



CITY COUNCIL AGENDA

CITY OF PEARLAND

SPECIAL MEETING

MONDAY, AUGUST 29, 2016, 6:45 P.M.

COUNCIL CHAMBERS | PEARLAND CITY HALL | 3519 LIBERTY DRIVE

281.652.1600

I. CALL TO ORDER

II. PURPOSE OF THE MEETING:

1. **Council Input and Discussion** – Regarding the Berkshire Advisor’s Utilization and Staffing Study Report of the Pearland Police Department.
2. **Council Input and Discussion** – Regarding the Rate Model/Water/Sewer Multi-Year Forecast, Water/Sewer Rates and Fees.
3. **Council Input and Discussion** – Discussion #4, Fiscal Year 2016-2017 Budget.

III. ADJOURNMENT

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**AGENDA REQUEST
BUSINESS OF THE CITY COUNCIL
CITY OF PEARLAND, TEXAS**

AGENDA OF: August 29, 2016	ITEM NO.: New Business No. 1
DATE SUBMITTED: August 25, 2016	DEPARTMENT OF ORIGIN: Police Department
PREPARED BY: J. Spires	PRESENTOR: Mike Walker, Berkshire Advisors
REVIEWED BY: CJP	REVIEW DATE: 08-25-16
SUBJECT: Regarding the Berkshire Advisor's Utilization and Staffing Study Report of the Pearland Police Department.	
EXHIBITS: Berkshire Presentation and Complete Survey	
EXPENDITURE REQUIRED: AMOUNT AVAILABLE: ACCOUNT NO.:	AMOUNT BUDGETED: PROJECT NO.:
ADDITIONAL APPROPRIATION REQUIRED: ACCOUNT NO.: PROJECT NO.:	
To be completed by Department: <input type="checkbox"/> Finance <input type="checkbox"/> Legal <input type="checkbox"/> Ordinance <input type="checkbox"/> Resolution	

EXECUTIVE SUMMARY

In the Fiscal Year 2016-2017 Budget Council approved a request for a complete Staffing Study and Utilization Plan for the Pearland Police Department. A vendor was selected and approved early 2016. Berkshire Advisors, Inc., began their research in March 2016. They conducted over 100 interviews held community meetings and administered surveys to get an accurate picture of the department and their processes. They also worked with our crime analyst and gathered statistics from every area of the department to gain some insight on our future staffing needs.

COMMENDED ACTION

Attached is their comprehensive study and their presentation for your review and discussion on August 29, 2016.



Berkshire Advisors, Inc.
General Management Consultants

REPORT OF A POLICE DEPARTMENT UTILIZATION AND STAFFING STUDY

City Of Pearland

August 29, 2016

This discussion is divided into three parts

- Overview
- Improving Operational Effectiveness And Efficiency
- Staffing

I – OVERVIEW

The department is undergoing transitions in a number of areas and how it responds to these transitions has the potential to shape its future

- Leadership transition
- Transition in size
- Transition in community demographics
- Transition in the profile of criminals
- Transition in the type of policing performed
- Transition in the policing environment

The Pearland Police Department is already well positioned to navigate these transitions in three important ways

- The department's senior leadership is open to change
- The DDACTS initiatives provides a template for transitioning to a more proactive data-driven approach to policing
- The department and city have demonstrated a willingness to invest in high quality training for department staff

Focusing attention on a number of areas, while building on current strengths, should allow the department to successfully manage these transitions and be poised for future success

- Strategic direction
- Organization
- Accountability
- Professional development
- Recruiting and hiring
- Collaborating with other jurisdictions to provide selected services
- DDACTS implementation
- Technology
- Bias free policing

II – IMPROVING OPERATIONAL EFFECTIVENESS AND EFFICIENCY

The department already employs numerous effective practices

- The department has in-car cameras and intends to implement body cameras in the future that will be integrated with the in-car cameras
- Training has been provided so that all officers are certified mental health officers
- The department has established a “safe exchange” zone monitored by a camera in the police department parking lot where people can safely exchange property (e.g., for Craig’s list transactions)
- The department has established on-line reporting for some types of incidents
- With the recent addition of patrol sergeants, the department has ample supervisory capacity
- Patrol reports are typically reviewed before the end of a shift
- Staggering start and stop times for patrol shifts helps maintain coverage during shift change hours
- Officers write reports in their cars

The department already employs numerous effective practices (cont'd)

- Deploying an officer in the police headquarters lobby has proved cost effective and has enhanced customer service
- Crime victims receive excellent support
- Patrol officers process crime scene evidence at most crime scenes
- Detectives do a good job of letting the property room know when evidence can be released
- Assigning dispatchers to the same shifts as sworn officers helps to build continuity
- Animal control officers complete paperwork in their trucks
- Police support animal control if the animal control officers do not feel safe
- The citizen and teen police academies have been well received by citizens
- The expectation has been established that five videos be reviewed for each officer each month
- Police and fire leaders work effectively together

Additional opportunities to improve operational effectiveness and efficiency have been identified in a number of areas

- Relationships between units
- Promotional process
- Promotional requirements
- Patrol discipline
- Traffic enforcement
- Response to false alarms
- Canine
- Rotation among units
- Warrant service
- Relations with civilian staff
- Internal affairs

Additional opportunities to improve operational effectiveness and efficiency have been identified in a number of areas (cont'd)

- Take home cars
- School resource officers
- Civilianization
- Automated external defibrillators (AEDs)

III – STAFFING

This discussion is divided into three parts

- Response and support staffing needs
 - ◆ Patrol
 - ◆ Investigations
 - ◆ Communications
 - ◆ Jail operations
 - ◆ Records
 - ◆ Animal control
 - ◆ Administrative support
- Proactive staffing needs
- Summary

III-A – ANALYSIS OF RESPONSE AND SUPPORT STAFFING NEEDS

The discussion of patrol staffing is divided into three parts

- Analysis steps
- Response expectations and staffing needs
- Operational implications

The process for evaluating patrol call response staffing needs is divided into six steps

- Step 1: Determine response expectations
- Step 2: Determine the number of citizen-initiated calls-for-service to which officers respond
- Step 3: Adjust the number of calls to reflect the fact that some call types require more than a one-officer response
- Step 4: Use queuing analysis and travel time analysis to determine the number of officers that need to be deployed to meet response time expectations during each hour of the week
- Step 5: Develop schedules
- Step 5: Adjust staffing levels to account for expected absences

Response time expectations drive patrol staffing needs

- Existing response times (calculated from “call routed” to “arrival on scene”) are adequate
- While the average response time is 4.7 minutes, 90th percentile responses are much longer
 - ◆ Ninety percent of the highest priority calls (Priority P) are responded to within 8.9 minutes (excluding call processing time)
 - ◆ 90 percent of Priority 2, 3, and 4 calls are responded to within 15.9 minutes, 22.6 minutes, and 50.6 minutes respectively (excluding call processing time)

	Priority P	Priority 2	Priority 3	Priority 4
Average	4.7	8.3	11.9	18.0
50th Percentile	3.8	5.8	7.8	10.9
75th Percentile	5.7	9.5	12.9	22.8
90th Percentile	8.9	15.9	22.6	50.6

Response time expectations drive patrol staffing needs (cont'd)

- While existing response times are adequate, an improvement in response times is warranted
- Discussions with city and department staff suggest that patrol staffing needs should be evaluated under two scenarios

Priority	Scenario 1	Scenario 2
Priority P	6 Minutes	7 Minutes
Priority 2	15 Minutes	15 Minutes
Priority 3	30 Minutes	30 Minutes
Priority 4	30 Minutes	30 Minutes

- 87.12 patrol officers (or 8.12 more than the current number) are needed to achieve six-minute response times to Priority P calls
- 82.28 patrol officers (or 3.28 more than the current number) are needed to achieve seven-minute response times to Priority P calls

Investigative staffing recommendations are divided into three parts

- **Fraud investigations.** The department should strongly consider limiting the investigation of fraud cases to crimes that have a reasonable likelihood of being solved
 - ◆ Implementing this recommendation will allow the department to redeploy the fraud detective
- **Persons and property crimes investigations.** No change in the number of staff assigned to investigate persons and property crimes is indicated
- **Crime scene investigations.** The workload of crime scene investigator is low
 - ◆ The department should explore establishing a multi-jurisdictional agreement to provide skilled CSI services
 - ◆ Alternatively two of the three CSI positions should be reassigned (although they should retain their training to provide CSI assistance when needed)

No change in communications staffing is recommended

- The analysis of communications staffing was divided into six steps
 - ◆ Step 1: Determine response expectations
 - ◆ Step 2: Determine the number of calls handled
 - ◆ Step 3: Use queuing analysis to determine the number of call-takers needed
 - ◆ Step 4: Increase staffing to reflect dispatcher needs
 - ◆ Step 5: Develop schedule
 - ◆ Step 6: Apply relief factor
- The analysis suggests that 14 FTE telecommunications operators are needed
- At this level of staffing, no increase in communications staffing is recommended but open operator positions should be filled

No change in jail staffing is recommended

- Analysis of booking and release activity found that jail activity is reasonably consistent across the day and therefore that fewer staff are not needed on one shift than another
- Three jailers should be scheduled on each platoon
- After considering relief staffing needs 14 FTEs are needed to staff the jail (excluding the jail supervisor) or the number of positions currently assigned.

The records unit appears to have adequate – but not excessive – staffing

- Additional records capacity, however, would be available if fewer reports reviewed by the unit had errors
- Even if report error rates decline, however, additional staff will be needed when the unit assumes responsibility for alarm billing

Increasing animal control officer staffing by one position should be considered

- In interviews animal control staff indicated that on all but the busiest days all requests for assistance can be handled by the end of the day
- One additional animal control officer position could be established to ensure all calls can be handled promptly
- Alternatively, unit workload could be monitored and when activity levels increase staffing could be increased

One additional administrative support position should be established

- A number of administrative functions need additional support
- While no single function requires full-time staffing when taken together a full-time administrative position appears justified
- Functions performed by this administrator would include:
 - ◆ Providing support for the budget process
 - ◆ Preparing the department's annual report
 - ◆ Managing the department's website and its use of social media
 - ◆ Handling some of the administrative work currently assigned to the Chief of Police's administrative assistant

III-B – ANALYSIS OF PROACTIVE STAFFING NEEDS

Proactive staffing needs depend primarily on department priorities and the resources that are available to support those priorities

- After staffing recommendations have been implemented the department's non-supervisory sworn officer will be allocated as follows:
 - ◆ Responsive activities – 52.0 percent
 - ◆ Proactive activities – 44.3 percent
 - ◆ Administrative activities – 3.7 percent
- To achieve a goal that equal effort be devoted to proactive and responsive activities six additional police officer positions will be needed

III-C – STAFFING SUMMARY

Over time, implementing these recommendations will require increasing staffing by 14.3 positions

- Recommended increases relating to animal control, proactive initiatives, and providing vacancy replacement can be phased in over time

Function/Unit	Sergeant	Police Officer	Civilian	Total
Patrol		3.3		3.3
Investigations				
Fraud Investigations		(1.0)		(1.0)
Crime Scene Investigations/Support	(1.0)	(2.0)		(3.0)
Animal Control(a)			1.0	1.0
Administration				
General Support			1.0	1.0
Recruiting			1.0	1.0
Proactive Initiatives(a)		6.0		6.0
Vacancy Replacement(a)		6.0		6.0
Total	(1.0)	12.3	3.0	14.3

(a) Staffing can be increased over time.

City Of Pearland, TX

**POLICE DEPARTMENT UTILIZATION
AND STAFFING STUDY**

August 2016



BERKSHIRE ADVISORS, INC.
General Management Consultants

City Of Pearland, TX

POLICE DEPARTMENT UTILIZATION AND STAFFING STUDY

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I – INTRODUCTION

I - INTRODUCTION

This introduction is divided into two parts. The first part describes the study approach and the second part outlines the structure of this report.

STUDY APPROACH

The purpose of this study was to provide recommendations for an innovative and sustainable method of determining current and future police department staffing needs.

Both quantitative and qualitative analytic methods were used to conduct this study. Extensive interviewing was conducted within the police department. More than 80 interviews were conducted with department managers, supervisors, and line employees, research on effective practices relating to reducing crime and traffic injury accidents was conducted, focus group meetings were held with community representatives, benchmarking information was obtained from six police departments, best practices information was reviewed for 11 areas, and an activity analysis survey was administered to understand how much time patrol officers devote to various activities. In addition, the study team requested and reviewed a range of documents and data covering all areas of the Pearland Police Department's operations.

REPORT ORGANIZATION

This report is divided into six chapters and seven appendices:

I – Introduction (this chapter)

II – Executive Summary – presents an overview of the report's findings and recommendations

III – Overview – presents an overview of the challenges facing the department and outlines recommendations to address these challenges

IV – Improving Operational Effectiveness And Efficiency – lists effective practices currently employed by the department and details observations and recommendations to improve the department's efficiency and effectiveness

V – Staffing – specifies the staff resources needed to achieve desired levels of service

VI – Implementation – outlines the steps that should be taken to implement study recommendations and presents an implementation plan

Appendix A – Research Findings – summarizes research on effective policing practices relating to crime reduction and reducing traffic fatalities and serious injury accidents

Appendix B – Benchmark Results – presents benchmark information from six police departments

Appendix C – Best Practices Findings – presents best practices findings in 11 areas

Appendix D – Community Focus Group Findings – summarizes the results of four focus group meetings with community representatives

Appendix E – Citizen Survey Results – summarizes the results of a survey of a representative sample of Pearland citizens

Appendix F – Approach To Adjusting Staffing To Account For Expected Absences And Vacancies – describes the approach used to adjust staffing to account for expected absences and vacancies

Appendix G – Activity Analysis Survey Results – summarizes findings from an activity analysis survey of patrol officers

II – EXECUTIVE SUMMARY

II – EXECUTIVE SUMMARY

This summary of study findings and recommendations is divided into four parts: overview, improving operational effectiveness and efficiency, staffing, and summary.

A – OVERVIEW

CHALLENGES FACING THE DEPARTMENT

This is a crucial time for the Pearland Police Department. The department is undergoing transitions in a number of areas and the extent to which the department ignores, reacts to, or proactively manages the factors that are creating these transitions has the potential to shape its future.

- **Leadership transition.** With the announcement of the police chief's retirement the department is facing a transition within its formal leadership structure. At the same time the department faces a potential "generational turnover" in experienced staff. The department estimates that 15 percent or more of sworn staff are eligible for retirement.
- **Transition in size.** Over the past 25 years as the city's population has grown five-fold from roughly 23,000 to more than 112,000 the department has grown proportionally. While the Pearland Police Department is not yet a large department it is in no way any longer a small department. This change in size has implications for how the department is managed and the functions it must perform. As a larger organization, department managers must rely less on face-to-face supervision and more on management systems for communications, setting expectations, and managing operations. In addition, as a larger department the PPD must perform functions requiring specialized expertise that it was not expected to perform when it was smaller.
- **Transitions in community demographics.** Pearland is becoming an increasingly diverse community. From 2002 to 2012, the percentage of the population that is White in the community declined by 27.2 percent, while the percentage of the population that is African American, Asian, or Hispanic/Latino increased by 12.2 percent, 5.7 percent, and 8.3 percent, respectively. The police department's diversity has not kept up with the diversity within the Pearland community. Indeed, the gap between the city's racial/ethnic mix and the department's is 12.0 percent for Blacks, 6.1 percent for Hispanics, and 7.9 percent for Asians. In addition, females are under-represented in the department.
- **Transition in the profile of criminals.** Conversations with department staff suggest that the profile of individuals who commit crimes in Pearland has changed. Almost three-fourths (73.01 percent) of people who are arrested for crimes committed in Pearland do not live in Pearland. In addition, more than three-fourths (76.7 percent) of the people from outside Pearland who are arrested are Black or Hispanic.
- **Transition in the type of policing performed.** Interviews with department staff suggest that historically the department has focused on providing citizens in Pearland who request assistance high quality service. Recently, however, the department has

focused more attention (and resources) on supporting proactive policing. In particular, the department's nascent efforts to use the DDACTS (Data-Driven Approaches To Crime And Traffic Safety) model to drive crime reduction and traffic safety initiatives reflect a new commitment to proactive policing.

- **Transitions in the policing environment.** Highly publicized incidents in Ferguson (MO), Baltimore (MD), Chicago (IL), Cleveland (OH), St. Paul (MN), and other locales have placed police departments under increased scrutiny. Incidents involving allegations of excessive use of force and racial bias – which have always been of concern to both police agencies and the communities they serve – have become more highly charged. Like Caesar's wife, in this new environment, police departments must be "beyond suspicion." In the Pearland context navigating within this new policing environment will be especially important given that the department plans to pursue a more aggressive proactive policing posture.

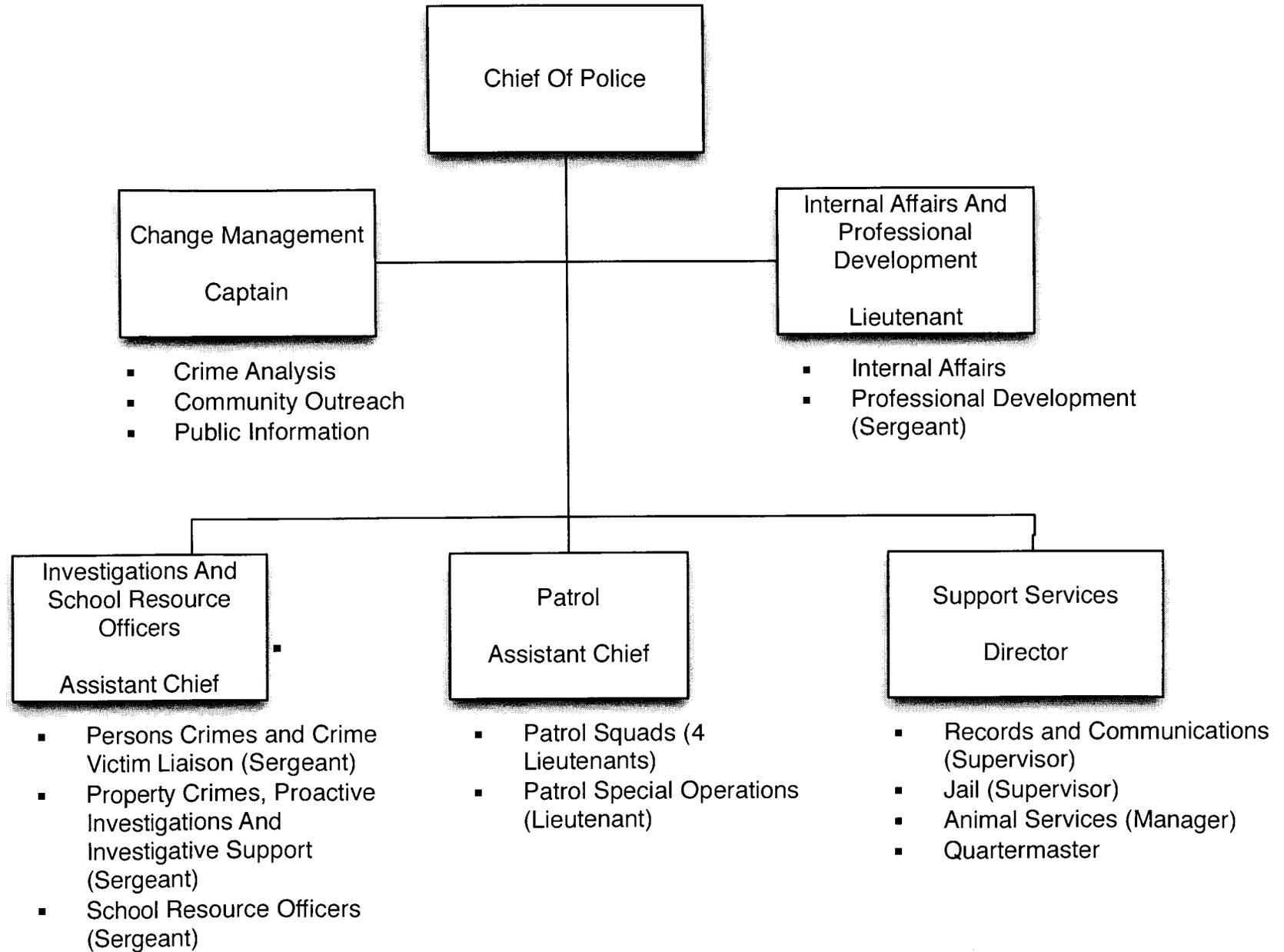
ADDRESSING THESE CHALLENGES

The Pearland Police Department is already well positioned to navigate these transitions in three important ways. First, the department's senior leaders seem open to change. Second, the DDACTS initiative provides a template for transitioning to a more proactive, data-driven approach to policing that is well suited to other issues facing the department. Finally, the department and city have demonstrated a willingness to invest in high quality training for department staff.

Focusing attention on a number of areas, while building on current strengths, should allow the department to successfully manage these transitions and be poised for future success.

- **Strategic direction.** The department has not established a strategic direction that defines the kind of police department it will be as it emerges from this transitional period. To address this issue the department should develop a formal strategic plan that defines its strategic objectives and the approaches it will use to achieve them.
- **Organization.** The department's current organizational structure while generally sound has several shortcomings that the recommended structure (presented in Exhibit II-1) addresses. In the recommended structure two assistant chiefs and one civilian director (who can be appointed by the chief) would oversee the three line units – investigations and school resource officers, patrol, and support services. In addition, internal affairs/professional development and change management functions would report directly to the chief.
- **Accountability.** The Pearland Police Department suffers from inconsistency throughout its operations. For most areas within the organization some staff are exemplary while others appear to do the minimum required. (The quality of reports provides a ready example of this inconsistency.) In interviews, staff also expressed frustration with what they perceive as inconsistent discipline. In smaller departments issues of accountability can generally be addressed through management directive and management will. In a larger department such as the Pearland Police Department systems and processes must also be developed that support increased accountability.

