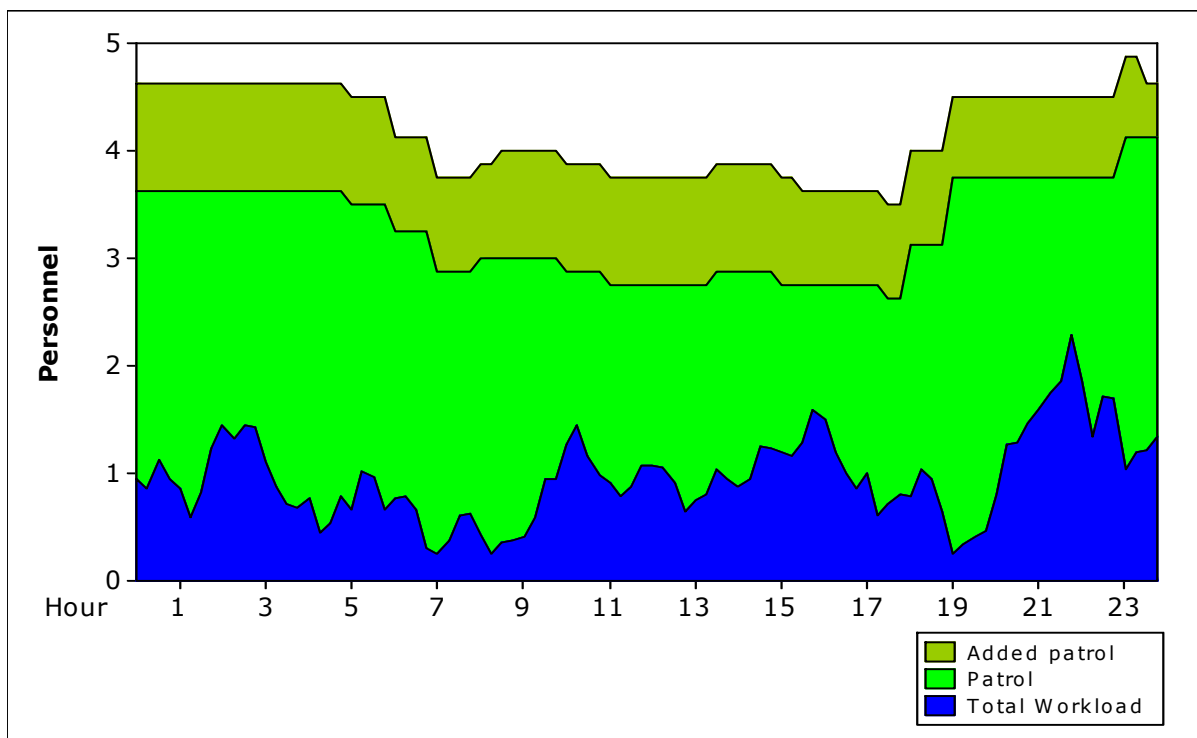
**Figure 33. Deployment and Adjusted Workload, Weekends, August 2010**



**Figure 34. Deployment and Adjusted Workload, Weekdays, February 2011**



**Figure 35. Deployment and Adjusted Workload, Weekends, February 2011**



## Observations:

- For August 2010:
  - Average workload was 1.0 officer per hour during the week, and 1.1 officers per hour on weekends.
  - This was approximately 29.4 percent of hourly deployment during the week and 29.5 percent on weekends.
- For February 2011:
  - Average workload was 1.1 officers per hour during the week, and 1.0 officer per hour on weekends.
  - This was approximately 26 percent of hourly deployment during the week and 23 percent on weekends.

## Appendix B. Recommended Twelve-Hour Shift Schedule

Week #		SUN	MON	TUE	WED	THU	FRI	SAT
1	Day Team	A	B	B	A	A	B	B
	Nite Team	C	D	D	C	C	D	D
2	Day Team	B	A	A	B	B	A	A
	Nite Team	D	C	C	D	D	C	C
3	Day Team	A	B	B	A	A	B	B
	Nite Team	C	D	D	C	C	D	D
4	Day Team	B	A	A	B	B	A	A
	Nite Team	D	C	C	D	D	C	C

Schedule repeats every 4 weeks.

Notes:

- Each team gets Friday, Saturday and Sunday off every other week.
- Teams work 36 hours one week and then 48 hours the following week, averaging 42 hours per week. This is within FLSA requirements and the extra hours can be paid at straight time.
- These extra 2 hours per week contribute the equivalent of one additional officer for every 21 officers.