RECOMMENDED OVERALL ORGANIZATION STRUCTURE



- **Professional development.** Training – supported by the development of a succession plan – will be of central importance to the department’s ability to address the challenge of growth and the potential generational turnover of experienced staff.
- **Recruiting and hiring.** The department’s recruiting efforts should focus on increasing the department’s diversity, increasing the number of female officers, and increasing the number of officers who are fluent in a language other than English. Best practice findings – which suggest a number of potential approaches to increasing diversity – indicate that for diversity recruiting efforts to be successful resources must be invested and a long-term commitment to diversity recruiting must be established. There are no quick fixes. To help jump-start these efforts one additional recruiting position should be hired and one of the community outreach officers should be assigned full-time to developing minority/female and experienced officer recruiting efforts.
- **Collaborating with other jurisdictions to provide selected services.** As the department grows it will begin to develop capabilities to provide services that require specialized expertise but for which demand is low.¹ When other communities request these services it is difficult for the department to deny these requests despite the fact that the City of Pearland bears all the cost for these services. Rather than subsidize other agencies that are either too small to be able to afford specialized services or choose not to make the investment, the PPD should build on the experience of the SWAT team to provide services on a collaborative basis. Services that might be provided on a collaborative basis include bomb detection, crime scene investigations requiring significant expertise, and computer forensics.
- **DDACTS implementation.** The DDACTS program the department is implementing provides an excellent starting point for department efforts to establish and support its data-driven proactive policing initiatives. Over time, however, the department should integrate DDACTS with broader efforts to use information, intelligence, and data to support proactive policing initiatives that are tailored to Pearland’s needs (and the unique features of its crime profile).
- **Technology.** The department currently has in-car videos and is planning to acquire body cameras. This technology will be invaluable to providing effective policing in an environment in which police departments will be under increased scrutiny. In addition, best practice findings suggest that using automated license plate readers (ALPRs) to support proactive policing initiatives has the potential to be worthwhile.
- **Bias free policing.** To reinforce its commitment to bias free policing the department should focus on a number of activities. First, the department should ensure that all officers receive training on bias free policing at regular intervals. Second, the department should ensure that policies clearly specify employee responsibilities with regard to bias free policing. Third, supervisors should review a randomly selected

¹ For example, the department is planning to acquire a canine trained to detect bombs and explosives.

sample of in-car camera (and in the future body camera) video for each officer using a structured evaluation template and review findings with each officer. (To its credit the PPD has established an expectation that five videos be reviewed for each officer a month.)

B – IMPROVING OPERATIONAL EFFECTIVENESS AND EFFICIENCY

The department already employs numerous effective practices. This part outlines areas where additional opportunities to improve operational effectiveness and efficiency have been identified.

Relationships Between Units

Relationships between criminal investigations and patrol units are reportedly strained. To address this issue department managers should create both formal and informal opportunities for patrol officers and investigators to interact. Detectives should also be encouraged to provide positive feedback to patrol officers when their work during a preliminary investigation was instrumental to a case being cleared. In addition, processes should be established to ensure patrol is adequately informed when investigations is running an operation in an area.

Promotional Process

The current promotional process does not ensure the best candidates for supervisory and management positions are selected. At present the person who scores highest on a written evaluation is promoted. This ensures that the person best at taking the test, not necessarily the person who has the potential to be the best supervisor, will be selected.

To address this issue the department, working with the civil service commission, should explore ways to strengthen the promotional process so the likelihood that the individuals who are promoted are well suited to their future jobs will increase. At the very least, a “rule of three” should be established that would allow the chief to select for promotion one of the three individuals who scores highest on the test. In addition, the department should consider incorporating an assessment center as part of the promotional process.

Promotional Requirements

The department and civil service commission should consider increasing the time an officer must serve before being eligible for promotion to sergeant. Currently officers with two years experience are eligible for promotion (although interviewees note that it is rare for someone with such limited experience to actually be promoted). Increasing the time before an officer is eligible for promotion will provide them with a greater depth of experience to draw from when serving as supervisors.

Patrol Discipline

Patrol supervisors should take steps to ensure that only the number of patrol officers needed to provide a safe and effective response are deployed to an incident scene (and that officers return to service promptly when they are no longer needed at the scene).

Currently, there is a wide variation in the number of officers responding to some types of calls. Focusing attention on this issue will free up officer time to support proactive efforts and modestly improve response to high priority calls.

Traffic Enforcement

At present, traffic enforcement officers spend relatively little time on selective traffic enforcement and most of their time either responding to traffic related complaints or on school zone traffic enforcement. Research suggests however that selective traffic enforcement efforts that deploy police on routes and locations where problems are known to exist are the most effective accident reduction strategies. Traffic enforcement will therefore benefit from DDACTS emphasis on using information on traffic accidents to determine how best to deploy traffic resources.

Response To False Alarms

Although Pearland has established a false alarm ordinance, officers continue to respond to a high number of false alarm calls. In 2015, the department responded to more than 7,062 false alarms, which accounted for 23.7 percent of all citizen-initiated calls responded to. To reduce response to these alarms the city should consider strengthening its alarm ordinance.

Canine

One of the primary reasons many police departments deploy canines is to enhance officer safety. For example, when canines are available to search buildings officers do not have to be put at risk conducting the search. Likewise, canines can assist with the apprehension of suspects. At present, however, department canines are trained only for narcotics and tracking – if they identify a criminal when tracking they cannot assist with apprehension. From the consultants perspective the benefits in terms of officer safety of deploying patrol dogs outweigh the risks.

Rotation Among Units

For specialized units that do not require a great deal of specialized training the department should establish general expectations for how long an officer will be assigned to the unit before being reassigned to patrol. For narcotics and other units where risks of malfeasance increase the longer an officer is assigned to the unit these rotation expectations should be strictly adhered to. For other units, the guidelines should generally be followed but exceptions might be made based on the skills and experience of selected staff.

Warrant Service

It does little good to identify who committed a crime if that person is not arrested. Indeed, for the most part, an investigation is not successful until a person has been arrested (which is consistent with UCR reporting on cases that are cleared by arrest or exception). While the department devotes resources to serving warrants accountability for serving warrants is not clearly defined. To address this issue, investigative sergeants

should be responsible for tracking progress on warrant service for the cases assigned to the detectives that report to them. If a warrant proves difficult to serve, as is sometimes the case, this should be noted.

Relations With Civilian Staff

In interviews a number of civilian employees expressed the view that they did not feel valued and respected by sworn officers. While this is a problem endemic to police departments, it is also one that will not be improved without consistent management attention. As a starting point, department managers should clearly communicate the importance of improving these relationships. The department should also conduct a survey to gather information on sworn-civilian relationships. In addition, when resources and work schedules allow it both sworn and civilian staff should have the opportunity to observe each other's work environment.

Internal Affairs

Two steps should be taken to strengthen internal affairs operations. First, the department should ensure that all complaints by citizens are documented (even when citizens indicate they do not wish to make a formal complaint). Second, the department should establish a protocol for using an outside qualified investigator (for example, the Texas Department of Justice, an outside law firm specializing in personnel investigations, or an investigator with appropriate expertise who is a retired police officer) to conduct complex, sensitive investigations. The expense associated with contracting with an outside investigator will be more than justified by public confidence in the objectivity and independence of the investigation.

Take Home Cars

In general, the police department should allow officers to take cars home when there is an operational benefit to doing so. There are numerous advantages to allowing officers who drive marked police vehicles and live within Pearland to take cars home including increased utilization of patrol staff, incentive to live in the city, decreased operational costs per mile, improved officers response to major emergencies, improved response to high priority calls-for-service, and increased department visibility.

The department recognizes the value of patrol officers taking home cars but currently limits eligibility for the program to officers who have been with the police department continuously for the past five years. The department should modify its take home car program so that all officers who drive marked vehicles and live within the city limits of Pearland receive take home cars. (Officers who live within the extra-jurisdictional areas should not receive take home cars.) The primary cost of expanding the program is the opportunity cost of the increased investment in vehicles the program requires.

At the same time the department considers expanding the number of officers who take marked cars home the department should consider the operational benefits of allowing officers who drive unmarked vehicles to take them home. At present 9 administrators, 16 detectives, and 3 crime scene investigators take cars home. While detectives and crime scene investigators who are on call should be provided a take home vehicle there does not seem to be a significant operational benefit to allowing these officers to take

cars home when they are not on call. Likewise, while the department's most senior administrators must be available at all times to respond to incidents, there does not appear to be a need for other administrators to take cars home.

School Resource Officers (SROs)

The city should consider renegotiating its contract with the Pearland Independent School District. The current contractual arrangement is somewhat disadvantageous from the city's perspective. First, while the city pays the full cost of officers outside the school term it is difficult to make fully effective use of these officers. Second, the city pays the full cost of training SROs as they are trained when school is not in session. In addition, to the extent that SROs use more vacation and other leave during the non-school year than the city is reimbursed for the city will be disadvantaged. Even after renegotiating the contract with the Pearland Independent School District to address these issues both the city and the district will benefit from the relationship.

Civilianization

The department has done an excellent job of using civilians to support police department operations. There are only three functions currently performed by sworn officers that the department should consider assigning to civilians: crime scene investigator, training officer, and support services captain.

Automated External Defibrillators (AEDs)

The department should expand the deployment of automated external defibrillators. At present, AEDs are deployed in supervisory vehicles and are deployed in some, but not all, patrol vehicles. Given the potential for saving lives from timely use of AEDs deploying them in all vehicles (and training all officers to use them) is a sound investment.

C – STAFFING

The staffing analysis is divided into three sections. The first section evaluates staffing needs determined primarily by workload and level of service expectations. The second section evaluates proactive staffing needs. The third section discusses the staffing needed to account for vacancies.

ANALYSIS OF RESPONSE AND SUPPORT STAFFING NEEDS

This section is divided into seven subsections: patrol staffing, investigations, communications, jail operations, records, animal control, and administrative support.

PATROL STAFFING

Patrol Staffing Analysis

This discussion is divided into three parts: analysis steps; response expectations and staffing needs; and operational implications.

Analysis steps. The process for evaluating patrol call response staffing needs is divided into six steps:

- Step 1: Determine response expectations
- Step 2: Determine the number of citizen-initiated calls-for-service to which officers will respond
- Step 3: Adjust the number of calls to reflect the fact that some call types require more than a one-officer response
- Step 4: Use queuing analysis and travel time analysis to determine the number of officers that need to be deployed to meet response time expectations during each hour of the week
- Step 5: Develop schedule
- Step 6: Adjust staffing levels to account for expected absences

Response expectations and staffing needs. Existing response times (calculated from “call routed” to “arrival on scene”) are adequate. While the average response time is 4.7 minutes, 90th percentile response times are much longer. Ninety percent of the highest priority calls (Priority P) are responded to within 8.9 minutes while 90 percent of Priority 2, 3, and 4 calls are responded to within 15.9 minutes, 22.6 minutes, and 50.6 minutes respectively.

While existing response times are adequate, an improvement in response times is warranted. Discussions with city and department staff suggest that patrol staffing needs should be evaluated under two scenarios that are summarized in the following table.

Priority	Scenario 1	Scenario 2
Priority P	6 Minutes	7 Minutes
Priority 2	15 Minutes	15 Minutes
Priority 3	30 Minutes	30 Minutes
Priority 4	30 Minutes	30 Minutes

Please note that 911 call processing time is included in the response time analysis under each scenario. Under Scenario 1, therefore, 90th percentile response times will improve by approximately four minutes and under Scenario 2 90th percentile response times will improve by approximately three minutes. The staffing analysis indicates that 87.12 patrol officers are needed to achieve six-minute response times to Priority P calls and 82.28 patrol officers are needed to achieve seven-minute response times to Priority P calls.

Operational implications. The results of the patrol staffing analysis have two important operational implications. First, the primary driver of patrol staffing needs in Pearland is not the volume of calls handled but the time required to travel to calls. To achieve desired response times, therefore, patrol officers will need to exhibit significant patrol discipline. They will need to be deployed in set areas around the city – selected to

reduce travel time in the areas served – and to return to those areas after completing a call. In addition, if response times are to be achieved patrol officers will be limited in their ability to support proactive initiatives. While they can target crime problems in the areas they are assigned to patrol, they will not be able to be deployed to provide targeted proactive capacity outside their patrol area.

Investigations

This subsection is divided into three parts: fraud investigations; persons and property crimes investigations; and crime scene investigations.

Fraud investigations. The department currently assigns a full-time detective to investigate fraud cases although the detective's productivity is low. Given the relatively low productivity of this detective the department should strongly consider reassigning this position and limiting the investigation of fraud cases to crimes that have a reasonable likelihood of being solved.

Persons and property crimes investigations. To assess staffing a productivity standard for investigators was established and applied to the investigative caseload over the past two years. The results of this calculation indicate that 11.8 investigators are needed (or about the number – 12 – that are currently assigned after excluding the fraud detective.

Crime scene investigations. The department currently employs three crime scene investigators despite the fact that the number of crimes to which CSIs respond is low. In 2015, CSIs responded to only 58 incidents (or about one every four days on average). If the department cannot establish a multi-jurisdictional agreement to provide skilled CSI services two of the CSI positions should be discontinued and assigned patrol responsibilities. The department should ensure these staff maintain their training so they will be available to assist the remaining CSI at crime scenes when necessary. They can also share responsibility for being on call with the remaining CSI.

Communications

The analysis of communications staffing was divided into six steps.

- Step 1: Determine response expectations
- Step 2: Determine the number of calls handled
- Step 3: Use queuing analysis to determine the number of call-takers needed
- Step 4: Increase staffing to reflect dispatcher needs
- Step 5: Develop schedule
- Step 6: Apply relief factor

The analysis suggests that 14 FTE telecommunications operators are needed. At this level of staffing, no increase in communications staffing is recommended but open operator positions should be filled. Part-time positions will not be needed except to reduce the overtime associated with absence relief.

Jail Operations

Analysis of booking and release activity found that jail activity is reasonably consistent across the day and therefore that fewer staff are not needed during one shift than another. Three jailers should be scheduled on each platoon. After considering relief staffing needs 14 FTEs are needed to staff the jail (excluding the jail supervisor) or the number of positions currently assigned.

Records

The records unit appears to have adequate – but not excessive – staffing. Additional records capacity, however, would be available if fewer reports reviewed by the unit had errors. Even if report error rates decline, however, additional staff will be needed when the unit assumes responsibility for alarm billing.

Animal Control

In interviews animal control staff indicated that on all but the busiest days all requests for assistance can be handled by the end of the day. One additional animal control officer position could be established to ensure all calls can be handled promptly. Alternatively, unit workload could be monitored and when activity levels increase staffing could be increased.

Administrative Support

A number of administrative functions need additional support. While no single function requires full-time staffing when taken together a full-time administrative position appears justified. Functions performed by this administrator would include: providing support for the budget process; preparing the department's annual report; managing the department's website and its use of social media; and handling some of the administrative work currently assigned to the chief of police's administrative assistant.

ANALYSIS OF PROACTIVE STAFFING NEEDS

Proactive staffing needs depend primarily on department priorities and the resources that are available to support those priorities. After staffing recommendations have been implemented 52.0 percent of the productive capacity of non-supervisory sworn officers will be allocated to responsive activities, 44.3 percent will be assigned to proactive activities, and 3.7 percent will be assigned to administrative functions. To achieve a goal that equal effort be devoted to proactive and responsive activities six additional police officer positions will be needed.

VACANCY ANALYSIS

To calculate the number of additional full-time staff that should be employed to account for vacancies the number of vacancies per month over the past two years (2014 and 2015) was determined. The average number of vacancies per month is 6.0.

D – SUMMARY

Over time, implementing these recommendations will require increasing staffing by 10.3 positions (as compared to authorized staffing on April 1, 2016). Sworn positions will increase by a net of 7.3 positions.² (Police officer positions will be increased by 8.3 while the number of sergeant positions will be reduced by one.) Three civilian positions will be added. Please note that authorized staffing on April 1, 2016 included nine student officer positions (in training), eight cadets, three open positions, and one officer on military deployment.

² 4.8 additional police officer positions will be needed if desired response times to Priority P calls is six minutes.

III – OVERVIEW

III – OVERVIEW

This chapter describes the challenges facing the Pearland Police Department (PPD) and outlines recommended approaches the department should take to address these challenges.

TRANSITIONS FACING THE DEPARTMENT

This is a crucial time for the Pearland Police Department. The department is undergoing transitions in a number of areas: leadership, size, community demographics, profile of criminals, type of policing performed, and policing environment. The extent to which the department ignores, reacts to, or proactively manages the factors that are creating these transitions has the potential to shape its future.

Leadership Transition

The department is facing a transition within its formal leadership structure as well as a potential “generational turnover” in experienced staff that could leave the department with a dearth of seasoned managers, supervisors, and officers. Pearland’s police chief has served the City of Pearland for more than 40 years and has been chief for the past 18 years. With the chief announcing his retirement the police department is facing a change in leadership it has not recently experienced. In addition, estimates of the number of staff eligible for retirement suggest that 15 percent or more of sworn staff are eligible for retirement. Whether these staff retire immediately or over time the department is facing a significant loss of experienced staff.

Transition In Size

Over the past 25 years the city’s population has grown five fold from roughly 23,000 to more than 112,000. During this period, the department has grown proportionally. Twenty-five years ago the department had 33 staff and now there are almost five times as many (163 sworn staff). As the department grows – and likely continues to grow in the immediate future – it faces obvious challenges relating to hiring, training, and managing a growing and increasing youthful workforce. These challenges have the potential to increase dramatically as existing staff retire.

Moreover, while the Pearland Police Department is not yet a large department it is in no way any longer a small department. This change in size has implications for how the department is managed and the functions it must perform. As a larger organization, department managers must rely less on face-to-face supervision and more on management systems for communications, setting expectations, and managing operations.¹ In the addition, as a larger department the PPD must perform functions that it was not expected to perform when it was smaller. In the past, for example, the likelihood that functions requiring specialized expertise in Pearland were so small that relying on outside agencies to provide this expertise when needed was a sound decision. As the city has grown, however, the need for these capabilities has increased

¹ Personal communication, of course, cannot be ignored and continues to be important for any police agency regardless of its size.

to the point that the department should not merely rely on other agencies to provide support when needed. At the same time, demand has not grown so much that the department needs to maintain its own capacity.²

Transition In Community Demographics

Pearland is becoming an increasingly diverse community. From 2002 to 2012, the percentage of the population that is White declined by 27.2 percent, while the percentage of the population that is African American, Asian, or Hispanic/Latino increased by 12.2 percent, 5.7 percent, and 8.3 percent respectively.

Race/Ethnicity	2000	2012	Change
White	73.4%	46.2%	-27.2%
African American	5.2%	17.4%	12.2%
Asian	3.6%	9.3%	5.7%
Hispanic Or Latino	16.2%	24.5%	8.3%
Other(a)	1.6%	2.6%	1.0%

(a) American Indian/Alaskan Native, Native Hawaiian/Other Pacific Islander, Some Other Race, and Two or More Races

As the following table shows, the Pearland Police Department serves this increasingly diverse population with a police department that is not as diverse.

Race/Ethnicity	Sworn	
	Officers	Percent
White	110	74.8%
Hispanic	27	18.4%
Black	8	5.4%
Asian	2	1.4%
Total	147	100.0%

While the police department is less diverse than the Pearland population for all ethnic groups (other than White) the gap between Pearland's diversity and the police department's diversity is greatest for Black officers. The gap between the city's racial/ethnic mix and the department's is 12.0 percent for Blacks, 6.1 percent for Hispanics, and 7.9 percent for Asians.

In addition, females are under-represented in the department. Only 7 of the 147 sworn staff for which information on sex was reported (4.8 percent) are female. No sworn managers and supervisors in the department are female (although the department does employ a number of civilian female managers and supervisors).

² In addition, as the department grows it should avoid, to the extent possible, becoming the agency smaller departments rely on for providing "low incidence high expertise services."

Transition In The Profile Of Criminals

Conversations with department staff suggest that the profile of individuals who commit crime in Pearland has changed. Almost three-fourths (73.01 percent) of people who are arrested for crimes committed in Pearland do not live in Pearland. In addition, more than three-fourths (76.7 percent) of the people from outside Pearland who are arrested are Black or Hispanic.

Race/Ethnicity	Number	Percent
Black	1,878	48.3%
Hispanic	1,105	28.4%
White	846	21.8%
Asian	50	1.3%
Other	6	0.2%
Total	3,885	100.0%

Transition In The Type Of Policing Performed

Interviews with department staff suggest that historically the department has focused on providing citizens in Pearland who request assistance high quality service. While proactive policing initiatives have not been ignored – the department has historically invested some resources in proactive narcotics investigations and recently has been investing more resources in the investigation of Internet Crimes Against Children – these efforts have not received focused attention and resources. Recently, however, the department has focused more attention (and resources) on supporting proactive policing.³ In particular, the department has focused considerable management attention on encouraging patrol officers to support proactive activities when not responding to calls. Moreover, the department's nascent efforts to use the DDACTS (Data-Driven Approaches To Crime And Traffic Safety) model to drive crime reduction and traffic safety initiatives reflect a new commitment to proactive policing.

Transitions In The Policing Environment

Highly publicized incidents in Ferguson (MO), Baltimore (MD), Chicago (IL), Cleveland (OH), St. Paul (MN) and other locales have placed police departments under increased scrutiny. Incidents involving allegations of excessive use of force and racial bias – which have always been of concern to both police agencies and the communities they serve – have become more highly charged. Like Caesar's wife, in this new environment, police departments must be "beyond suspicion." In the Pearland context navigating within this new policing environment will be especially important given that the department plans to pursue a more aggressive proactive policing posture.

³ While efforts to monitor the proactive activities patrol officers perform when not responding to calls were not successful, the efforts reflect a shift in emphasis by the department.

ADDRESSING THESE CHALLENGES

The Pearland Police Department is already well positioned to navigate these transitions in three important ways. First, the department's senior leaders seem open to change. In particular, the department's senior leadership appears to welcome the opportunity to implement DDACTS and to support other proactive policing initiatives. Resistance among senior leaders (captains and above) does not seem to be a barrier to change. Second, the DDACTS initiative provides a template for transitioning to a more proactive, data-driven approach to policing that is well suited to other issues facing the department. DDACTS has a track record of proven success (see Appendix C for best practice results from Lansing (MI), Evesham (NJ), Shawnee (KS), Mesa (AZ), and Norman (OK)). In addition, the DDACTS emphasis on traffic enforcement as a crime reduction strategy appears well suited to the crime situation in Pearland where many criminals do not live in Pearland. The DDACTS model includes a community outreach component (although creative approaches to communicating Pearland's commitment to unbiased policing may be required given that such a high percentage of individuals arrested live outside the city). Finally, the department and city have demonstrated a willingness to invest in high quality training for department staff. In interviews, staff consistently provided kudos for the training they receive. Moreover, the department and city have demonstrated a willingness to invest in specialized training.

Focusing attention on a number of areas, while building on current strengths, should allow the department to successfully manage these transitions and be poised for future success. In particular, the department should focus on establishing a strategic direction, modifying its organizational structure, strengthening accountability, enhancing professional development, recruiting and hiring, collaborating with other jurisdictions to provide selected services, building on DDACTS implementation, investing in selected technology, and taking steps to protect against biased policing.

Strategic Direction

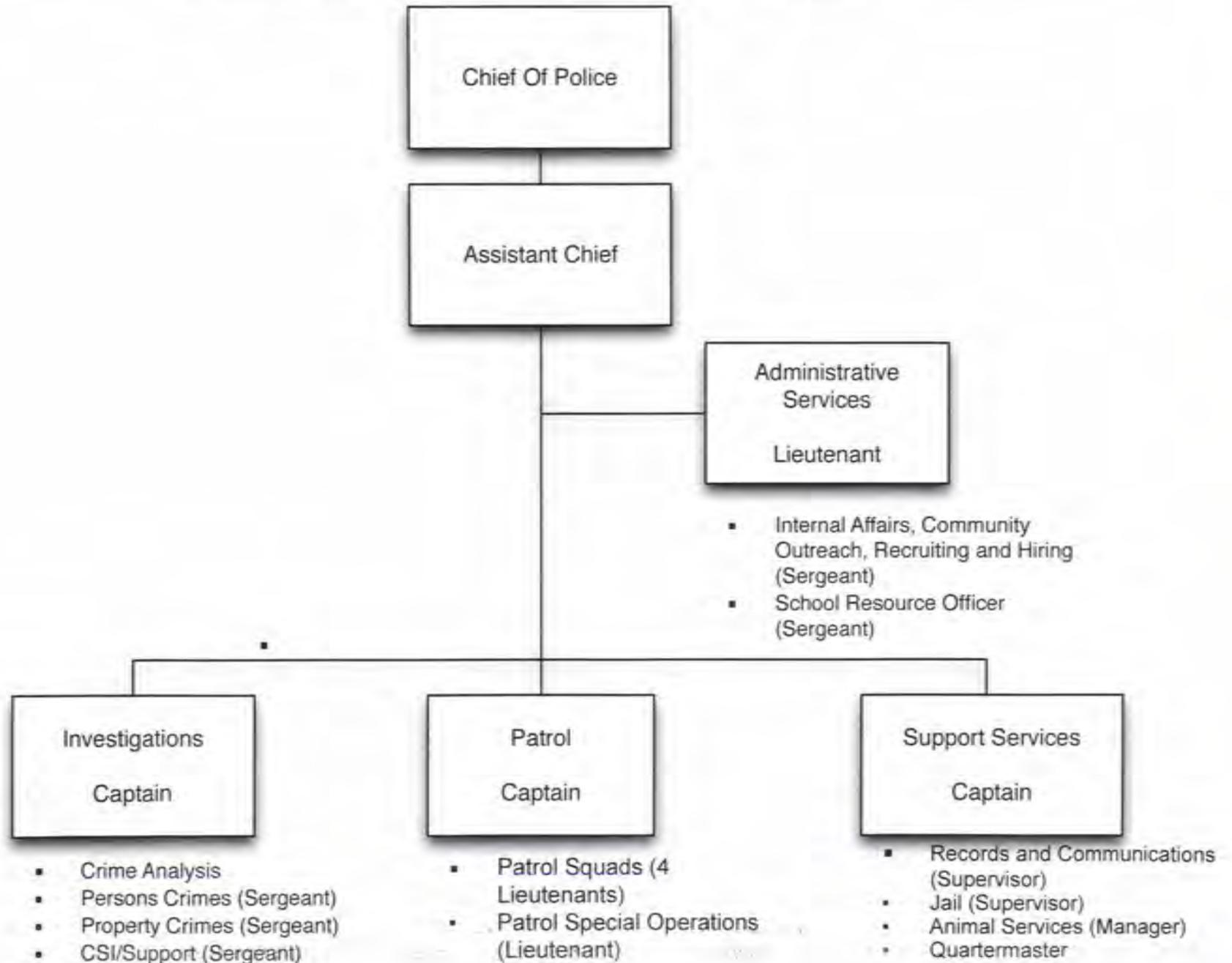
The department has not established a strategic direction that defines the kind of police department it will be as it emerges from this transitional period. To address this issue the department should develop a formal strategic plan that defines its strategic objectives and the approaches it will use to achieve them. For example, this strategic document would provide a way for the department to articulate how DDACTS will enable the department to achieve its objectives. Likewise, the document could reaffirm the department's commitment to providing high quality service to citizens requesting assistance. While providing strategic guidance to the department one of the primary benefits of this plan will be to communicate to both internal and external stakeholders the type of agency the Pearland Police Department aspires to become. Moreover, by reporting progress against this plan at regular intervals the plan can be used to support effective communications on an ongoing basis.

Organization

The department's current organizational structure (see Exhibit III-1) while generally sound has several shortcomings. First, the "one-over-one" reporting relationship between the chief and the assistant chief not only increases costs but also hinders the chief's efforts to directly manage the department. In addition, the organizational placement of the crime analysis function (which currently reports to the Investigations

CURRENT OVERALL ORGANIZATION STRUCTURE

Exhibit III-1



Division captain) limits its reach. Moreover, the organizational placement of the internal affairs and professional development functions (e.g., recruiting, hiring and training) which currently report to the assistant chief does not reflect the importance of these functions to the department. Furthermore, the current structure provides no organizational focal point for driving change within the department.

One additional shortcoming of the current structure is that only one position – the assistant chief – is appointed by the chief. All other management and supervisory positions are tested positions that receive civil service protection. While in smaller departments where a chief can assume responsibility for directly managing all functions, if a weak manager is promoted to a key management position the chief can work around this problem. In larger departments, however, this is not practical. Indeed, as departments grow giving the chief the authority to select senior managers becomes increasingly important. Indeed, while a one-over-one reporting relationship between the chief and assistant chief is not needed this structure should be retained if doing so is the only way to ensure the chief appoints one key management position.

The recommended organizational structure (presented in Exhibit III-2) addresses these shortcomings. In the recommended structure two assistant chiefs and one civilian director (who can be appointed by the chief) would oversee the three line units – investigations and school resource officers, patrol, and support services. In addition, internal affairs/professional development and change management functions would report directly to the chief.⁴

Change management. The captain⁵ responsible for supporting the change process should serve as the department's public information officer (PIO) and should initially have three staff – one analyst and two community service officers – reporting to him. The captain will work with the analyst to provide analytic support for crime reduction initiatives and to provide intelligence on offenders. Assigning the community service officers to the captain will help to ensure community outreach efforts are included as a key component in crime reduction efforts (as suggested by the research findings presented in Appendix A). In addition, having the captain serve as PIO will create the opportunity to proactively communicate with media about the department's improvement efforts (and to solicit community support).

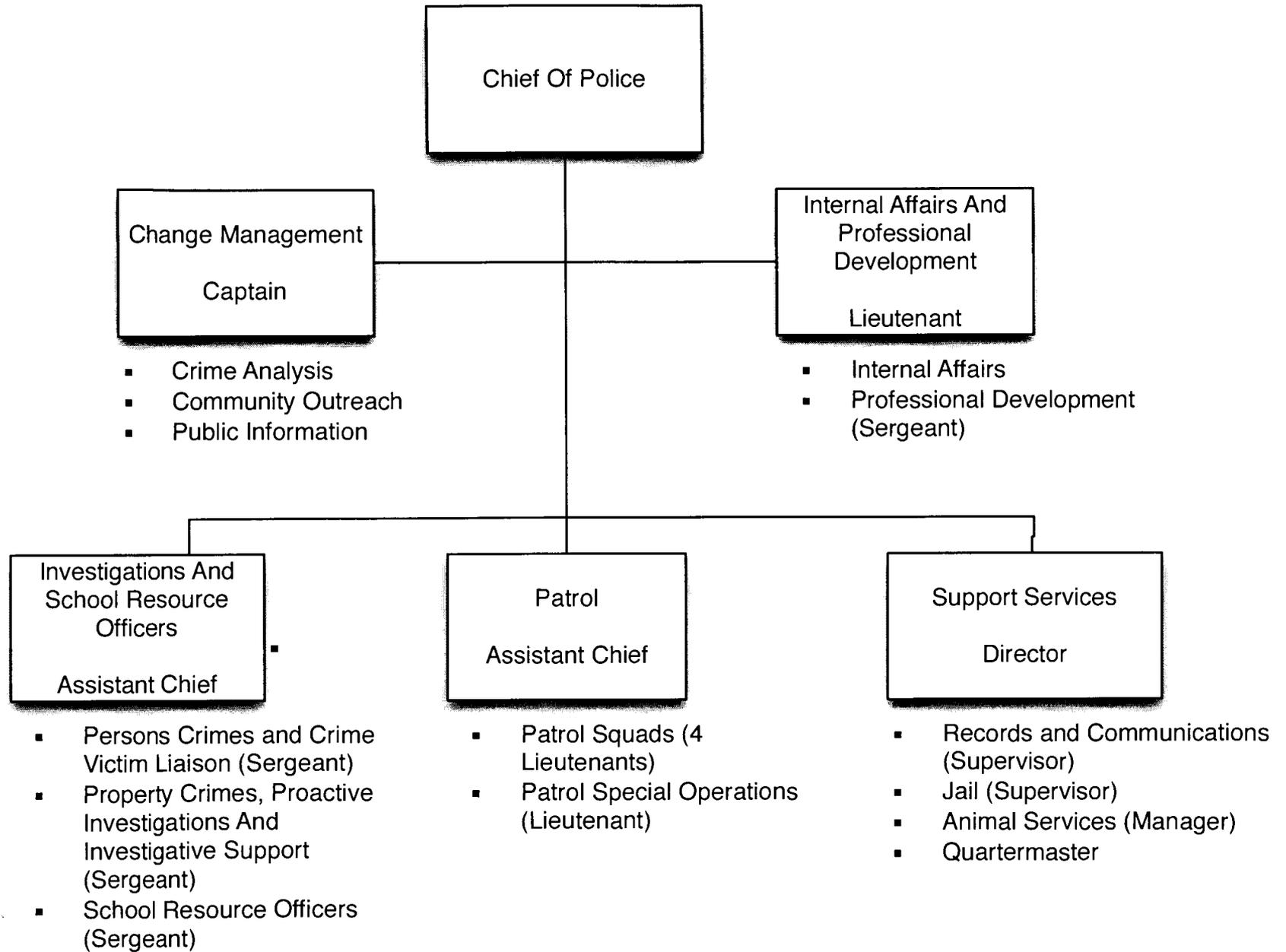
Internal affairs and professional development. The lieutenant who oversees internal affairs and professional development will be responsible for ensuring the quality of department staff. A sergeant will oversee a training coordinator and two recruiters (one new position and one of the current community service officers).

Investigations and School Resource Officers. Responsibility for investigations and school resources officers will be assigned to an assistant chief. One sergeant will oversee persons crimes and the crime victims liaisons, one sergeant will oversee

⁴ Please note that these organizational recommendations should be implemented over time as vacancies occur. Even if the existing captains did not have civil service protection (which they do) it would not be in the department's short-term interest to remove the incumbents from leadership positions.

⁵ A lieutenant might also lead this function.

RECOMMENDED OVERALL ORGANIZATION STRUCTURE



property crimes, proactive investigations, and investigative support (e.g., crime scene investigation and the property room), and one sergeant will oversee the school resource officers and the juvenile officer.

Patrol. An assistant chief will oversee the Patrol Division. One lieutenant and three sergeants will be assigned to each of four patrol squads. In addition, one lieutenant should oversee patrol special operations and have two sergeants reporting to him – one sergeant should oversee traffic and one sergeant should oversee DDACTs, canine, the lobby detail, and the warrants/court security detail.

Support services. A civilian director will lead the Support Services Division. In addition to leading this unit this director would be responsible for ensuring all needed documentation of department operations is in place and that audits are conducted of selected functions when needed.

Accountability

The Pearland Police Department suffers from inconsistency throughout its operations. For most areas within the organization some staff are exemplary while others appear to do the minimum required. The quality of reports provides a ready example of this inconsistency. Investigators indicate that while some patrol officers perform excellent preliminary investigations at crime scenes and do an outstanding job of documenting their findings other reports lack even basic information. Moreover, records staff spend extensive time correcting reports – some estimate that as many as 75 percent of the reports reviewed have errors. Reports that are not of consistently high quality reflect poorly not just on patrol officers but also on the sergeants who review them. In addition, that this problem persists reflects poorly on lieutenants who are responsible for supervising sergeants.

In interviews, staff also expressed frustration with what they perceive as inconsistent discipline.⁶ The perception is that officers may be held accountable for an infraction on one shift but that an officer on another shift with the same infraction will not be held accountable. Moreover, in interviews a number of staff expressed the view that once a person has been promoted they are rarely disciplined or otherwise held accountable for their performance.

In smaller departments issues of accountability can generally be addressed through management directive and management will. In a larger department such as the Pearland Police Department management will, while necessary, is not sufficient to address these issues. Systems and processes must also be developed that support increased accountability. These systems and processes should include the following components:

- **Expectations.** The department must clarify expectations for each position
- **Monitoring.** Systems must be developed that monitor performance against expectations

⁶ Please note that in some cases staff may view discipline as being inconsistent when in fact there are legitimate reasons for differences in the discipline that is administered (for example, an officer with a number of infractions may receive more severe discipline than an officer with no prior infractions). In other instances, however, it appears that expectations vary across shifts.

- **Review.** Results must be reviewed on a regular basis to ensure consistency within and across shifts and units
- **Sanctions/rewards.** Imposition of sanctions and rewards (if any) must be reviewed on a regular basis by objective third parties to ensure consistency and appropriateness and that perceptions of favoritism are allayed
- **Communications.** The results of these efforts should be shared as broadly as possible (while protecting the rights of individual employees)

It should be noted that the recommended approach to strengthening accountability is generally consistent with the approach the department developed to monitor and hold patrol officers accountable for their time.⁷ As the department works to establish a new accountability structure two suggestions should be considered. First, begin at the top of the organization and establish accountability structures for managers, then supervisors, and then line staff. Second, determine for which activities sanctions and rewards are appropriate and ensure staff have confidence in the system before implementing sanctions and/or rewards.

Professional Development

Training – supported by the development of a succession plan – will be of central importance to the department’s ability to address the challenge of growth and the potential generational turnover of experienced staff.

Succession planning. The department should develop a succession plan that incorporates scenarios for when experienced staff are expected to retire and when new officers will be hired to address expected growth.⁸ The plan should consider the loss of experience associated with expected retirements and consider the types of training that should be offered to minimize the impact of these losses. In addition, the plan should consider the number of staff who should receive this training given that the department has only a limited ability to determine which individuals will be promoted.

Training. The department should take two steps to address its already excellent training program. First, a formal mentoring program for supervisors should be established to supplement supervisory training. Second, the Field Training Officer (FTO) program should be strengthened by increasing the number of FTOs to eliminate the need for FTOs to train recruits “back to back,”⁹ ensuring that a consistent training

⁷ The department’s attempt to hold patrol officers accountable for their time included each of the recommended accountability system components. Interviews suggest that implementation was not successful because the department moved too quickly to link sanctions and rewards to results, not because the system was ill conceived.

⁸ The staffing model that has been prepared as part of this engagement can be used to estimate staffing needs under different growth scenarios.

⁹ One potential source of FTO capacity in the short-term is former FTOs who have been reassigned to other units. These officers could be temporarily reassigned to provide needed support.

method is delivered to trainees (and should conduct surveys of trainees to assess the extent to which the desired message is being delivered), and ensuring that when an FTO is absent the replacement FTO is up to date on the trainees' status and needs.

Recruiting And Hiring

The department's recruiting efforts should focus on increasing the department's diversity, increasing the number of female officers, and increasing the number of officers who are fluent in a language other than English. Best practice findings – which suggest a number of potential approaches to increasing diversity – indicate that for diversity recruiting efforts to be successful resources must be invested and a long-term commitment to diversity recruiting must be established. There are no quick fixes.

A review of the best practices (presented in Appendix C) suggests the department's approach to female and minority recruiting should include a number of elements:

- Outreach to local schools and community representatives to augment recruiting efforts
- Development of cadet programs (or other similar approaches) that allow both the candidate and the department to evaluate interest prior to offering a job
- Leveraging existing officers and staff to identify potential recruits

The department should also explore borrowing from the experience of recruiters from college sports teams to aggressively target and recruit the best candidates who are identified.

At the same time, to reduce the number of new officers without any police experience the department should focus recruiting attention on experienced officers. The review of best practices suggests that targeting officers with military police experience has the potential to be effective.

To help jump-start these efforts one additional recruiting position should be hired and one of the community outreach officers should be assigned full-time to developing minority/female and experienced officer recruiting efforts. (The department should work closely with the city human resources department to support these efforts.) In addition, to reduce the administrative burden of hiring officers, the department should consider outsourcing responsibility for conducting background investigations.

Collaborating With Other Jurisdictions To Provide Selected Services

As the department grows it will begin to develop capabilities to provide services that require specialized expertise but for which demand is low.¹⁰ When other communities request these services it is difficult for the department to deny these requests despite the fact that the City of Pearland bears all the cost for these services. For example, the

¹⁰ For example, the department is planning to acquire a canine trained to detect bombs and explosives.

department currently provides computer forensics support and canine support to other agencies without receiving compensation for these services. Moreover, if the department obtains a canine trained to identify bombs and explosives, it will likely receive requests for its services without receiving compensation (as is currently the case for the department's other canines).

Rather than subsidize other agencies that are either too small to be able to afford specialized services or choose not to make the investment, the department should build on the experience of the SWAT team to provide services on a collaborative basis. SWAT services are currently provided on a multi-jurisdictional basis with League City and Alvin. Providing services on a multi-jurisdictional basis (or where other jurisdictions would contract with Pearland to provide a desired service) would also be potentially beneficial in the following areas:

- Bomb detection (if a “bomb dog” is acquired by Pearland)
- Crime scene investigations requiring significant expertise
- Computer forensics

The collaborative team should make the decision as to whether area agencies that do not support the team should benefit from its services.

DDACTS Implementation

The Data-Driven (DDACTS) program the department is implementing to guide its proactive policing initiatives provides an excellent starting point for department efforts to establish and support data driven proactive policing initiatives.¹¹ Over time, however, the department should integrate DDACTS with broader efforts to use information, intelligence, and data to support proactive policing initiatives that are tailored to Pearland's needs (and the unique features of its crime profile).

The department is committed to training the entire department in DDACTS concepts and principles. Once this training has been completed shift lieutenants should each be assigned geographic areas (based on “hot spot” analysis) and develop plans consistent with DDACTS and research on effective policing practices to address crime in these areas.

Technology

The department currently has in-car videos and is planning to acquire body cameras. This technology will be invaluable to providing effective policing in an environment in which police departments will be under increased scrutiny. In addition the best practice findings presented in Appendix C suggest that using automated license plate readers (ALPRs) to support proactive policing initiatives has the potential to be worthwhile. One jurisdiction (Tiburon, CA) that mounts cameras on the town's entry and exit points experienced a 34 percent reduction in crime in one year of which about 60 percent was credited to the ALPRs.

¹¹ A discussion of the benefits of the DDACTS program is presented in Appendix A.

One police department (Baltimore, MD) has also had success using closed circuit television (CCTV) to supplement hot spot policing initiatives although the results in other jurisdictions are mixed.

Bias Free Policing

To reinforce its commitment to bias free policing the department should focus on a number of activities. First, the department should ensure that all officers receive training on bias free policing at regular intervals. Second, the department should ensure that policies clearly specify employee responsibilities with regard to bias free policing. In particular, employees who have observed or are aware of others who have engaged in bias-based policing shall specifically report such incidents to a supervisor. In addition, if a person complains of bias-based policing the employee should be required to call a supervisor to the scene to review the circumstances and determine an appropriate course of action. Furthermore, where there has been a complaint of bias-based policing, the employee should be required to complete a general offense report to document the circumstances of the complaint and the steps that were taken to resolve it. Third, supervisors should review a randomly selected sample of in-car camera (and in the future body camera) video for each officer using a structured evaluation template and review findings with each officer. To its credit the PPD has established an expectation that five videos be reviewed for each officer a month, although in interviews it was reported these reviews might not be being completed consistently.

**IV – IMPROVING OPERATIONAL EFFECTIVENESS
AND EFFICIENCY**

IV – IMPROVING OPERATIONAL EFFECTIVENESS AND EFFICIENCY

This chapter is divided into two parts. The first part identifies some of the many effective practices the department currently employs. The second part presents recommendations to improve the department's operational efficiency and effectiveness.

EFFECTIVE PRACTICES

The Pearland Police Department currently employs many effective practices. Some of these practices include the following:

- The department has in-car cameras and intends to implement body cameras in the future that will be integrated with the in-car cameras
- Training has been provided so that all officers are certified mental health officers
- The department has established a "safe exchange" zone monitored by a camera in the police department parking lot where people can safely exchange property (e.g., for Craig's list transactions)
- Staff receive generous tuition reimbursement
- The department has established on-line reporting for some types of incidents
- With the recent addition of patrol sergeants, the department has ample supervisory capacity
- Patrol reports are typically reviewed before the end of a shift
- Staggering start and stop times for patrol shifts helps maintain coverage during shift change hours
- Officers write reports in their cars
- Deploying an officer in the police headquarters lobby has proved cost effective and has enhanced customer service
- Crime victims receive excellent support
- Patrol officers process crime scene evidence at most crime scenes
- Detectives do a good job of letting the property room know when evidence can be released
- Assigning dispatchers to the same shifts as sworn officers helps to build continuity
- Animal control officers complete paperwork in their trucks
- Police support animal control if the animal control officers do not feel safe
- The citizen and teen police academies have been well received by citizens

- The expectation has been established that five videos be reviewed for each officer each month
- Police and fire leaders work effectively together

IMPROVEMENT OPPORTUNITIES

Opportunities to improve operational efficiency and effectiveness have been identified in a number of areas: relationships between units; promotional process; promotional requirements; patrol discipline; traffic enforcement; response to false alarms; canine; rotation among units; warrant service; relations with civilian staff; internal affairs; take home cars; school resource officers; civilianization; and automated external defibrillators (AEDs).

Relationships Between Units

Relationships between criminal investigations and patrol units are reportedly strained. While this is not uncommon in police departments, a strong working relationship between patrol officers (who conduct preliminary investigations) and investigators (who conduct follow-up investigations) is desired.

To address this issue department managers should create both formal and informal opportunities for patrol officers and investigators to interact. For example, detectives should be required to attend patrol roll calls when their investigative schedule allows it. In addition, periodically investigator and patrol officer supervisors should meet to discuss ways patrol officers might strengthen preliminary investigations and how investigative intelligence might enhance patrol operations. (These meetings would be in addition to the quarterly meetings all supervisors currently attend.) Detectives should also be encouraged to provide positive feedback to patrol officers when their work during a preliminary investigation was instrumental to a case being cleared. Processes should also be established to ensure patrol is adequately informed when investigations is running an operation in an area.

Promotional Process

The current promotional process does not ensure the best candidates for supervisory and management positions are selected. At present the person who scores highest on a written evaluation is promoted. This ensures that the person best at taking the test, not the person who has the potential to be the best supervisor, will be selected.

To address this issue the department, working with the civil service commission, should explore ways to strengthen the promotional process so the likelihood that the individuals who are promoted are well suited to their future jobs will increase. At the very least, a "rule of three" should be established that would allow the chief to select for promotion one of the three individuals who scores highest on the test. This would enable the chief to consider the broad skills of the top three candidates as well as their on the job performance when selecting the individuals who will be promoted. In addition, the department should consider incorporating an assessment center as part of the

promotional process. If appropriately structured an assessment center can be used to evaluate qualitative factors relating to a department's candidacy that are difficult to capture on a written test.

Promotional Requirements

The department and civil service commission should consider increasing the time an officer must serve before being eligible for promotion to sergeant. Currently officers with two years experience are eligible for promotion (although interviewees note that it is rare for someone with such limited experience to actually be promoted). Increasing the time before an officer is eligible for promotion will provide them with a greater depth of experience to draw from when serving as supervisors. Note that while two of the benchmark departments require two years of service to be eligible for promotion to sergeant the remaining four departments require four or more years of service before becoming eligible for promotion. (Benchmarking results are presented in Appendix B.)

Patrol Discipline

Patrol supervisors should take steps to ensure that only the number of patrol officers needed to provide a safe and effective response is deployed to an incident scene (and that officers return to service promptly when they are no longer needed at the scene). As Exhibit IV-1 shows there is a wide variation in the number of officers responding to some types of calls. Focusing attention on this issue will free up officer time to support proactive efforts and modestly improve response to high priority calls.

Traffic Enforcement

At present, traffic enforcement officers spend relatively little time on selective traffic enforcement and most of their time either responding to traffic related complaints or on school zone traffic enforcement. Research suggests however that selective traffic enforcement efforts that deploy police on routes and locations where problems are known to exist are the most effective accident reduction strategies. Traffic enforcement will therefore benefit from DDACTS emphasis on using information on traffic accidents to determine how best to deploy traffic resources.

To free up time needed to support selective traffic enforcement the department should take a more strategic approach to school zone enforcement. Research suggests that randomized scheduling methods have the potential to enable low levels of police presence to achieve accident reduction. Such methods should be applied to school zone enforcement in Pearland.

Response To False Alarms

Although Pearland has established a false alarm ordinance, officers continue to respond to a high number of false alarm calls. In 2015 the department responded to more than 7,062 false alarms, which accounted for 23.7 percent of all citizen-initiated calls responded to. To reduce response to these alarms the city should consider strengthening its alarm ordinance. In particular, the city should consider revoking alarm permits if more than a certain number of false alarms are received in a 12-month period. The Texas Police Chiefs Association (TPCA) model alarm ordinance recommends revoking alarm permits if "the user has had a minimum eight (8) or more False Alarms in

NUMBER OF OFFICERS RESPONDING TO SELECTED CALL TYPES

ASSAULT IN PROGRESS (147 calls)

Number of Officers Responding	Percentage of Calls
1	29%
2	34%
3	19%
4	4%
5	5%
6	5%
7	1%
8	1%
9	1%
10	1%

ROBBERY IN PROGRESS (25 calls)

Number of Officers Responding	Percentage of Calls
1	24%
2	28%
3	12%
7	8%
8	20%
12	8%

SUSPICIOUS ACTIVITY (2,676 calls)

Number of Officers Responding	Percentage of Calls
1	45%
2	36%
3	16%
4	1%
5	<1%
6	<1%
7	<1%
8	<1%
9	<1%
10	<1%

BURGLARY PAST (293 calls)

Number of Officers Responding	Percentage of Calls
1	49.8%
2	31.1%
3	15.7%
4	3.1%
5	0.3%

the previous twelve (12) month period.” The city might also consider requiring alarms (other than hold-up, duress and panic alarms) be verified before responding. (The best practice findings presented in Appendix C indicate that a number of departments – Westminster (CO), San Jose (CA), and Stockton (CA) – require that alarms be verified.)

If the number of false alarms could be cut in half five patrol positions could be redirected to other duties.

Canine

One of the primary reasons many police departments deploy canines is to enhance officer safety. For example, when canines are available to search buildings officers do not have to be put at risk conducting the search. Likewise, canines can assist with the apprehension of suspects.

At present, however, department canines are trained only for narcotics and tracking – if they identify a criminal when tracking they cannot assist with apprehension. As with any department use of force there is a risk associated with canines being used inappropriately when apprehending suspects. Handlers must be well trained to ensure canines are not used inappropriately and when canines are used to apprehend suspects this use of force should be reviewed for appropriateness. From the consultants’ perspective the benefits in terms of officer safety of deploying patrol dogs outweigh the risks.

Rotation Among Units

For specialized units that do not require a great deal of specialized training the department should establish general expectations for how long an officer will be assigned to the unit before being reassigned to patrol. For narcotics and other units where risks of malfeasance increase the longer an officer is assigned to the unit these rotation expectations should be strictly adhered to. For other units, the guidelines should generally be followed but exceptions might be made based on the skills and experience of selected staff. In addition, the department should work with the Pearland Independent School District to develop an appropriate way to rotate officers through school resource officer positions.

Taking this step will help to increase opportunities for patrol officers to be assigned to specialized units and will also ensure experience gained from working in specialized assignments can be brought back to patrol. Please note that establishing a rotation has the potential to improve relationships between criminal investigations and patrol as officers who rotate into patrol from investigations and into investigations from patrol will have a better understanding of the needs, expectations, and challenges of each group.

Warrant Service

It does little good to identify who committed a crime if that person is not arrested. Indeed, for the most part, an investigation is not successful until a person has been arrested (which is consistent with UCR reporting on cases that are cleared by arrest or exception). Department records indicated that in 2015 there were 42 unserved warrants for cases assigned to detectives for investigations.

While the department devotes some resources to serving warrants – for example, patrol officers are encouraged to serve warrants and SROs often serve warrants during the summer – accountability for serving warrants is not clearly defined. To address this issue, investigative sergeants should be responsible for tracking progress on warrant service for the cases assigned to the detectives that report to them. If a warrant proves difficult to serve, as is sometimes the case, this should be noted.

Relations With Civilian Staff

The department has done an excellent job of assigning civilians to perform duties that might be performed by sworn staff in other departments. Moreover, department managers clearly value the work performed by civilian staff and appreciate their efforts. Nonetheless, in interviews a number of civilian employees expressed the view that they did not feel valued and respected by sworn officers.

While this is a problem endemic to police departments, it is also one that will not be improved without consistent management attention. As a starting point, department managers should clearly communicate the importance of improving these relationships. In addition, the department should conduct a survey to gather information on sworn-civilian relationships. The survey should be repeated at regular intervals to gauge progress in addressing the problem. In addition, when resources and work schedules allow it both sworn and civilian staff should have the opportunity to observe each other's work environment. For example, dispatchers and jailers should be encouraged to ride with officers. In addition, selected officers might be given the opportunity to observe communications and jail operations.

Internal Affairs

Two steps should be taken to strengthen internal affairs operations. First, the department should ensure that all complaints by citizens are documented. Even if a citizen indicates that he or she does not want to make a formal complaint, a record of the complaint should be maintained. Second, the department should establish a protocol for using an outside qualified investigator (for example, the Texas Department of Justice, an outside law firm specializing in personnel investigations, or an investigator with appropriate expertise who is a retired police officer) to conduct complex, sensitive investigations. The expense associated with contracting with an outside investigator will be more than justified by public confidence in the objectivity and independence of the investigation.

Take Home Cars

In general, the police department should allow officers to take cars home when there is an operational benefit to doing so.

Take home cars for patrol officers. There are numerous advantages to allowing officers who drive marked police vehicles and live within Pearland¹ to take cars home.

¹ Patrol officers who live within the extra-territorial jurisdiction should not be authorized to take cars home.

- **Increased utilization of patrol staff.** The productivity of patrol staff (as measured in the time they are on duty and available for calls and other activity) is increased when officers are allowed to take cars home. This increased productivity results from two factors. First, the unproductive time officers spend at the beginning of each shift is reduced, as there is no need to assign vehicles and equip each vehicle with personal equipment.² In addition, when patrol officers take cars home they remain in their patrol beats until the end of the shift completing all required reports from their cars rather than returning to the station. Please note that if assigning a take home vehicle to the lowest paid police officer increases his or her productivity for as little as 30 minutes per shift the value of the increased productivity is more than \$3,000 per year.
- **Incentive to live in the city.** Establishing the take home car program encourages officers to live in the city.
- **Decreased operational costs per mile.** When officers take cars home they tend to take better care of them than when they share a car with other officers during the course of a day. Officers care for take home vehicles as they do their own personal vehicles and have increased pride in their vehicles' condition and cleanliness. Some departments that have implemented such a program report that operating costs have declined and damage to vehicles reduced.³ In addition, holding officers accountable for damage and possible abuse becomes easier, as does the ability to recognize individuals who take exceptional care of their vehicle.
- **Improved officer response to major emergencies.** One of the most significant benefits of a take home car program for patrol officers is that response to major emergencies is greatly enhanced. Take home cars allow for patrol officers to respond where needed, when needed. In rare situations, such as a major disaster, the department could activate all sworn officers (who live within the city) in a relatively short time, and send them directly to their assignment from their homes.
- **Improved response to high priority calls-for-service.** In some critical situations – for example, situations where an officer is “down” – the nearest on-duty unit may be several miles away while an off-duty officer may be much closer. In such a situation, deploying an off-duty officer to the incident reduces the time required to provide back up and assistance.
- **Increased department visibility.** Although research indicates that police visibility alone does not reduce crime, police visibility has been shown to make people feel safer. Increased patrol car visibility also improves traffic enforcement as the regular

² Some departments with take home car programs hold roll call only once or twice a week. During the other days of the week, information is shared both electronically and by patrol supervisors in individual discussions with patrol officers.

³ A 2004 study of take home patrol vehicles in Tacoma (Washington) conducted by Mercury Associates found that operating costs per mile were 30 percent lower for assigned rather than pool vehicles. The consultants also found that take home vehicles damage costs were 49 percent lower than for pooled cars. In addition, a much older study (1986) of the Hampton (Virginia) Police Department found that maintenance and operating costs for take home vehicles were 15.7 percent lower than for pooled vehicles (\$.16 per mile for take home cars and \$.19 per mile for pooled cars).

presence of an increased number of patrol cars across the city has been shown to improve driver compliance with traffic laws. Take home car programs result in more police units being driven on the streets as officers go to and from work or other approved activity. Even an unattended unit parked in a lot or driveway increases police visibility and perceptions of community safety.

The department recognizes the value of patrol officers taking home cars but currently limits eligibility for the program to officers who have been with the police department continuously for the past five years. This limitation creates two problems. First, the limitation reduces the reach of the program. If the program is viable, it is viable for all officers who drive a marked car and live within Pearland. If it is not viable, it should not be supported regardless of how long officers have worked for the department. In addition, the way the take home car program has been implemented divides patrol officers into “haves” and “have nots.” The fact that some officers who live within Pearland receive take home cars and others do not contributes to this problem. This situation is exacerbated by the fact that take home cars are generally newer than intense use vehicles. The average mileage of intensely used patrol vehicles (98,267 miles) is more than twice as high as the average mileage of take home vehicles (41,742).

The department should modify its take home car program so that all officers who drive marked vehicles and live within the city limits of Pearland receive take home cars. (Officers who live within the extra-jurisdictional areas should not receive take home cars.) The primary cost of expanding the program is the opportunity cost of the increased investment in vehicles the program requires. Although fleet records are not reliable department managers estimate that take home cars average 10,000 to 15,000 miles a year and intensely used vehicles average 15,000 to 25,000 miles a year. Using the mid-point of these ranges and assuming replacement at 90,000 miles an intensely used vehicle will be replaced every 4.5 years and a take home vehicle will be replaced every 1.6 times more frequently). Assuming a 1.35 percent borrowing rate and a cost per vehicle of \$54,000 the additional cost of the take home car program would be \$1,968 per take home vehicle (or the interest costs associated with owning a take home vehicle 2.7 years longer than an intensely used vehicle).

Take home cars for other officers. At the same time the department considers expanding the number of officers who take marked cars home the department should consider the operational benefits of allowing officers who drive unmarked vehicles to take them home. At present 9 administrators, 16 detectives, and 3 crime scene investigators take cars home. While detectives and crime scene investigators who are on call should be provided a take home vehicle there does not seem to be a significant operational benefit to allowing these officers to take cars home when they are not on call. Likewise, while the department’s most senior administrators must be available at all times to respond to incidents, there does not appear to be a need for other administrators to take cars home.

School Resource Officers

The city should consider re-negotiating its contract with the Pearland Independent School District. Under the terms of the City of Pearland’s current agreement with the Pearland Independent School District the city provides 11 School Resource Officers (10

police officers and one supervisor) to the district. The district pays wages, overtime, and benefits for these officers for a term of nine months and ten days (the term). In addition, the city is reimbursed for the cost of police vehicles, radios, and equipment.

In general, this arrangement benefits both the school district and the city. The city and police department benefit from deploying officers in schools and not having to pay for them during the school year. (The benchmark police departments that employ SROs pay between 25 percent and 100 percent of the cost of these personnel.) The school district, on the other hand, only pays for SROs during the school year. To attract competent police officers the district would likely need to pay compensation that approaches year-round pay if it operated its own police force.

The current contractual arrangement, however, is somewhat disadvantageous from the city's perspective. First, while the city pays the full cost of officers outside the school term it is difficult to make fully effective use of these officers. Certainly, the department strives to make effective use of the time of these officers – during the non-school year SROs will serve warrants, support criminal investigations, or be assigned to patrol. However, the SROs are supplemental resources and, presumably, if these resources were needed the department would fund full-time positions to perform these activities. Second, the city pays the full cost of training these officers as they are trained when school is not in session. In addition, to the extent that SROs use more vacation and other leave during the non-school year than the city is reimbursed for the city will be disadvantaged. Even after renegotiating the contract with the Pearland Independent School District to address these issues both the city and the district will benefit from the relationship.

Civilianization

In general, civilians should fill police department positions unless an affirmative case can be made that sworn officers are needed. One of the primary reasons positions should be filled by civilians unless a sworn officer is needed to perform the job is that the cost of employing sworn officers is generally much higher than the cost of employing civilians. In addition, the recruit and in-service training sworn officers receive is much more extensive than the training civilian employees receive. By contrast, most civilian employees receive much more limited training prior to beginning employment with the police department.

The framework used to assess which positions should be filled by sworn officers and which positions should be filled by civilians assumes that an affirmative case for assigning a position to a sworn officer can be made under three conditions:

- The position requires the law enforcement powers of a sworn officer
- The skills, training, and experience of a sworn officer are needed to effectively perform the job duties
- The skills, training, and experience of a sworn officer are not required to effectively perform the job but assigning the position to a sworn officer is beneficial to citizens and/or the department and the value of these benefits outweigh the costs

The analysis of potential opportunities for civilianization should begin by identifying positions for which the case for assigning a sworn officer to fill the position is unambiguous. This will be the case when law enforcement powers are required to perform the functions assigned to the position; a broad range of the skills, training, and experience of a sworn officer are required; and the functions that justify the assignment of a sworn officer comprise the preponderance of the position's job duties.

When an unambiguous case for assigning a sworn officer to fill a position cannot be made it may nonetheless be beneficial⁴ for the function to be assigned to a sworn officer. Three factors should be considered when making this determination.

- **Credibility.** In some cases, assigning a sworn officer to fill a position provides the credibility needed to effectively perform the position's job responsibilities. For example, while civilians could conceivably recruit sworn officers they would likely not be effective because potential employees would want to discuss what police work is like with someone who has actually served as a police officer.
- **Operational knowledge and experience.** For some functions, the operational knowledge and perspective of a sworn officer is helpful in performing job duties. However, the need for operational knowledge and expertise should only provide a rationale for assigning the function to a sworn officer if the need for this knowledge and perspective is consistent and frequent and if the negative consequences that may result from not having this knowledge and perspective is sufficiently severe that the additional costs associated with assigning a sworn officer to the position are warranted.
- **Leadership development.** In some instances, while a sworn officer is not needed to fill a position, assigning a sworn officer to the position is helpful in developing the skills of future leaders. This rationale for assigning sworn officers to a position should be used only if the level of technical skills and professional expertise needed to perform the function are not excessive (i.e., a sworn officer rotating through the assignment on a three-year cycle⁵ can quickly develop the skills and expertise needed to perform the job) and if the best way to become familiar with the function or activity is by managing or performing it on a day-to-day basis.

Exhibit IV-2 presents the results of the assessment of positions held by sworn officers that can be assigned to civilians. As this exhibit shows the department has done an excellent job of using civilians to support police department operations. There are only three functions currently performed by sworn officers that the department should consider assigning to civilians: crime scene investigator, training officer, and Support Services captain.

⁴ The estimated benefits associated with assigning a sworn officer to the position should outweigh the estimated costs.

⁵ If the primary reason for assigning the function or service to a sworn officer is leadership development, potential leaders should rotate through the position so that a number of potential future leaders can benefit from the experience of holding the position.

CIVILIANIZATION ANALYSIS

Position/Function	Law Enforce. Powers Required? (Yes or No)	Skills, Training And Exp. Of Sworn Officer Required? (Yes or No)	Job Duties Requiring Sworn Preponderance Of Job Function? (Yes or No)	Unambig. Case For Sworn? (Yes Or No)	Credibility Of Sworn Needed? (Yes or No)	Operat'l Knowl. And Perspect. Of Sworn Helpful? (Yes Or No)	Need For Knowl. and Perspect. Of Sworn Is Consistent And Frequent? (Yes or No)	Negative Conseq. Of Making Decisions Without Sworn Knowl. And Skills Are Significant ? (Yes or No)	Assigning Sworn Officers To The Position Is Helpful In Developing The Skills Of Future Leaders? (Yes or No)	Technical Skills and Professional Expertise Needed To Fulfill Function Are Not Excessive? (Yes or No)	Best Way To Become Familiar With Function Is To Manage Or Perform It On a Day-To-Day Basis? (Yes or No)	Summary Assess: Position (As Currently Configured) Should Be Held By Sworn? (Yes or No)
Training Officer	No	No	No	No	No	Yes	Yes	No	No			No
Crime Scene Investigator	No	No	No	No	No	Yes	No	No	No			No
Community Outreach	No	No	No	No	Yes	Yes	No	No	No			Yes
Recruiting	No	No	No	No	Yes	No			No			Yes
Support Services Captain	No	No	No	No	No	Yes	No	No	No			No

Automated External Defibrillators

The department should expand the deployment of automated external defibrillators. At present, AEDs are deployed in supervisory vehicles and are deployed in some, but not all, patrol vehicles. In all 20 AEDs are currently deployed. While AEDs had only been used on four occasions in the 20 months between August 2014 to March 2016 and no lives were saved the availability of AEDs enhances public safety. Speed of response is critically important to incidences of heart attacks and deploying AEDs in patrol vehicles (rather than waiting for a fire department response) has the potential to greatly reduce response time.⁶ Given the potential for saving lives from timely use of AEDs deploying them in all vehicles (and training all officers to use them) is a sound investment.

⁶ Most cardiac arrests are caused by ventricular fibrillation, an abnormal heart rhythm in which the heart flutters or quivers instead of pumping. The only recognized treatment for sudden cardiac arrest is early defibrillation, which shocks the heart back into a normal rhythm so that it can pump blood. The heart will not permit adequate circulation after sudden cardiac arrest, even if CPR is performed. Using an AED immediately after sudden cardiac arrest can increase the *chance of survival* by more than 90 percent.

V – STAFFING

V – STAFFING

In general there are four ways that police departments create value:

- Responding – they respond to requests for assistance from residents and businesses
- Being proactive – they work proactively to reduce crime, improve quality of life, and enhance perceptions of safety and security
- Providing direct support – they perform functions that directly support efforts to provide responsive or proactive services
- Providing indirect support – they perform functions that indirectly support the department's overall operations

The approach that is taken to evaluating staffing needs varies based on the type of service being provided. For responsive services and direct and indirect support services staffing is determined primarily by the level of service desired and workload. For proactive services, by contrast, staffing needs depend primarily on department priorities and the resources that are available to support those priorities.

Please note that the staffing recommendations presented in this chapter represent the staffing needed to substantially improve response to calls-for-service, to maintain clearance rates, and to enhance efforts to proactively reduce crime. The time frame for implementing these recommendations should vary by function. Patrol staffing increases should be implemented in the short-term as improved response times can be achieved almost as soon as the additional staffing is provided (and trained). Increases in proactive capacity (beyond what has recently been provided), on the other hand, should likely be delayed until the department develops the systems and approaches to effectively manage these resources. As implementation of DDACTS and other crime reduction approaches mature additional staffing should be provided to support these efforts. Finally, staffing needed to account for vacancies (discussed in Appendix F) might be delayed until other staffing increases have been integrated into the department.

The staffing analysis is divided into three parts. The first part evaluates staffing needs determined primarily by workload and level of service expectations. The second part evaluates proactive staffing needs. A summary of staffing implications is presented in the third part.

A – ANALYSIS OF RESPONSE AND SUPPORT STAFFING NEEDS

This part is divided into seven sections: patrol staffing, investigations, communications, jail operations, records, animal control, and administrative support.

PATROL STAFFING

Patrol Staffing Analysis

Analysis. The process for evaluating patrol call response staffing needs is divided into six steps.

Step 1: Determine response expectations. Existing response times¹ (calculated from "call routed" to "arrival on scene") are adequate. While the average response time is 4.7 minutes, 90th percentile responses are much longer. Ninety percent of the highest priority calls (Priority P) are responded to within 8.9 minutes while 90 percent of Priority 2, 3, and 4 calls are responded to within 15.9 minutes, 22.6 minutes, and 50.6 minutes respectively.

	Priority P	Priority 2	Priority 3	Priority 4
Average	4.7	8.3	11.9	18.0
50th Percentile	3.8	5.8	7.8	10.9
75th Percentile	5.7	9.5	12.9	22.8
90th Percentile	8.9	15.9	22.6	50.6

Please note that the response times experienced by citizens will be longer as these calculated response times do not include the time required to process the call (which is usually about one minute²).

While existing response times are adequate, an improvement in response times is warranted. Discussions with city and department staff suggest that patrol staffing needs should be evaluated under two scenarios that are summarized in the following table.

Priority	Scenario 1	Scenario 2
Priority P	6 Minutes	7 Minutes
Priority 2	15 Minutes	15 Minutes
Priority 3	30 Minutes	30 Minutes
Priority 4	30 Minutes	30 Minutes

Please note that 911 call processing time is included in the response time analysis under each scenario. Under Scenario 1, therefore, 90th percentile response times will improve by approximately four minutes and under Scenario 2 90th percentile response times will improve by approximately three minutes.

Step 2: Determine the number of citizen-initiated calls-for-service to which officers will respond. CAD data for the period from January 1, 2015 to December 31, 2015 was used to determine the number of citizen-initiated calls patrol officers will respond to. A total of 29,804 citizen-initiated calls (an average of 81.6 per day) were used in the staffing analysis.

Step 3: Adjust the number of calls to reflect the fact that some call types require more than a one-officer response. Some types of calls require two or more officers to respond. Using information on the number of officers that currently respond to calls-for-service received by hour of the day and day of the week were weighted to reflect the

¹ Response times are calculated from "Call Routed" to "Arrival On Scene" and include the time a call is held before an officer is available to respond and the time to reach the scene.

² Department data records did not provide the information needed to calculate response times that included call processing times.

number of officers required to respond to these calls. The average number of officer responses per hour and day are summarized in Exhibit V-1.

Step 4: Use queuing analysis and travel time analysis to determine the number of officers that need to be deployed to meet response time expectations during each hour of the week. Response times to calls include the time a call must be held waiting for an officer to become available and the time required for an officer to travel to the call. Queuing analysis – which estimates the time a call will be held because no officer is available for response – incorporates information on the average number of officer responses needed by hour of the day and day of the week (calculated in Step 3) and the average time officers spend providing service on a call. (The elapsed call times used in the queuing analysis were determined based on a calculation of actual out of service time for each call priority.) Travel time analysis, which estimates the time required for officers to travel to the call location, is a function of the number of officers available for response (calculated by the queuing analysis) and the speed of response. By combining queuing analysis and travel time analysis the number of officers that need to be deployed during each hour of the week was calculated. Exhibit V-2 presents the number of officers needed by hour of the week for response Scenario 1 and Exhibit V-3 presents this information for response Scenario 2.

Step 5: Develop schedule. Based on the number of staff that need to be deployed to meet response time expectations during each hour of the week (calculated in Step 4) the number needed during each patrol shift was calculated. Schedules for Scenarios 1 and 2 are presented in Exhibit V-4 and Exhibit V-5, respectively. (These schedules assume that the 12-hour shift schedule for officers will not change and that a "power shift" from 4:00 p.m. to 4:00 a.m. will be employed.)

Step 6: Adjust staffing levels to account for expected absences. Patrol staffing needs to be adjusted to reflect expected absences associated with vacation, holiday, illness, training, and other leave. As discussed in Appendix F and reflected in the following table, it is cost-effective to use overtime for a large portion of the sworn staffing needed to account for expected absences.³ As the following table shows, 87.12 FTE patrol officers will be needed under Scenario 1 (the scenario in which Priority P calls are responded to within six minutes 90 percent of the time.)

Platoon	Hours	Number Of Officers Scheduled	Full-Time Officers After Relief	Overtime Officers After Relief	Total Full-Time And Overtime
Platoon A – Day	6:00 a.m. to 6:00 p.m.	18.00	19.00	2.78	21.78
	7:00 a.m. to 7:00 p.m.				
Platoon B – Day	6:00 a.m. to 6:00 p.m.	18.00	19.00	2.78	21.78
	7:00 a.m. to 7:00 p.m.				
Platoon C – Power	4:00 p.m. to 4:00 a.m.	5.00	5.00	1.05	6.05
Platoon C – Night	6:00 p.m. to 6:00 a.m.	13.00	13.00	2.73	15.73
	7:00 p.m. to 7:00 a.m.				

³ As discussed in Appendix F it is cost-effective for the department to use overtime to address relief staffing needs. However, the actual amount of overtime that is used will depend on the availability and willingness of officers to work overtime. The mix of full-time and overtime staff used may vary therefore but should not exceed the total full-time and overtime staff presented in the table.

AVERAGE OFFICER RESPONSE BY HOUR AND DAY

Hour	Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
Midnight	7.5	3.0	3.4	3.2	4.5	3.5	5.8
1:00 a.m.	4.7	2.8	1.9	2.1	2.3	3.1	4.7
2:00 a.m.	4.0	2.1	2.4	1.8	1.9	2.3	4.2
3:00 a.m.	3.7	2.0	1.6	1.2	2.1	2.4	2.5
4:00 a.m.	3.1	2.2	1.8	1.9	1.8	2.1	2.3
5:00 a.m.	1.9	2.2	2.8	2.2	2.5	2.5	2.7
6:00 a.m.	2.4	3.1	3.1	3.6	3.1	3.9	2.7
7:00 a.m.	2.7	5.9	6.8	5.7	5.1	6.4	4.1
8:00 a.m.	4.2	6.1	6.6	6.3	5.8	6.6	5.7
9:00 a.m.	5.6	6.5	5.5	5.6	6.7	6.5	7.4
10:00 a.m.	5.8	6.3	6.9	6.2	6.8	8.3	7.5
11:00 a.m.	6.4	5.8	6.2	7.5	6.6	7.5	7.6
Noon	7.4	7.2	7.4	7.0	7.3	7.7	7.4
1:00 p.m.	6.6	7.2	6.9	8.7	7.3	8.0	8.2
2:00 p.m.	7.1	8.0	7.6	7.0	7.0	9.4	7.5
3:00 p.m.	7.5	8.4	9.3	8.2	7.8	9.0	8.9
4:00 p.m.	7.0	10.0	9.8	8.8	8.2	10.1	9.2
5:00 p.m.	8.2	9.0	8.9	8.9	8.3	8.9	8.3
6:00 p.m.	8.6	9.1	9.8	9.3	10.1	11.4	9.4
7:00 p.m.	8.0	7.3	6.8	8.8	8.3	10.0	8.4
8:00 p.m.	8.4	7.6	6.1	7.3	8.0	9.8	8.8
9:00 p.m.	6.3	5.4	6.6	6.3	7.2	9.0	9.7
10:00 p.m.	5.5	4.3	5.1	5.6	6.6	7.6	9.5
11:00 p.m.	5.1	3.9	3.7	3.8	4.8	6.8	8.5

**NUMBER OF OFFICERS NEEDED TO MEET RESPONSE TARGETS
(90 Percent Of Calls Are Reached Within 6 Minutes)**

Hour of Day	Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
Midnight	16	12	13	13	14	12	15
1:00 a.m.	13	11	11	11	11	12	14
2:00 a.m.	13	11	11	10	11	12	14
3:00 a.m.	13	11	10	10	11	11	11
4:00 a.m.	12	11	10	11	10	11	11
5:00 a.m.	11	11	11	11	12	11	11
6:00 a.m.	11	13	12	13	13	13	11
7:00 a.m.	11	14	16	15	14	15	13
8:00 a.m.	13	15	15	15	15	16	14
9:00 a.m.	14	15	14	15	15	16	16
10:00 a.m.	14	15	15	15	16	17	16
11:00 a.m.	14	14	14	16	15	16	16
Noon	16	16	16	15	16	16	16
1:00 p.m.	16	16	16	17	15	17	17
2:00 p.m.	16	16	16	16	16	18	16
3:00 p.m.	16	17	18	17	17	17	17
4:00 p.m.	16	18	18	17	17	18	18
5:00 p.m.	17	16	17	17	17	16	17
6:00 p.m.	16	18	18	18	18	18	18
7:00 p.m.	17	16	15	17	17	18	17
8:00 p.m.	17	15	15	16	17	18	17
9:00 p.m.	15	15	16	14	16	17	18
10:00 p.m.	15	14	14	15	15	16	18
11:00 p.m.	14	13	12	12	14	16	17

**NUMBER OF OFFICERS NEEDED TO MEET RESPONSE TARGETS
(90 Percent Of Calls Are Reached Within 7 Minutes)**

Hour of Day	Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
Midnight	15	11	12	12	13	11	14
1:00 a.m.	12	10	10	10	10	11	13
2:00 a.m.	12	10	10	9	10	11	13
3:00 a.m.	12	10	9	9	10	10	10
4:00 a.m.	11	10	9	10	9	10	10
5:00 a.m.	10	10	10	10	11	10	10
6:00 a.m.	10	12	11	12	12	12	10
7:00 a.m.	10	13	15	14	13	14	12
8:00 a.m.	12	14	14	14	14	15	13
9:00 a.m.	13	14	13	14	14	15	15
10:00 a.m.	13	14	14	14	15	16	15
11:00 a.m.	13	13	13	15	14	15	15
Noon	15	15	15	14	15	15	15
1:00 p.m.	15	15	15	16	14	16	16
2:00 p.m.	15	15	15	15	15	17	15
3:00 p.m.	15	16	17	16	16	16	16
4:00 p.m.	15	17	17	16	16	17	17
5:00 p.m.	16	15	16	16	16	15	16
6:00 p.m.	15	17	17	17	17	17	17
7:00 p.m.	16	15	14	16	16	17	16
8:00 p.m.	16	14	14	15	16	17	16
9:00 p.m.	14	14	15	13	15	16	17
10:00 p.m.	14	13	13	14	14	15	17
11:00 p.m.	13	12	11	11	13	15	16

Platoon	Hours	Number Of Officers Scheduled	Full-Time Officers After Relief	Overtime Officers After Relief	Total Full-Time And Overtime
Platoon D – Power	4:00 p.m. to 4:00 a.m.	5.00	5.00	1.05	6.05
Platoon D – Night	6:00 p.m. to 6:00 a.m. 7:00 p.m. to 7:00 a.m.	13.00	13.00	2.73	15.73
Total (All Platoons)		72.00	74.00	13.12	87.12

Under Scenario 2, 82.28 FTE patrol officers will be needed (the scenario in which Priority P calls are responded to within seven minutes 90 percent of the time).

Platoon	Hours	Number Of Officers Scheduled	Full-Time Officers After Relief	Overtime Officers After Relief	Total Full-Time And Overtime
Platoon A – Day	6:00 a.m. to 6:00 p.m.	17.00	18.00	2.57	20.57
	7:00 a.m. to 7:00 p.m.				
Platoon B – Day	6:00 a.m. to 6:00 p.m.	17.00	18.00	2.57	20.57
	7:00 a.m. to 7:00 p.m.				
Platoon C – Power	4:00 p.m. to 4:00 a.m.	5.00	5.00	1.05	6.05
Platoon C – Night	6:00 p.m. to 6:00 a.m.	12.00	12.00	2.52	14.52
	7:00 p.m. to 7:00 a.m.				
Platoon D – Power	4:00 p.m. to 4:00 a.m.	5.00	5.00	1.05	6.05
Platoon D – Night	6:00 p.m. to 6:00 a.m.	12.00	12.00	2.52	14.52
	7:00 p.m. to 7:00 a.m.				
Total (All Platoons)		68.00	70.00	12.28	82.28

Operational implications. The results of the patrol staffing analysis have two important operational implications. First, the primary driver of patrol staffing needs in Pearland is not the volume of calls handled but the time required to travel to calls. To achieve desired response times, therefore, patrol officers will need to exhibit significant patrol discipline. They will need to be deployed in set areas around the city – selected to reduce travel time in the areas served – and to return to those areas after completing a call. Significant management and supervisory attention will need to be focused on this issue because, as discussed in Chapter IV, patrol discipline is not a current strength of the patrol force.

In addition, if response times are to be achieved patrol officers will be limited in their ability to support proactive initiatives. While they can target crime problems in the areas they are assigned to patrol, they will not be able to be deployed to provide targeted proactive capacity outside their patrol area. Of course, these officers will be able to maintain a visible presence in the area they patrol and this visibility should enhance citizen perceptions of safety.⁴

⁴ The results of the citizen survey (presented in Appendix E) suggest that efforts to strengthen perceptions of safety are warranted. While 92.6 percent of survey participants expressing an opinion agree or strongly agree that Pearland is a safe community perceptions of safety are much stronger during the day than at night. 96.4 percent, 90.4 percent, and 88.9 percent respectively of survey respondents expressing an opinion agree or strongly agree that they feel safe walking the streets of their neighborhood, walking through shopping areas, and walking through parks during the day. By contrast, only 71.3 percent, 64.3 percent, and 42.6 percent of survey

Investigations

This section is divided into three subsections: persons and property crimes investigations,⁵ fraud investigations, and crime scene investigations.

Persons and property crimes investigations. To assess investigative staffing needs the productivity of each detective (based on the number of cases cleared) was evaluated for the past two years. No distinction was made between persons and property detectives, as the number of cases cleared by detectives assigned to both units was similar. Based on this assessment a productivity standard of 29 case clearances was established – this standard reflects investigator productivity at the 60th percentile.⁶ Staffing needs were then calculated by dividing the average number of cases cleared in 2014 and 2015 by all detectives (342.5 cases) by this productivity standard. The results of this calculation indicate that 11.8 investigators are needed (or about the number – 12 – that are currently assigned after excluding the fraud detective (discussed in the following subsection)).

Fraud investigations. The department currently assigns a full-time detective to investigate fraud cases although the detective's productivity is low. The fraud detective reports that in a recent year 523 cases were assigned – 175 were referred to another agency because the crime didn't take place in Pearland – but fewer than five percent were cleared. This low clearance does not reflect poorly on the investigator's abilities or work ethic but instead reflects how difficult it is to clear such cases. One problem is that the victims of many of these crimes – credit card companies – are willing to just take the loss and do not actively support the investigation. Given the relatively low productivity of this investigator the department should strongly consider reassigning this position and limiting the investigation of fraud cases to crimes that have a reasonable likelihood of being solved.

Crime scene investigations. The department currently employs three crime scene investigators despite the fact that the number of crimes to which CSIs respond is low. Patrol officers handle evidence processing at a high percentage of crime scenes. CSIs typically respond only where there are multiple burglary break-ins, residential burglaries where multiple rooms need to be processed, homicides (or death incidents), or felony robberies. In 2015, CSIs responded to only 58 incidents (or about one every four days on average). If the department cannot establish a multi-jurisdictional agreement to provide skilled CSI services (as discussed in Chapter III), two of the CSI positions should

respondents expressing an opinion agree or strongly agree that they feel safe walking the streets of their neighborhood, walking through shopping areas, and walking through parks at night. Indeed, more than one in eight survey respondents expressing an opinion (13.6 percent) disagree or strongly disagree that they feel safe walking through Pearland shopping areas at night. Moreover, close to one-fourth of the survey respondents expressing an opinion (23.2 percent) disagree or strongly disagree that they feel safe walking through the city's parks at nights. These findings suggest that at night when not responding to calls Pearland patrol officers should focus on enhancing visibility in shopping areas, parks, and (to a lesser extent) neighborhoods.

⁵ Please note that this discussion excludes fraud investigations.

⁶ Because a number of detectives cleared a similar number of cases if the productivity standard had been set at the 50th percentile the standard for case clearances would have been 27 cases.

be discontinued and assigned patrol responsibilities. The department should ensure these staff maintain their training so they will be available to assist the remaining CSI at crime scenes when necessary. They can also share responsibility for being on call with the remaining CSI.

Communications

The analysis of communications staffing was divided into six steps.

Step 1: Determine response expectations. The analysis assumes that a call-taker will be available to handle a call 99 percent of the time.

Step 2: Determine the number of calls handled. Call-takers handled 47,655 calls in 2015. The number of calls handled per hour ranged from 1.7 to 8.8.

Step 3: Use queuing analysis to determine the number of call-takers needed. Two call-takers are needed in all but five hours to ensure a 99 percent chance that a call-taker will be available to handle a call when received. During those five hours, if only two call-takers are deployed the probability a call-taker will be available to handle a call when received drops to between 98.77 percent and 98.99 percent. Two call-takers are recommended during these hours given the high probability that a call-taker will be available.

Step 4: Increase staffing to reflect dispatcher needs. The analysis recommends that one dispatcher be assigned to each shift.

Step 5: Develop schedule. The current schedule in which communications staff work 12-hour shifts and are assigned to four platoons over the week was used. The schedule requires three telecommunications operators (two call-takers and one dispatcher) to be working each shift.

Step 6: Apply relief factor. A relief factor was calculated based on actual telecommunications operator absences. The relief factor based on average absences was calculated to be 1.16. As discussed in Appendix F the portion of relief staffing needs that should be filled using full-time staffing is 1.05 – this calculation uses the level of absences 1.64 standard deviations below the mean. The remaining absences – the difference between absences calculated using a 1.16 relief factor and the absences calculated using a 1.05 relief factor – may be filled using overtime⁷.

The analysis suggests that 14 FTE telecommunications operators are needed.

⁷ As discussed, how much overtime should actually be used to address absences will depend on the willingness and availability of telecommunications operators to use overtime.

Platoon	Number Of Telecommunications Operators Scheduled	Full-Time Telecommunications Operators After Relief	Overtime Telecommunications Operators After Relief	Total Full- Time And Overtime
Platoon A	3.00	3.00	0.48	3.48
Platoon B	3.00	3.00	0.48	3.48
Platoon C	3.00	3.00	0.48	3.48
Platoon D	3.00	3.00	0.48	3.48
Total All Platoons	12.00	12.00	1.92	13.92

At this level of staffing, no increase in communications staffing is recommended but open operator positions should be filled. Part-time positions will not be needed except to reduce the overtime associated with absence relief.

Jail Operations

Analysis of booking and release activity found that jail activity is reasonably consistent across the day and therefore that fewer staff are not needed during one shift than another.⁸ Three jailers should be scheduled on each platoon. After considering relief staffing needs 14 FTEs are needed to staff the jail (excluding the jail supervisor) or the number of positions currently assigned.

	Number Of Jailers Scheduled	Full-Time Jailers After Relief	Overtime Jailers After Relief	Total Full- Time And Overtime
Platoon A	3.00	3.00	0.48	3.48
Platoon B	3.00	3.00	0.48	3.48
Platoon C	3.00	3.00	0.48	3.48
Platoon D	3.00	3.00	0.48	3.48
Total All Platoons	12.00	12.00	1.92	13.92

Records

The records unit appears to have adequate – but not excessive – staffing. Although at the time interviews were conducted the unit was two and a half to three weeks behind on reviewing reports and filing supplements, this backlog appears to result from vacancies and not from a lack of staffing. (Two records clerk positions have been vacant.) Reportedly, adequate staff is available when all positions are filled.

Additional records capacity, however, would be available if fewer reports reviewed by the unit had errors. In interviews, records staff consistently estimated that 70 to 75 percent of the reports they review have errors and that report review accounts for about 60 percent of the unit's workload. Given the estimate that the time spent reviewing reports

⁸ The analysis found that no potential shift of 12 hours had a corresponding shift with more than 57 percent more bookings than the prior shift. While work associated with court increases workload on the day shift, this increase does not justify assigning more than three jailers to the shift.

would be reduced by about half if there were no mistakes, reducing the records error rate by 50 percent would increase records unit capacity by the equivalent of 1.05 FTE. Even if report error rates decline, however, additional staff will be needed when the unit assumes responsibility for alarm billing.⁹

Animal Control

In interviews animal control staff indicated that on all but the busiest days all requests for assistance can be handled by the end of the day. One additional animal control officer position could be established to ensure all calls can be handled promptly. Alternatively, unit workload could be monitored and when activity levels increase staffing could be increased.

Administrative Support

A number of administrative functions need additional support. While no single function requires full-time staffing when taken together a full-time administrative position appears justified. Functions performed by this administrator would include: providing support for the budget process; preparing the department's annual report; managing the department's website and its use of social media; and handling some of the administrative work currently assigned to the chief of police's administrative assistant.

B – ANALYSIS OF PROACTIVE STAFFING NEEDS

Proactive staffing needs depend primarily on department priorities and the resources that are available to support those priorities. To assess proactive staffing the current allocation of resources between responsive and proactive activities must be assessed. An assessment is then made as to whether the current balance between the resources devoted to proactive activities and the resources devoted to responsive activities is appropriate. Appropriate staffing adjustments are then made. The analysis is divided into three steps.

Step 1: Evaluate The Allocation Of Sworn Resources Between Proactive And Responsive Activities

The process of determining how non-supervisory sworn resources will be allocated between proactive and responsive activities after the study recommendations have been implemented is divided into five activities.

Activity A: Eliminate from the analysis sworn staff who are not funded primarily by the city. School resource officers, commercial motor vehicle enforcement officers, and the warrant officer are not funded by the city. These positions have been excluded from the analysis.

Activity B: Adjust current staffing to reflect study recommendations. The analysis assumes that the patrol staffing needed to achieve seven-minute response times to Priority P calls 90 percent of the time will be implemented and that 82.3 FTE positions

⁹ Alarm billing was previously outsourced but, reportedly, a decision has been made to bring alarm billing responsibility in house. No information was available to assess the number of staff needed to handle this function.

will be assigned to patrol. The analysis also assumes that the full-time fraud investigator and two of the crime scene investigators will be reassigned.

Activity C: Categorize functions as being primarily proactive, responsive, or mixed. Each function performed by sworn officers was categorized.

Activity D: Make allocations for staff who perform both proactive and responsive activities. Traffic officers, community service officers, and patrol officers devote part of their time to responsive activities, part of their time to proactive activities, and (for community service officers) part of their time to administrative activities. A discussion of how the time of the officers assigned to these units should be allocated among responsive, proactive, and administrative activities follows.

- **Traffic officers.** In interviews traffic officers indicated they devote 45 percent of their time to responsive activities (e.g., handling complaints) and 55 percent of their time on proactive activities (e.g., enforcing traffic laws in school zones and performing selective enforcement activities).
- **Community service officers.** CSOs estimate they spend roughly a third of their time on recruiting (an administrative activity) and two thirds of their time on community outreach (a proactive activity).
- **Patrol officers.** Two steps were taken to allocate the time of patrol officers. First, the time officers have available to support proactive initiatives after considering call response and time devoted to administrative activities (as reported on the activity analysis surveys) was calculated. Next, available proactive time was discounted by 65 percent to reflect the fact that patrol officers are limited in the range of functions they can perform to support proactive initiatives.¹⁰

Activity E: Assess the allocation of sworn resources after study recommendations have been implemented. The results of the allocation of non-supervisory sworn staff after study recommendations have been implemented are presented in the following table.¹¹

Unit	Category	FTE
Patrol Day	Responsive	14.09
Patrol Day	Proactive	9.47
Patrol Evening	Responsive	4.51
Patrol Evening	Proactive	2.65
Patrol Night	Responsive	6.96
Patrol Night	Proactive	7.73

¹⁰ As previously discussed to achieve response time goals patrol officers will be limited in the areas of the city where they can patrol and the activities that they can perform when not responding to calls-for-service.

¹¹ Please note that patrol proactive staffing has been reduced by 65 percent to reflect the fact that patrol officers are extremely limited in what they can do to support proactive initiatives between calls because they need to stay in a limited geographic area to ensure they will be available to respond to calls quickly.

Unit	Category	FTE
Canine	Proactive	4.00
DDACTS	Proactive	4.00
Traffic	Responsive	2.25
Traffic	Proactive	2.75
Lobby Officer	Responsive	1.00
Follow-Up Detectives	Responsive	12.00
Proactive Investigations	Proactive	2.00
ICAC	Proactive	1.00
Crime Scene Investigations	Responsive	1.00
Community Outreach	Proactive	2.01
Community Outreach	Administrative	0.99
SRO - Juvenile	Administrative	1.00
Training	Administrative	1.00

In total, somewhat more non-supervisory sworn officers will be allocated to responsive activities than to proactive activities after the study recommendations have been implemented.

Category	FTEs	Percentage
Responsive	41.8	52.0%
Proactive	35.6	44.3%
Administrative	2.99	3.7%

Step 2: Determine The Desired Balance In Officers Between Proactive And Responsive Activities

Discussions with city and police department staff suggests that over time equal emphasis should be placed on proactive and responsive activities.

Step 3: Increase Proactive Staffing To Achieve Goal

To achieve the desired balance between proactive and responsive services six additional sworn officers will be needed to provide proactive services. As discussed, establishing these positions should likely be delayed until the department develops the systems and approaches needed to effectively manage them.

C – SUMMARY

Over time, implementing these recommendations will require increasing staffing by 10.3 positions (as compared to authorized staffing on April 1, 2016).¹² Sworn positions will increase by a net of 7.3 positions.¹³ (Police officer positions will be increased by 8.3

¹² Please note that in other chapters one additional recruiting position has been recommended. In addition, the recommended organizational structure reduces the number of investigative sergeants by one position. Six positions will also be needed to account for vacancies.

¹³ 4.8 additional police officer positions will be needed if desired response times to Priority P calls is six minutes.

while the number of sergeant positions will be reduced by one.) Three civilian positions will be added. Please note that authorized staffing on April 1, 2016 included nine student officer positions (in training), eight cadets, three open positions, and one officer on military deployment.

VI – IMPLEMENTATION

VI – IMPLEMENTATION

This chapter is divided into two parts. The first part highlights important implementation activities. The second part presents the recommended implementation plan.

KEY IMPLEMENTATION ACTIVITIES

This part discusses the key steps the city and police department should take to implement the study recommendations.

Adopt The Study Recommendations

The city council must be committed to implementing the study recommendations if implementation is to be successful. Initially, the city council should review the report and adopt its recommendations in principle.¹

Establish Implementation Task Force

The city manager should work with the police chief to establish a task force to guide the implementation of study recommendations. The city manager should charge this task force with driving the implementation process. The task force should include representatives from each police department function and, as appropriate, from city departments. The task force should develop an overall implementation plan and should be held accountable by the city manager and police chief for ensuring that plan timelines are met. The task force should meet approximately every two weeks during the implementation process.

Clarify The Personnel And Labor Implications Of The Study Recommendations

Uncertainty is associated with any change of the magnitude outlined in this report. Of primary concern to many police department employees will be how the change will affect them directly. Clarifying the status of these employees will remove much of the uncertainty associated with the recommended organizational changes and will allow the department to move forward with the implementation process. If employees are waiting for the “other shoe to drop” they will not be able to focus on supporting the recommended program for change.

IMPLEMENTATION PLAN

An implementation plan to guide the city and the police department in implementing the recommendations detailed in this report is presented in Exhibit VI-1.

¹ Please note that adopting recommendations “in principle” does not mean the city council commits the department to implementing each and every recommendation in detail. Instead, this means that the city council generally agrees with the recommendations in the report and will make a good faith effort to evaluate and implement the recommendations.

IMPLEMENTATION PLAN

Priority	Recommendation	Responsibility	Begin Implementation	Complete Implementation
IMPLEMENTATION				
High	■ Adopt the study recommendations in principle	■ City Council	Immediately	---
High	■ Establish implementation task force	■ City Manager ■ Police Chief	Immediately	Two Weeks
High	■ Develop plan for adjusting staffing levels	■ City Manager ■ Police Chief	Immediately	One Month
OVERVIEW				
Medium	■ Develop strategic plan that defines strategic objectives and the approaches that will be used to achieve them	■ Police Chief ■ Captain – Change Management	One Month	One Year
High	■ Modify organizational structure	■ City Manager ■ Police Chief	Two Weeks	One Year
Medium	■ Establish systems and processes to support increased accountability	■ Police Chief ■ Captain – Change Management	Two Weeks	Six Months
Medium	■ Develop succession plan	■ Police Chief ■ Captain – Change Management	One Month	One Year
Medium	■ Establish supervisory mentoring program and strengthen FTO training	■ Lieutenant – Internal Affairs And Professional Development	One Month	One Year

IMPLEMENTATION PLAN

Priority	Recommendation	Responsibility	Begin Implementation	Complete Implementation
High	<ul style="list-style-type: none"> ■ Focus recruiting efforts on increasing diversity, female officer, and non-English language proficiency 	<ul style="list-style-type: none"> ■ Lieutenant – Internal Affairs And Professional Development 	One Month	Ongoing
High	<ul style="list-style-type: none"> ■ Establish additional recruiter positions 	<ul style="list-style-type: none"> ■ Police Chief ■ Lieutenant – Internal Affairs And Professional Development 	One Month	Three Months
Low	<ul style="list-style-type: none"> ■ Collaborate with other jurisdictions to provide selected services 	<ul style="list-style-type: none"> ■ Police Chief ■ Captain – Change Management 	One Month	One Year
High	<ul style="list-style-type: none"> ■ Integrate DDACTS with broader efforts to use information, intelligence, and data to support proactive policing initiatives 	<ul style="list-style-type: none"> ■ Police Chief ■ Captain – Change Management ■ Assistant Chief – Patrol ■ Assistant Chief – Investigations And SRO 	One Month	Ongoing
Low	<ul style="list-style-type: none"> ■ Assess acquisition of automated license plate readers 	<ul style="list-style-type: none"> ■ Police Chief ■ Captain – Change Management ■ Assistant Chief - Patrol 	One Month	One year
High	<ul style="list-style-type: none"> ■ Reinforce commitment to bias free policing 	<ul style="list-style-type: none"> ■ Police Chief ■ Lieutenant – Internal Affairs And Professional Development 	One Month	Ongoing
IMPROVING OPERATIONAL EFFECTIVENESS AND EFFICIENCY				
Medium	<ul style="list-style-type: none"> ■ Strengthen relationships between criminal investigations and patrol 	<ul style="list-style-type: none"> ■ Police Chief ■ Assistant Chief – Patrol ■ Assistant Chief – Investigations And SRO 	One Month	Ongoing

IMPLEMENTATION PLAN

Priority	Recommendation	Responsibility	Begin Implementation	Complete Implementation
Medium	■ Modify promotional process	<ul style="list-style-type: none"> ■ City Manager ■ Police Chief ■ Lieutenant – Internal Affairs And Professional Development 	One Month	One Year
Medium	■ Modify promotional requirements	<ul style="list-style-type: none"> ■ City Manager ■ Police Chief ■ Lieutenant – Internal Affairs And Professional Development 	One Month	One Year
High	■ Strengthen patrol discipline	<ul style="list-style-type: none"> ■ Assistant Chief – Patrol 	Immediately	Ongoing
High	■ Emphasize selective traffic enforcement	<ul style="list-style-type: none"> ■ Assistant Chief – Patrol 	Immediately	Ongoing
High	■ Strengthen false alarm ordinance	<ul style="list-style-type: none"> ■ City Manager ■ Police Chief 	One Month	Six Months
Low	■ Obtain patrol canines	<ul style="list-style-type: none"> ■ Assistant Chief – Patrol 	Six Months	Two Years
Low	■ Establish expectations for rotation among units	<ul style="list-style-type: none"> ■ Lieutenant – Internal Affairs And Professional Development 	Six Months	One Year
Low	■ Establish processes for tracking warrant services	<ul style="list-style-type: none"> ■ Assistant Chief – Investigations And Professional Development 	Six Months	One Year
High	■ Strengthen relations with civilian staff	<ul style="list-style-type: none"> ■ Police Chief 	Immediately	Ongoing
Low	■ Modify selected internal affairs practices	<ul style="list-style-type: none"> ■ Lieutenant – Internal Affairs And Professional Development 	Six Months	One Year
Medium	■ Modify take home car practices	<ul style="list-style-type: none"> ■ City Manager ■ Police Chief 	One Month	One Year

IMPLEMENTATION PLAN

Priority	Recommendation	Responsibility	Begin Implementation	Complete Implementation
Low	<ul style="list-style-type: none"> ■ Renegotiate contract with Pearland Independent School District 	<ul style="list-style-type: none"> ■ City Manager ■ Police Chief ■ Assistant Chief – Investigation And SRO 	Six Months	One Year
Medium	<ul style="list-style-type: none"> ■ Civilianize selected positions 	<ul style="list-style-type: none"> ■ Lieutenant – Internal Affairs And Professional Development 	Six Months	Two Years
Low	<ul style="list-style-type: none"> ■ Increase deployment of Automated External Defibrillators <p style="text-align: center;">STAFFING</p>	<ul style="list-style-type: none"> ■ Assistant Chief – Patrol 	Six Months	Two Years
High	<ul style="list-style-type: none"> ■ Increase patrol staffing 	<ul style="list-style-type: none"> ■ City Manager ■ Police Chief ■ Assistant Chief – Patrol 	One Month	One Year
High	<ul style="list-style-type: none"> ■ Redeploy crime scene investigators and fraud investigator 	<ul style="list-style-type: none"> ■ Police Chief ■ Assistant Chief – Investigations And SRO 	One Month	One Year
Medium	<ul style="list-style-type: none"> ■ Increase animal control staffing 	<ul style="list-style-type: none"> ■ Police Chief ■ Director – Support Services ■ Manager – Animal Services 	One Month	Two Years
Medium	<ul style="list-style-type: none"> ■ Increase administrative support staffing 	<ul style="list-style-type: none"> ■ Police Chief ■ Director – Support Services 	One Month	Two Years
High	<ul style="list-style-type: none"> ■ Increase proactive staffing 	<ul style="list-style-type: none"> ■ Police Chief ■ Captain – Change Management 	One Month	Three Years
Medium	<ul style="list-style-type: none"> ■ Provide staffing to account for vacancies 	<ul style="list-style-type: none"> ■ Police Chief ■ Lieutenant – Internal Affairs And Professional Development 	One Month	Three Years

APPENDIX A – RESEARCH FINDINGS

APPENDIX A – RESEARCH FINDINGS

Research on effective policing practices relating to crime reduction and reducing traffic fatalities and serious injury accidents was conducted as part of this engagement. The themes that emerged from this review and their implications are summarized in this appendix.

A1 – RESEARCH FINDINGS

Research on crime reduction approaches and approaches to reducing traffic fatalities and serious injury accidents are discussed in this part.

RESEARCH ON CRIME REDUCTION APPROACHES

A number of themes emerge from the research on effective approaches to reducing crime: focus; risk identification; problem solving; management discipline; structured processes; communications; and community outreach. The research on specific policing strategies also suggests that some approaches are more effective than others. A discussion of these themes and strategies follows.

Focus On Geographic Areas Where Criminal Activity Is Greatest

Research consistently indicates that crime is not evenly distributed across cities. Indeed, one study found that 50 percent of calls or incidents are concentrated in less than five percent of a city's locations. The evidence indicates that by concentrating police resources in these small geographic areas or "hot spots" a significantly beneficial impact on crime can be achieved.

The research also suggests that concerns that focusing police resources on hot spots merely displaces crime that then moves to other areas are not well founded. Indeed, one study found that spatial displacement is not only not a problem in hot spot policing but that the more likely outcome of such interventions was a diffusion of crime control benefits in which the area surrounding the target hot spots also showed a decrease in crime and disorder.

Focus On Individuals Who Are Likely To Commit Crimes

Other crime reduction approaches that the research suggests are effective focus deterrence efforts (and incentives) on persons likely to commit specific crimes. These approaches – commonly referred to as "pulling levers" approaches because a variety of levers are employed to sanction groups or individuals who commit serious violations or provide incentives for them not to commit violations – have been successfully employed in numerous cities. In general, focused deterrence strategies are targeted on very specific behaviors by a relatively small number of chronic offenders who are highly vulnerable to criminal justice sanctions. When deterrence efforts are focused on the most high-risk offenders and the deterrent threat is credible there can be significant crime control benefits. However, these efforts not only emphasize increasing the risk of offending but also decreasing opportunity structures for violence, deflecting offenders away from crime, increasing the collective efficacy of communities, and increasing the legitimacy of police actions.

Risk Assessment

Issues of focus – whether on geographic areas or individuals – and risk assessment are integrally linked. Before the department can focus resources on hot spots or frame deterrence and incentives for individuals who are likely to commit crimes these hot spots and high-risk individuals must be identified. The research on hot spot policing suggests, for example, that the more narrowly defined the hot spot is the better. One article, for example, noted that hot spots should be defined in terms of intersections, street corners, and specific street segments. In another study, hot spots of roughly one street block in length were defined. The research on pulling levers has tended to focus on areas where high-risk individuals congregate (e.g., known drug markets) or groups of which high-risk individuals are members (e.g., gangs). Expanding these strategies to focus on deterrence and incentives on other individuals who are likely to commit crimes requires the ability to systematically identify these high-risk individuals.

Problem Solving

The research strongly suggests that problem solving in hot spot areas magnifies the benefits of hot spot initiatives over generalized enforcement approaches. For example, one study found that decreases in crime in hot spots that are a focal point for problem solving are more durable than decreases in crime associated with saturation patrol. In particular, problem solving that incorporates “situational prevention strategies” that consider the physical, organizational, and social environments that make crime possible have been shown to be most effective. These strategies focus on disrupting situational dynamics that allow crime to occur by for example, increasing risks or effort for potential offenders or by reducing the attractiveness of potential targets. Such activities might include securing lots, razing abandoned buildings, or cleaning up graffiti.

Management Discipline

The research also suggests that management discipline will be needed to maximize the benefits of crime reduction initiatives. One study, for example, found that the benefits of directed patrol in a hot spot area follows well-defined patterns. The research indicates that each additional minute of an officer’s time spent in a hot spot increases survival time – that is, the amount of time after officers depart a hot spot before disorderly activity occurs – by 23 percent as long as 10 minutes is spent in the hot spot area. (If ten minutes were spent in the area the residual deterrence benefits were greater than those from an officer simply driving through the hot spot.) After about 15 minutes, however, there were diminishing returns and increased time did not lead to improvements in residual deterrence. To implement a hot spot policing strategy that incorporated directed patrol, therefore, managers and supervisors would need to ensure officers spend at least 10 minutes but not more than 15 minutes in the hot spot area.

Structured Processes

The research also suggests that problem-solving efforts are more likely to be successful when a structured approach is used to develop the effort that involves scanning, analysis, response, and assessment (SARA). One study noted that police agencies typically fail to conduct in-depth problem analysis when undertaking problem solving initiatives but that even shallow problem analysis is helpful.

The need for structured approaches to undertaking problem-solving initiatives is not surprising given the previously noted finding that problem-solving efforts that focus on “situational prevention strategies” are most effective. Other research also suggests that tailoring the approaches and strategies used to support hot spot policing efforts will enhance the effectiveness of these efforts. One study found, for example, that there was typically no direct relationship between disorder arrests and violent crime but that disorder arrests in areas with decreased residential integration was associated with a reduction in violent crime. These findings suggest that while emphasizing misdemeanor arrests in an area is generally not a sound crime reduction strategy, police disorder arrests may have a positive impact in areas characterized by low residential attachment. However, in areas where residential integration is high the affects of order maintenance arrests on violent crime will likely be low.

Communications

Research findings also suggest that effective communications will enhance crime reduction initiatives. In particular, effective approaches to communicating deterrence effects and incentives to high-risk offenders must be established. Existing pulling levers strategies, for example, typically employ direct (and frequent) face-to-face communications approaches that are sometimes supplemented by written communications that lay out the specific consequences associated with law breaking and the resources and support available if no law breaking occurs. One article referred to the deterrence threat as a “form of advertising” the key element of which was a direct and explicit “retail deterrence” message to a relatively small target audience regarding what kind of behavior would provoke a special response and what that response would be.

Community Outreach

Effective community outreach can help build support for and enhance the effectiveness of crime reduction initiatives. The assessment of situational dynamics that are crucial to developing effective problem oriented policing approaches can only be enhanced by working with representatives of the community who best understand the situation(s) being addressed. To the extent that community members can be engaged as partners in addressing these issues the more likely that results will be durable. Furthermore, pulling levers approaches often engage community groups in offering services and support to high-risk offenders.

In addition, community outreach in areas where policing efforts will be intensified can help build support for crime reduction efforts. The concern with hot spots policing and other intensive interventions is that citizens may view the increased police presence and aggressive tactics as unfair, which could damage perceptions of the department’s legitimacy. While limited evidence suggests that citizens living in targeted areas welcome increased police intervention, nonetheless, reaching out to the community to mitigate potential damage to perceptions of the police (and to build overall support for the initiative) appears worthwhile.

RESEARCH ON REDUCING TRAFFIC FATALITIES AND SERIOUS INJURY ACCIDENTS

Research on reducing traffic fatalities and serious injury accidents focuses on the benefits of selective traffic enforcement and using media to support traffic enforcement efforts. Numerous studies have found that selective traffic enforcement efforts that deploy police on routes and locations where problems are known to exist and focus enforcement efforts on violations that cause accidents are effective. One study concluded that “there is little doubt that high levels of police enforcement lead to decreasing numbers of killed and seriously injured road traffic accidents.” Other studies suggest that the impact of enforcement efforts are enhanced when they are supported by media coverage that increases the perceived risks of violating traffic laws by the public.

One study also suggested that deploying traffic enforcement resources using randomized scheduling methods has the potential to enable low levels of police presence to achieve accident reductions. This research suggests that deploying officers randomly at selective enforcement locations has the potential to create the presence needed to reduce accidents. Please note that the research supporting this approach focused on speed enforcement in rural locations.

A2 – IMPLICATIONS OF RESEARCH FINDINGS

These research findings suggest that the approach the department has identified to initiate its proactive policing efforts – the DDACTS program – will provide an excellent foundation on which to build the department’s crime reduction capabilities and to support efforts to reduce accidents. The following key elements of the DDACTS program are consistent with the research findings:

- Partnership and stakeholder participation
- Data collection
- Data analysis
- Strategic operations
- Information sharing and outreach
- Monitoring, evaluation, and adjustment
- Outcomes

In addition, the DDACTS program will allow the department to develop most (but not all) of the capabilities needed to support crime/traffic accident reduction initiatives suggested by the research findings. These capabilities include the following:

- **Analytic capabilities.** A robust analytic capacity will be needed to implement strategies to reduce crime. Hot spots need to be defined at a micro-level, areas in which selective traffic enforcement efforts are warranted will need to be identified,

and high-risk individuals will need to be systematically identified. In addition, systematic assessments of the success of problem oriented policing efforts will be needed. Likewise, analytic approaches to monitoring the implementation of policing approaches (e.g., ensuring directed patrol efforts are adequate but not excessive or reviewing information on the number and types of arrests made) will be needed.

- **Structured planning.** The capacity to develop and implement problem oriented policing consistent with the SARA model (scanning, analysis, response, and assessment) will need to be developed. In particular, competencies in analyzing situational issues that affect crime will be needed. In addition, the ability to develop structured plans to focus deterrence and incentives on high-risk individuals will be needed. Note that if high-risk individuals are identified, automated license plate readers could be used to monitor their entry into the city.
- **Media outreach.** Development of approaches to use media to support crime reduction and accident reduction initiatives is warranted. Research suggests that effective use of media can magnify selective traffic enforcement efforts. Likewise, advertising incentives and deterrence to both individuals and groups who are likely to commit crimes has the potential to support crime reduction efforts.

As the department pursues the DDACTS model care should be taken to distinguish efforts to reduce accidents and efforts to reduce crime. Selective traffic enforcement (supported by media coverage) is the best way to reduce traffic accidents. Traffic enforcement, however, is only one tactic that should be used to reduce crime.¹ Over time the department must build problem-solving capabilities to understand the situational issues that affect crime in a hot spot area and develop the strategies tailored to address those issues.

¹ The DDACTS model in no way suggests that traffic enforcement is the only tactic that should be used to reduce crime. Nonetheless, the fact that DDACTS materials emphasize the correlation between traffic accidents and crime could lead to an excessive emphasis on the use of traffic enforcement to reduce crime. Traffic enforcement aimed at reducing traffic accidents – a worthwhile objective in itself – will likely only reduce crime in areas where both crime and traffic accidents are high. Under such circumstances traffic enforcement will serve both purposes.

APPENDIX B – BENCHMARK RESULTS

APPENDIX B – BENCHMARK RESULTS

This appendix is divided into three sections. The first section summarizes how Berkshire Advisors uses benchmarking data. The second section presents the approach that was used to select the agencies to which the Pearland Police Department (PPD) was compared. The third section presents the comparison data.

A – USING BENCHMARKING DATA

The ultimate decision with regard to the level of service the Pearland Police Department provides should be based on an assessment of community needs and the resources available to support police services. Benchmarking comparisons with other agencies, however, can be useful when making an overall assessment of a particular function or service. In particular, using benchmarking as a diagnostic tool – to understand where efforts to improve should be focused – can be beneficial. Concerns about whether “apples to apples” comparisons are being made are less relevant when the purpose of the benchmarking effort is to make an overall assessment of performance rather than to make detailed recommendations for improvement.

B – APPROACH

Two steps were used to select the benchmark agencies. First, a preliminary list of cities with similar demographics to the City of Pearland was developed. This preliminary list was reviewed by the project’s steering committee and a revised list of potential benchmark departments were identified. A benchmarking questionnaire was then developed and distributed. Six agencies completed and returned a questionnaire (Cary, NC; Cedar Park, TX; League City, TX; McKinney, TX; Olathe, KS; and Sugar Land, TX).

C – COMPARISON DATA

The results of the benchmark findings are presented in seven areas: city demographics; budget; police department staffing; calls-for-service; response times; crime statistics; and miscellaneous information.

CITY DEMOGRAPHICS

The Pearland Police Department (PPD) serves a population that ranks in the middle of the seven benchmark departments and serves the third smallest geographic area.

Police Department	Population Served	Land Area In Square Miles
McKinney, TX	156,767	62.21
<i>Cary, NC</i>	<i>155,227</i>	<i>54.33</i>
Olathe, KS	134,308	61.30
<i>Pearland, TX</i>	112,300	48.39
League City, TX	100,056	53.29
Sugar Land, TX	86,777	32.73
Cedar Park, TX	63,574	25.50
Average (excluding PPD)	116,118	48.27

As compared to the benchmark jurisdictions Pearland has the second largest median family income and the second smallest percentage of individuals below the poverty level. About a quarter of Pearland residents (28.2 percent) speak a language at home other than English, the second highest among the benchmark departments.

City	Median Family Income	Percentage of Individuals Below Poverty Level	Percentage Of Individuals Who Speak A Language At Home Other Than English
Sugar Land, TX	\$104,702	4.2%	42.0%
<i>Pearland, TX</i>	\$92,346	4.5%	28.2%
Cary, NC	\$90,250	6.2%	23.1%
League City, TX	\$89,339	5.0%	27.0%
McKinney, TX	\$81,118	8.9%	19.8%
Cedar Park, TX	\$79,323	6.0%	17.4%
Olathe, KS	\$77,008	8.4%	15.4%
Average (excluding Pearland)	\$86,957	6.45%	22.45%

BUDGET

The percentage of the city's general fund budget that is allocated to the police department is highest in Pearland.

Police Department	Police Department's General Fund Budget	Police Department's General Fund Budget As A Percentage of City's General Fund
Pearland, TX	\$24,995,985	35.0%
Cedar Park, TX (a)	\$12,865,467	30.3%
League City, TX	\$17,899,290	29.0%
Olathe, KS (a) (b)	\$24,647,088	27.0%
McKinney, TX (a) (c)	\$28,172,781	24.0%
Sugar Land, TX (b) (c)	\$20,206,321	24.0%
Cary, NC	\$24,763,737	17.0%
Average (excluding PPD)	\$21,425,781	25.2%

(a) Police department does not provide jail/detention operations.

(b) Police department does not provide communications/dispatch operations.

(c) Police department does not provide animal control services.

In terms of the police department's general fund budget per 1,000 population Pearland has the second largest.

Police Department	Police Department General Fund Budget	Police Department General Fund Budget Per 1,000 Population
Sugar Land, TX (a) (c)	\$20,206,321	\$232,853
Pearland, TX	\$24,995,985	\$222,582
Cedar Park, TX (b)	\$12,865,467	\$202,370
Olathe, KS (a) (b)	\$24,647,088	\$183,512
McKinney, TX (b) (c)	\$28,172,781	\$179,711
League City, TX	\$17,899,290	\$178,893
Cary, NC	\$24,763,737	\$159,532
Average (excluding PPD)	\$21,425,781	\$189,479

(a) Police department does not provide communications/dispatch operations.

(b) Police department does not provide jail/detention operations.

(c) Police department does not provide animal control services.

POLICE DEPARTMENT STAFFING

This section is divided into 11 parts: overall staffing; calls-for-service staffing; discretionary patrol; follow-up investigations; proactive investigations; crime scene investigations; crime analysis; selective traffic enforcement; jail/detention operations; animal control; call-taking and dispatch.

Overall Staffing

Total police department budgeted staffing (budgeted sworn and civilian positions) per 1,000 population is highest in Pearland.

Police Department	Total Number Of Budgeted Sworn Police Department Positions	Total Number Of Budgeted Civilian Police Department Positions	Total Number Of Budgeted Police Department Positions	Total Police Department Positions Per 1,000 Population	Rank
Pearland, TX	163	67	230 (a)	2.05	1
Sugar Land, TX (b) (e)	151	23.5 (d)	174.5	2.01	2
Cedar Park, TX (c)	89	36	125	1.97	3
League City, TX	123	49	172	1.72	4
McKinney, TX (c) (e)	192	51243	1.55	2.62	5
Cary, NC (c)	195 (f)	42.5 (g)	237.5	1.53	6
Olathe, KS (b) (c)	176	28.75 (h)	204.75	1.52	7
Average (excluding PPD)				1.72	

(a) Includes 8 part-time positions.

(b) Police department does not provide communications/dispatch operations.

(c) Police department does not provide jail/detention operations.

(d) Includes .5 part-time position.

(e) Police department does not provide animal control services.

(f) Includes 8 overhires.

(g) Includes 4 overhires.

(h) Includes .75 part-time position.

Of the benchmark police departments Pearland ranks second in the number of sworn positions per 1,000 population.

Police Department	Total Number Of Budgeted Sworn Police Department Positions	Total Sworn Positions Per 1,000 Population	Rank
Sugar Land, TX	151	1.74	1
Pearland, TX	163	1.45	2
Cedar Park, TX	89	1.40	3
Olathe, KS	176	1.31	4
Cary, NC	195	1.26	5
League City, TX	123	1.23	6
McKinney, TX	192	1.22	7
Average (excluding PPD)		1.36	

Calls-For-Service Staffing

The number of PPD officers who respond to calls-for-service as a percentage of the total number of sworn police department staff is the second lowest.

Police Department	Total Number Of Sworn Officers Deployed Who Respond To Calls-For-Service	Total Number Of Sworn Police Department Staff	Percentage Of Sworn Officers Who Respond To Calls Compared To The Total Number Of Budgeted Sworn Staff	Rank
Cary, NC	130	195	66.7%	1
Cedar Park, TX	50	89	56.2%	2
Olathe, KS	93	176	52.8%	3
League City, TX	56	123	45.5%	4
Sugar Land, TX	68	151	45.0%	5
Pearland, TX	71	163	43.6%	6
McKinney, TX	62	192	32.3%	7
Average (excluding PPD)			49.75%	

Pearland ranks fifth in terms of the number of sworn officers who respond to calls-for-service per 1,000 population.

Police Department	Number Of Officers Deployed Who Respond To Calls-For-Service	Officers Who Respond To Calls-For-Service Per 1,000 Population	Rank
Cary, NC	130	0.84	1
Cedar Park, TX	50	0.79	2
Sugar Land, TX	68	0.78	3
Olathe, KS	93	0.69	4
Pearland, TX	71	0.63	5
League City, TX	56	0.56	6
McKinney, TX	61	0.40	7
Average (excluding PPD)		0.65%	

Pearland patrol supervisors oversee fewer patrol officers who respond to calls-for-service than all but two of the benchmark police departments.

Police Department	Number Of Officers Who Respond To Calls-For-Service	Number Of Patrol Sergeants Overseeing Officers Who Respond To Calls-For-Service	Ratio of Officers Who Respond To Calls-For-Service To Patrol Sergeants	Rank
Cedar Park, TX	50	5 (a)	10.00	1
Cary, NC	130	15	8.67	2
Olathe, KS	93	12	7.75	3
League City, TX	56	8	7.00	4
Pearland, TX	71	12 (b)	5.92	5
McKinney, TX	61	12 (c)	5.17	6
Sugar Land, TX	68	15	4.53	7
Average (excluding PPD)			7.19	

(a) Also responsible for administrative duties.

(b) Also responsible for overseeing bike patrol and the chaplain corp.

(c) Also responsible for overseeing field training.

Discretionary Patrol

PPD has fewer sworn officers assigned to discretionary patrol functions¹ than all but three of the benchmark departments.

Police Department	Number Of Officers Assigned To Discretionary Patrol Functions	Number Of Sergeants Overseeing Discretionary Patrol Functions	Additional Functions Overseen By Discretionary Sergeants
McKinney, TX	17	3	Fleet maintenance; field training; SWAT
Sugar Land, TX	11	2	Bait vehicles; crime prevention unit; hot spot policing
Cedar Park, TX	5	2	School Resource Officers; warrants
Pearland, TX	4	1	
League City, TX	3	1	
Cary, NC	3 (a)	0	

¹ These functions might include proactive uniformed and plainclothes street crime initiatives, bike patrol, community policing, or foot patrol.

Police Department	Number Of Officers Assigned To Discretionary Patrol Functions	Number Of Sergeants Overseeing Discretionary Patrol Functions	Additional Functions Overseen By Discretionary Sergeants
Olathe, KS	0	0	

(a) Supervised by Drugs and Vice lieutenant.

The percentage of patrol officers assigned to discretionary patrol is also lower in the PPD than in all but three of the benchmark departments.

Police Department	Total Patrol Officers	Discretionary Patrol Officers	Percentage Of Patrol Officers Assigned To Discretionary Patrol	Rank
McKinney, TX	79	17	21.5%	1
Sugar Land, TX	79	11	13.9%	2
Cedar Park, TX	55	5	9.1%	3
Pearland, TX	75	4	5.3%	4
League City, TX	59	3	5.1%	5
Cary, NC	133	3	2.3%	6
Olathe, KS	93	0	0.0%	7
Average (excluding PPD)			8.65%	

Follow-Up Investigations

PPD ranks in the middle of the benchmark departments in terms of the number of staff responsible for conducting follow-up investigations of reported crime.

Police Department	Number Of Sworn Officers And/Or Detectives Responsible For Conducting Follow-Up Investigations Of Reported Crime (a)	Number Of Civilians Responsible For Conducting Follow-Up Investigations Of Reported Crime (a)	Total Staff Responsible For Conducting Follow-Up Investigations Of Reported Crime (a)	Rank
McKinney, TX	33	2	35	1
Cary, NC	16	0	16	2
Sugar Land, TX	15	0	15	3
Pearland, TX	13	0	13	4
League City, TX	9	1 (b)	10	5

Police Department	Number Of Sworn Officers And/Or Detectives Responsible For Conducting Follow-Up Investigations Of Reported Crime (a)	Number Of Civilians Responsible For Conducting Follow-Up Investigations Of Reported Crime (a)	Total Staff Responsible For Conducting Follow-Up Investigations Of Reported Crime (a)	Rank
Olathe, KS	7	0	7	6
Cedar Park, TX	6	0	6	7
Average (excluding PPD)			14.8	

(a) Reported crimes include homicide, assault, robbery, fraud, burglary, and sexual assault.

(b) This position also supports proactive investigations.

Pearland ranks in the middle of the benchmark departments in terms of the percentage of sworn staff conducting follow-up investigations of reported crimes as a percentage of the total number of sworn staff.

Police Department	Percentage Of Sworn Staff Conducting Follow-Up Investigations Of Reported Crimes (a)	Rank
McKinney, TX	17.19%	1
Sugar Land, TX	9.93%	2
Cary, NC	8.21%	3
Pearland, TX	7.98%	4
League City, TX	7.32%	5
Cedar Park, TX	6.74%	6
Olathe, KS	3.98%	7
Average (excluding PPD)	8.90%	

(a) Reported crimes include homicide, assault, robbery, fraud, burglary, and sexual assault.

PPD ranks third in terms of the number of staff responsible for conducting follow-up investigations of reported crimes per 1,000 population.

Police Department	Total Staff Responsible For Conducting Follow-Up Investigations Of Reported Crimes (a)	Total Staff Responsible For Conducting Follow-Up Investigations Of Reported Crimes Per 1,000 Population (a)	Rank
McKinney, TX	35	0.22	1
Sugar Land, TX	15	0.17	2
Pearland, TX	13	0.12	3

Police Department	Total Staff Responsible For Conducting Follow-Up Investigations Of Reported Crimes (a)	Total Staff Responsible For Conducting Follow-Up Investigations Of Reported Crimes Per 1,000 Population (a)	Rank
Cary, NC	16	0.10	4
League City, TX	10	0.10	5
Cedar Park, TX	6	0.09	6
Olathe, KS	7	0.05	7
Average (excluding PPD)		0.12	

(a) Reported crimes include homicide, assault, robbery, fraud, burglary, and sexual assault.

The ratio of sergeants to staff who conduct follow-up investigations is higher in Pearland than in all but two of the benchmark jurisdictions.

Police Department	Total Staff Responsible For Conducting Follow-Up Investigations Of Reported Crimes (a)	Number Of Sergeants Overseeing Follow-Up Investigations Staff	Ratio Of Sergeants To Staff	Rank
Cary, NC	16	2	8.0	1
McKinney, TX	35	5	7.0	2
Pearland, TX	13	2	6.5	3
Cedar Park, TX	6	1	6.0	4
League City, TX	10	2	5.0	5
Sugar Land, TX	15	4	3.8	6
Olathe, KS	7	2	3.5	7
Average (excluding PPD)			5.5	

(a) Reported crimes include homicide, assault, robbery, fraud, burglary, and sexual assault.

Proactive Investigations

Pearland and Sugar Land have the fewest number of sworn officers and/or detectives primarily responsible for conducting proactive investigations.

Police Department	Number Of Officers And/Or Detectives Primarily Responsible For Conducting Proactive Investigations (a)	Number Of Civilians Who Support Proactive Investigations (a)	Total Staff Who Support Proactive Investigations	Number Of Sergeants Who Oversee Staff Who Conduct Proactive Investigations
Cary, NC	8	0	8	2
League City, TX	6	1 (b)	7	1
McKinney, TX	5	1	6	2
Cedar Park, TX	4	0	4	1
Olathe, KS	3	0	3	1
Pearland, TX	2	0	2	1
Sugar Land, TX	2	0	2	0 (c)
Average (excluding PPD)			5.5	

(a) Includes narcotics and vice investigations.

(b) This position is also assigned to support follow-up investigations.

(c) A regional supervisor oversees staff.

As a percentage of total sworn police department staffing, PPD has the smallest percentage of sworn staff conducting proactive investigations.

Police Department	Percentage Of Sworn Staff Conducting Proactive Investigations (a)	Rank
League City, TX	4.88%	1
Cedar Park, TX	4.49%	2
McKinney, TX	2.60%	3
Olathe, KS	1.70%	4
Cary, NC	1.54%	5
Sugar Land, TX	1.32%	6
Pearland, TX	1.23%	7

(a) Includes narcotics and vice investigations.

Total sworn staff devoted to proactive activities is lower in Pearland than in all but two of the benchmark departments.

Police Department	Number Of Officers And/Or Detectives Supporting Proactive Initiatives (a)	Rank
McKinney, TX	22	1
Sugar Land, TX	13	2
League City, TX	9	3
Cedar Park, TX	9	4
Pearland, TX	8	5
Cary, NC	7	6
Olathe, KS	5	7

(a) Includes discretionary patrol and proactive investigations.

The PPD also ranks fifth in the percentage of sworn staff supporting proactive initiatives and in the number of sworn officers supporting proactive initiatives per 1,000 population.

Police Department	Sworn Officers Supporting Proactive Initiatives As A Percentage Of Total Sworn Staff (a)	Rank	Sworn Officers Supporting Proactive Initiatives Per 1,000 Population	Rank
McKinney, TX	11.5%	1	0.140	3
Cedar Park, TX	10.1%	2	0.124	2
Sugar Land, TX	8.6%	3	0.150	1
League City, TX	7.3%	4	0.090	4
Pearland, TX	4.9%	5	0.071	5
Cary, NC	3.6%	6	0.045	6
Olathe, KS	2.8%	7	0.037	7

(a) Includes discretionary patrol and proactive investigations.

Crime Scene Investigations

The number and mix of staff responsible for processing evidence from crime scenes in the benchmark departments varies. Pearland has the second highest number of crime scene investigators of the benchmark departments.

Police Department	Sworn Crime Scene Investigators	Civilian Crime Scene Investigators	Total Crime Scene Investigators	Rank
Sugar Land, TX	2	2	4	1
Pearland, TX	3	0	3	2
League City, TX	0	2	2	3
McKinney, TX	1	1	2	4
Cedar Park, TX	0	2	2	5
Olathe, KS	1	0	1	6
Cary, NC	0	0	0	7

Crime Analysis

All of the benchmark departments except one (League City) employ civilians to perform crime analysis functions.

- **Pearland, TX:** 1 civilian
- Cary, NC: 2 civilians
- Cedar Park, TX: 1 civilian
- League City, TX: 1 sworn officer
- McKinney, TX: 1 civilian
- Olathe, KS: 2 civilians
- Sugar Land, TX: 1 civilian

Selective Traffic Enforcement

Pearland ranks fifth in terms of the number of selective traffic enforcement officers deployed. The number of traffic officers in Pearland, however, equals the average number in the benchmark jurisdictions.

Police Department	Traffic Officers (a)	Rank
Olathe, KS	12	1
Cary, NC	10	2
Sugar Land, TX	9	3
McKinney, TX	8	4
Pearland, TX	7	5
League City, TX	3	6
Cedar Park, TX	0	7
Average (excluding PPD)	7	

(a) Excludes commercial vehicle enforcement.

Pearland ranks fourth in terms of selective traffic enforcement officers as a percentage of total sworn staffing and fifth in terms of the number of selective traffic enforcement officers per 1,000 population.

Police Department	Traffic Officers As A Percent Of Sworn Staffing (a)	Rank	Traffic Officers Per 1,000 Population	Rank
Olathe, KS	6.8%	1	0.089	1
Sugar Land, TX	5.1%	2	0.064	2
Cary, NC	6.0%	3	0.104	3
Pearland, TX	4.2%	4	0.051	4
McKinney, TX	4.3%	5	0.062	5
League City, TX	2.4%	6	0.030	6
Cedar Park, TX	0.0%	7	0.000	7

(a) Excludes commercial vehicle enforcement.

Jail/Detention Operations

The number and mix of staff varies among the three benchmark police departments responsible for jail/detention operations.

- **Pearland, TX:** 14 civilians, 1 civilian supervisor
- League City, TX: 12 civilians, 4 sworn staff, 4 sworn supervisors
- Sugar Land, TX: 5 civilians, 1 sworn supervisor

Animal Control Operations

Five of the benchmark police departments are responsible for animal control operations.

- **Pearland, TX:** 11 civilians (6 human officers, 1 administrative assistant, 2 full-time shelter attendants, 2 part-time attendants), 1 civilian supervisor/manager
- Cary, NC: 3 civilians, 1 civilian supervisor/manager
- Cedar Park, TX: 3 civilians, 1 civilian supervisor/manager (also responsible for public education)
- League City, TX: 8 civilians, 2 sworn staff, 2 civilian supervisors/managers (also responsible for shelter operations, adoptions)
- Olathe, KS: 4 civilians, 1 civilian supervisor/manager (also responsible for veterinary services)

Call-Taking And Dispatch Operations

The five benchmark departments that provide call-taking and dispatch services use similar approaches. None of the departments assign sworn staff to call-taking and dispatching operations.

Police Department	Call-Taking And Dispatch Provided By The Police Department?	Number Of Budgeted Civilian Call-Taker And Dispatcher Positions	Number Of Budgeted Civilian Manager/ Supervisor Positions	Additional Functions Overseen By Civilian Manager/ Supervisor
Pearland, TX	Yes	19 (includes 5 part-time)	1 supervisor	
Cary, NC	Yes	16	6 (1 manager, 1 assist. manager, 4 shift supervisors)	
Cedar Park, TX	Yes	13	5 (1 manager, 4 supervisors)	
League City, TX	Yes	25 (plus 2 part-time)	1 manager	
McKinney, TX	Yes	23	6 (1 manager, 5 supervisors)	Radio system, division budget, training
Olathe, KS	No			
Sugar Land, TX	No			

CALLS-FOR-SERVICE

Different approaches are used to handle calls-for-service in the benchmark police departments; none the benchmark departments deploy civilian staff to respond in person to calls-for-service; three of the benchmark departments handle calls through on-line reporting (there were 244 on-line reports in Pearland from June 2015 to March 2016, 403 on-line reports in Olathe in 2015, and 46 online reports in Sugar Land in 2015). Only Cary, NC has a unit that handles calls-for-service by telephone. One sworn staff is assigned to this unit.

In 2015, the Pearland Police Department's response time to emergency calls-for-service was fastest among the benchmark departments. (Please note that there may be wide variations in how departments classify call types and in how departments calculate response times.)

Police Department	Average Response Time To Emergency Calls-For-Service (a) (b)	Average Response Time To Non-Emergency Calls-For-Service (a) (b)
Pearland, TX	4:42	Priority 2 = 8:18; Priority 3 = 11:54; Priority 4 = 18:00
Cary, NC	4:48	6:25
Olathe, KS	4:56	Priority 2 = 6:39; Priority 3 = 11:09

Police Department	Average Response Time To Emergency Calls-For-Service (a) (b)	Average Response Time To Non-Emergency Calls-For-Service (a) (b)
Sugar Land, TX	5:05	N/A
League City, TX	5:30	9:16
McKinney, TX	6:10	10:39
Cedar Park, TX	6:42 (c)	9:17 (c)

(a) Times are in minutes and seconds.

(b) Times are from Communications call receipt to officer arrival at scene.

(c) Time is from officer call receipt to officer arrival at scene.

CRIME STATISTICS

Pearland had the second highest number of Part I crimes per 1,000 population of the benchmark jurisdictions.

Jurisdiction	Murder	Rape	Robbery	Aggrav. Assault	Burglary	Larceny	Motor Vehicle Theft	Violent Crime Per 1,000 Population	Rank
Cedar Park, TX	1	46	12	558	131	772	23	24.27	1
Pearland, TX	2	41	45	62	315	1,758	116	20.83	2
League City, TX	3	30	26	39	317	1,421	69	19.04	3
McKinney, TX	2	39	63	130	297	2,251	155	18.73	4
Sugar Land, TX	1	6	41	29	206	1,239	30	17.88	5
Cary, NC	6	15	25	48	342	1,592	64	13.48	6
Olathe, KS	2	33	23	103	181	249	151	12.97	7
Average (excluding Pearland)	2.50	28.17	31.67	151.17	245.67	1,254.00	82.00	17.73	

PPD's average clearance rate of Part I crimes ranks in the middle (fourth). PPD's rape and larceny clearance rates rank second of the benchmark departments providing information.

Police Department	Murder	Rape	Robbery	Aggrav. Assault	Burglary	Larceny	Motor Vehicle Theft	Violent Crime Per 1,000 Population	Rank
Cedar Park, TX								41.86%	1
Olathe, KS	100.0%	84.85%	56.52%	87.38%	16.02%	40.03%	29.14%	40.50%	2
Sugar Land, TX								36.8%	3
Pearland, TX	100.0%	65.9%	37.8%	75.8%	13.0%	34.4%	18.1%	32.48%	4
Cary, NC								31.0%	5
McKinney, TX	100.0%	61.5%	38.0%	77.8%	11.3%	27.7%	42.8%	29.8%	6
League City, TX	100.0%	32.0%	48.0%	66.0%	17.0%	23.0%	21.0%	23.4%	7

MISCELLANEOUS INFORMATION

This section presents information for vehicle replacement; training; data analysis; school resource officers; and promotional years of service.

Vehicle Replacement

All of the benchmark police departments – except Pearland – replace vehicles on a scheduled basis.

- **Pearland, TX:** **No**
- Cary, NC: Yes
- Cedar Park, TX: Yes
- League City, TX: Yes (6 years)
- McKinney, TX: Yes (75,000 miles)
- Olathe, KS: Yes
- Sugar Land, TX: Yes (patrol vehicles every 4 years)

Training

In addition to hands-on training, different types of training are available in the benchmark departments.

- **Pearland, TX:** **Roll call training**
- Cary, NC: On-line training
- Cedar Park, TX: On-line training, roll call training
- League City, TX: On-line training, roll call training
- McKinney, TX: PowerDMS on-line training, roll call training
- Olathe, KS: Roll call training, webinars/on-line training, videos
- Sugar Land, TX: Roll call training, Target Solutions (Web-based)

Data Analysis

The benchmark departments use different types of data analysis programs.

- **Pearland, TX:** **Data Driven Approaches to Crime and Traffic Safety (DDACTS)**
- Cary, NC: Data Driven Approaches to Crime and Traffic Safety (DDACTS)
- Olathe, KS: COMSTAT, CLEARPOINT
- Sugar Land, TX: Beat Accountability

School Resource Officers

All but two of the benchmark departments employ dedicated sworn staff as School Resource Officers (SROs). Only the Olathe, KS department pays the full cost for these officers.

Police Department	Does The Police Department Employ Full-Time Dedicated Staff As SROs?	Number of Dedicated SROs	Percentage Of Total SRO Costs Paid By The Police Department
Pearland, TX	Yes	10	0% (a)
Cary, NC	Yes	10	75%
Cedar Park, TX	Yes	2	25%
McKinney, TX	Yes	12	50%
Olathe, KS	Yes	10	100%
League City, KS	No		0.98%
Sugar Land, TX	No		

(a) During the school year.

Promotional Years Of Service

The years of service required to before being eligible for promotion to sergeant and lieutenant varies widely among the benchmark departments.

Police Department	Length Of Time Officers Must Serve Before Being Eligible For Promotion To Sergeant	Length Of Time Sergeants Must Serve Before Being Eligible For Promotion To Lieutenant
Pearland, TX	2 years	2 years
Cedar Park, TX	2 years	2 years
League City, TX	2 years civil service	2 years
McKinney, TX	4 years	2 years
Olathe, KS	5 years (with Olathe PD)	2 years (with Olathe PD)
Sugar Land, TX	5 years (last 3 with Sugar Land PD)	7 years (last 3 with Sugar Land PD)
Cary, NC	7 to 9 years	2 years

APPENDIX C – BEST PRACTICES FINDINGS

APPENDIX C – BEST PRACTICES FINDINGS

In addition to gathering quantitative comparative data from other jurisdictions,¹ the consultants also gathered information on best practices on issues that are relevant to the Pearland Police Department. Best practices were compiled from three sources: Berkshire Advisors' best practices database, Internet research, and selected interviews with staff from best practice jurisdictions. This appendix summarizes best practice findings in 11 areas: recruiting a diverse workforce; recruiting experienced officers; ensuring unbiased policing practices and policies; ensuring community participation; using public surveillance systems (closed circuit TVs); using kiosks to report and combat crime; using Automated License Plate Readers (ALPRs) to support crime reduction initiatives; implementing Data-Driven Approaches to Crime and Traffic Safety (DDACTS) strategies; using data to enhance performance; funding vehicle replacement; and responding to residential alarms.

RECRUITING A DIVERSE WORKFORCE

Agencies employ a number of strategies to recruit a diverse workforce including:

- Sending recruiters out of state in an effort to widen the applicant pool
- Developing a marketing plan that emphasizes the department's benefits (large vs. small; suburban vs. urban; specialized units; competitive salaries and benefits)
- Implementing an Explorer program (focused on youth who may be interested in a career in law enforcement) and a Cadet program (similar to an internship with the added benefit of automatic entry into the department's police academy upon graduation)
- Recruiting at colleges with criminal justice programs
- Recruiting at military bases²
- Displaying hiring information on billboards, variable message boards, and trailer-mounted arrow boards
- Developing public service announcements (PSAs) for different media formats ('urban' radio stations, community newspapers)

¹ The results of the benchmark comparisons are presented in Appendix A.

² A Bureau of Justice Assistance report (Bureau of Justice Assistance, *Employing Returning Combat Veterans as Law Enforcement Officers Recruitment Strategies*, 2011) recommends designing strategies that focus not only on veterans but their families as well, establishing an e-mail link so an agency officer with military experience can respond to questions from interested veterans, developing a relationship with a military base's transition office or career center, inviting a health care professional to educate department staff on veterans' health concerns, and ensuring department staff familiarity with available rehabilitation and outreach services for veterans.

- Devising recruiting strategies that take into account the characteristics of a younger workforce
- Offer – and highlight - incentives that are attractive to the targeted group³

Los Angeles Police Department

In an effort to help recruit female officers the Los Angeles, CA Police Department offers a crime academy trainee program consisting of physical training, psychological preparation, formation and drill procedures, and academic instruction. Trainees usually spend five weeks in the program and receive a monthly salary. After being hired the officers have access to a women's coordinator for addressing complaints involving gender discrimination and a hostile work environment, and sexual harassment counseling. LAPD has also partnered with staff at five local colleges who facilitate workshops for applicants who may have questions about the department. To help expedite the hiring process the entrance exam is given immediately following the workshop.

Phoenix Police Department

The Phoenix, AZ Police Department's recruiting website contains testimonials from female employees presenting their personal experiences, the benefits of a law enforcement career, and issues specific to women. The department also offers financial incentives for rent and utilities for officers who voluntarily live in crime-free multi-housing apartments.

Las Vegas Metropolitan Police Department

The Las Vegas, NV Metropolitan Police Department's Hispanic recruitment council (officers, business representatives, and community leaders) helps educate Hispanic youth about potential law enforcement careers and prepares them for a possible career at LVMPD. An internship program was established for current college students who are approved by their school to obtain college credits by completing the required LVMPD work hours and meeting any other requirements. Interns are assigned to various department functions including missing persons, criminalistics, abuse and neglect, property crimes, and patrol and their progress is monitored by the office of human resources and may be periodically reported to the intern's college.

San Francisco Police Department

The San Francisco, CA Police Department deploys a dedicated team of recruitment officers that reaches out to specific demographic groups (African-American; Asian-American; Latino; Gay, Lesbian, and Transgender).

³ For example, information about benefits packages focusing on retirement and life insurance might be emphasized for lateral transfers while information on tuition reimbursement and promotional opportunities might be emphasized for new recruits.

Ottawa Police Service

The Ottawa, ON Police Service launched an outreach recruitment program to help it better reflect the more than 60 cultural communities it serves. Over a three month period, community representatives, under an oath of secrecy, reviewed recruiting questions, scoring, and practices for potential barriers to immigrants and, as a result, the Service revised its recruitment, testing, and training practices. Marketing strategies for attracting potential recruits were revamped and immigrant candidates are encouraged to take an English as a Second Language course, sponsored by the Service, while also preparing for other testing components. Since 2004, almost half the ESL course graduates have applied to the Ottawa Police Service and/or the Ontario Provincial Police.

Anne Arundel County Police Department

During a four-year period the Anne Arundel County, MD Police Department decided to focus more on community-oriented events and expansive recruitment activities, resulting in progressively better minority participation. The number of minority applicants increased from 13 percent in 2011, to 17 percent in 2012, to 25 percent in 2013. In addition African-Americans make up almost 10 percent of the department (from 7 percent two years ago), the department's first African-American deputy chief was appointed, the first female African-American reached the rank of major, and a recent academy class included 6 females (out of 18 graduates).

Bridgeport Police Department

The Bridgeport, CT police chief asked officers to submit the name of one minority and/or woman with the potential to be hired as a police officer. In addition, the mayor and police department staff are collaborating with the Guardians and Hispanic Officers Society to better inform minority populations about career opportunities in the department and holding wide ranging recruitment drives across the city, which include visiting churches, attending parades, collaborating with local community organizations, and attending concerts. In the latest 2015 hiring class 61 percent were minorities, women, and city residents.

St. Louis Police Department

In 2014, the St. Louis, MO Police Department expanded its recruitment program (piloted by the Black Police Officers Association) intended to increase diversity in the entire public safety department (police, fire, corrections, and park rangers). Members of the Ethical Society of Police recruited and mentored young black men and offered support that included a 10-week class on the basics of police work and help with the police application. The \$50,000 program was funded from the city's Proposition S public safety fund. The expanded program was designed to fit in with police department recruiting trips to the University of Arkansas-Pine Bluff (a historically black institution that draws a large portion of its student population from the St. Louis area). As a result of the expanded efforts minorities comprise 34 percent of the police department (they comprise 54 percent of the city's population).

Houston Police Department

In 2015, Houston, TX offered each cadet \$2,500 within 30 days after starting the academy and \$2,500 upon graduation from the academy.

King County Sheriff's Department

The King County, WA Sheriff's Department offered a week's paid vacation for recruiting a deputy who successfully completed the academy and field training program.

Austin Police Department

The Austin, TX Police Department grants a free day off to any officer who encourages someone to apply if that person eventually starts the academy. Austin PD also established a prior-use drug policy that revolves around the experimental versus the habitual user. Rather than disqualifying an individual for prior drug use, the department tries to distinguish between the person who has used marijuana or other drugs on several occasions as opposed to a person who has regularly used drugs over an extended period of time.

Lubbock Police Department

The Lubbock, TX Police Department reviews credit/financial issue cases on a case-by-case basis (after this practice was put implemented, four applicants were able to provide acceptable explanations and were not eliminated from the selection process) and is willing to work with candidates before they apply (or after they've been denied) to tell them what they need to do to improve their hiring chances. In several cases applicants with credit issues were hired the second time around.

Charlotte-Mecklenburg Police Department

The Charlotte-Mecklenburg, NC Police Department entered into a formal partnership agreement with the U.S. Army that allows the police department's recruiters to visit Army bases to identify recruits, who do not need to apply through the normal process. A full-time retired police captain travels to military bases throughout the eastern and southern United States with applications and testing materials for prospective candidates. More than 65 trips to military installations have been made to recruit and test potential employees and more than 50 percent of all new CMPD employees are recruited through this partnership. CMPD is a certified Veterans' Administration Vocational Institute that allows veterans to apply for benefits through the VA to augment their base salary while in training.

Metropolitan Police Department Of The District Of Columbia

The Metropolitan Police Department widened its recruitment pool via the military transition assistance program. Recruiting efforts have also been extended to qualified family members of active duty military personnel.

Detroit Police Department

The Detroit, MI Police Department expanded its recruiting ambassador program to involve community members. What was originally an internal initiative to provide officers with the opportunity to identify potential candidates for the department became an opportunity for community members to do the same. To encourage community members to become ambassadors, the department conducts weekly informational meetings with various groups and each ambassador is given referral cards so that the department can track individual recruitment success. The department also holds a recognition ceremony at the end of each recruiting cycle to identify the ambassadors who have provided the department with the greatest number of successful recruits.

Sacramento Police Department

The Sacramento, CA's police community recruiter program was established to identify and train community members to become police recruiters. Community recruiters were provided training in recruit testing, qualifications and the background check process, and the academy. In addition, each community recruiter was assigned to a police department recruiter who provided assistance with presentations, meetings, and helped with the overall recruiting process.

What To Watch For When Recruiting A Diverse Workforce

The best practice review suggests the department should watch out for a number of issues as it works to recruit a diverse workforce:

- Lowering standards in an effort to satisfy recruitment goals
- Recruiting that focuses on the “traditional” groups of people in the “traditional” geographic locations
- Hiring hastily and not waiting for results of background, psychological, and polygraph tests
- Failing to take steps to ensure candidates who join the department will be welcomed and comfortable

RECRUITING EXPERIENCED OFFICERS

Various approaches have been implemented to recruit experienced officers.

San Francisco Police Department

San Francisco, CA Police Department's lateral program is an abbreviated 8-week academy (the regular academy is 32 weeks). A \$5,000 signing bonus is given upon completion of the field training program. Retirement reciprocity is available for transfers from selected law enforcement agencies. In 2014 the department held two lateral transfer academy classes resulting in the hire of approximately 40 officers.

Lake Havasu City Police Department

The Lake Havasu City, AZ Police Department recently offered an expedited program for former military police. Rather than going through the entire academy, the 8-week course gives military officers the chance to use the training and experience they obtained in the military to become certified law enforcement officers. The program is open to individuals who have previously attended formal military law enforcement training and have also performed qualifying military police related duties in excess of 2,080 hours. The program allows candidates to earn 15 college semester hours towards an associate's degree through the local community college.

Charlotte-Mecklenburg Police Department

The Charlotte-Mecklenburg, NC Police Department offers a lateral transfer program for specially qualified applicants who are currently employed with a sworn government law enforcement agency and have a minimum of two (years (no break in service) full-time service, with their current agency. Non-sworn, part-time, and previous experience (outside of current agency) is not considered. Non-qualifying experience (e.g., federal law enforcement, corrections officer, probation officer, park ranger, security officer, detention officer, jailer) as determined by the department, is not considered. Qualifying departments must be comparable to CMPD in size and duties. (For instance, an agency whose sole duty is to run a jail or serve warrants is not considered comparable to CMPD.) The program has recently been extended to the Highway Patrol and State troopers.

Los Angeles Police Department

The Los Angeles, CA Police Department offers two hiring tracks for lateral transfers. An in-state lateral transfer is assigned to the academy for one to three weeks to complete classes in administrative tasks, equipment issue, handgun refresher and qualification, and decision-making. An out-of-state lateral transfer is hired as a recruit (at recruit pay) and attends a training program at the academy for one to six weeks to complete the lateral waiver testing process as well as classes in administrative tasks, equipment issue, handgun refresher and qualification, and decision-making.

Seattle Police Department

In addition to its lateral entry program, the Seattle, WA Police Department has implemented an exceptional entry candidate program for sworn officers, deputy sheriffs, tribal officers, and state troopers who possess full police powers and duties and who work full time for another police agency, but have worked there fewer than 24 of the last 36 months. Candidates must meet the minimum hiring standards for all police officers but can skip the basic law enforcement academy and instead attend a much shorter Washington State Criminal Justice Training Commission (CJTC) equivalency academy. Individuals are evaluated on a case-by-case basis and the police department retains the right to send a candidate to the CJTC basic law enforcement academy and reclassify the candidate as an entry level police officer if it is determined that the candidate's existing training is not comparable. Beginning pay is comparable with previous years of service.

Mesa Police Department

Applicants for Mesa, AZ's out-of-state lateral program must have at least two years of full-time experience as a peace officer in another state during the past three years, with at least one year spent in patrol (not including training or administrative assignments). Salary ranges are from 10 months to 4 years experience, 4 to 5 years experience, 5 to 6 years experience, 6 to 7 years experience, and more than 7 years of experience. After probation, lateral officers may use 50 percent of their former police agency time towards Mesa's three-year patrol requirement and may use 50 percent of their former police agency time towards the three-year requirement for specialty assignments.

Denver Police Department

Qualifications for applying to Denver, CO Police Department's experienced officer program are possession of a current Colorado Peace Officer Standards and Training (POST) certification or state equivalent; not currently under internal affairs investigation for any reason; current full-time employment as a state certified law enforcement officer by a state, county, municipal police, or sheriff's department (or laid-off or retired within the last 12 months from a full time, state certified law enforcement position and have been in good standing at the time of lay-off or retirement); and a minimum of three years of law enforcement experience performing calls-for-service or street duty patrol while employed full-time. Experience that is not accepted includes deputy/officer employed in a jail/prison setting; full service employment in a university setting; volunteer reserve police officer; military police officer; District Attorney investigator; employment on a part-time basis; or time spent in a training academy.

ENSURING UNBIASED POLICING PRACTICES AND POLICIES

Texas Police Chief's Association

The Texas Police Chiefs Association's best practices program has identified five key recommendations for ensuring unbiased policies and practices:

- Make sure that practices and policies are founded on local, state, and federal mandates, constitutional rights, and statutory authorities and that staff are trained and understand the department's legal obligations under these mandates (and the penalties for failing to comply)
- Make sure that practices and policies are delineated for issues that may need to be addressed when interacting with specific groups⁴

⁴ For example five of the association's sample policies include classifying, searching, transporting, and housing transgender, intersex, and gender nonconforming individuals; stopping, detaining, and arresting based on ethnicity, race, or gender; communicating with the deaf or hard of hearing; protecting an emotionally or mentally unstable person from harming themselves, others, or property; and assisting the developmentally disabled.

- Make sure that the policy's language is as strong and unambiguous as possible, for instance "Officers **are prohibited** from engaging in bias-based profiling or stopping;" "Investigative detentions, traffic stops, arrests, searches, and property seizures by officers **will be based on**;" "Race/ethnicity **can never be used** as the sole basis for probable cause or reasonable suspicion"
- Make sure the role of supervisors is well-defined⁵
- Make sure detailed records are kept and made available to stakeholders (e.g. documentation on the number of traffic stops, resolution of citizen complaints, use of force incidents by officer or geographic area)

Seattle Police Department

As a result of a July 2012 consent decree the Seattle, WA Police Department has rewritten its policy relating to officer contacts with citizens and bias-free policing. The revised policy includes several detailed subsections:

- "All Employees Share Responsibility for Preventing Bias-Based Policing" – employees who have observed or are aware of others who have engaged in bias-based policing shall specifically report such incidents to a supervisor
- "Employees Will Call a Supervisor in Response to Complaints" – if a person complains of bias-based policing, the employee shall call a supervisor to the scene to review the circumstances and determine an appropriate course of action
- "Employees Will Document All Allegations of Bias-Based Policing" – where there has been a complaint of bias-based policing, the employee will complete a general offense report to document the circumstances of the complaint and the steps that were taken to resolve it
- "Disparate Impacts" – to identify and address issues of disparate impact (that is, long term impacts of historical inequality and institutional bias that could result in disproportionate enforcement), the department will use periodic analysis of data and will consult as appropriate with neighborhood, business, and community groups, to explore equally effective alternative practices that would result in less disproportionate impacts

As part of its bias-free policing instructional model, Seattle officers completed a four-hour interactive training program that incorporated:

- Materials from the fair and impartial policing training program developed by law enforcement leaders, criminologists, social scientists, and community representatives in partnership with the Department of Justice's Community Oriented Policing Services

⁵ For instance, identifying and correcting instances of bias in the work of their subordinates, continually reinforcing the ethic of impartial enforcement of the laws, and ensuring that all enforcement actions are duly documented per departmental policy.

- Materials from the implicit bias task force of the American Bar Association's section of litigation
- E-learning materials on unconscious bias by the Association of American Medical Colleges
- Washington State Criminal Justice Training Commission's Listen and Explain with Equity and Dignity principles (as a practical way for officers to understand and apply the concept of justice based policing as well as reinforce and define the behaviors and practices that make it "real" in the street)
- Training materials from the Seattle Office for Civil Rights
- Applied social science and legal research

In addition officers had the opportunity to discuss their specific citizen encounters and community members had the opportunity to speak directly to the officers.

New Orleans Police Department

As a result of a 2012 consent decree the New Orleans, LA Police Department agreed to assess all programs, initiatives, and activities to ensure that none are applied or administered in a manner that discriminates. The assessment includes clear guidance on prohibited conduct; misconduct complaints; use of force; motor vehicle and pedestrian stops, and arrests; operation plans; deployment tactics; community concerns; and after-action reports and other documentation.

Two bias-free policing training sessions were held with command staff and a separate train the trainer session was also held. In addition all officers received – and will continue to receive – four hours of annual training based on changes in the state or federal law, or police department policy. The training includes policing practices, methods, and strategies that rely on non-discriminatory factors; community perspectives; constitutional and other legal requirements; instruction in the data collection protocols (required by the consent decree); the impact of arbitrary classification; and stereotyping and implicit bias. The department also agreed to incorporate bias-free policing into its hiring, promotion, and performance assessment processes including giving significant weight to an employee's history of sustained bias-related violations.

Orange County Bias-Free Policing Coalition

To help mitigate racially biased policing the Orange County, NC's bias-free policing coalition (which includes attorneys, advocates, and citizens) made numerous recommendations to four law enforcement agencies within the county:

- Identify existing policies that result in disproportionate policing and change these policies to mitigate the impact of race
- Adopt written policies explicitly prohibiting racial profiling
- Conduct periodic reviews of stop, search, and arrest data

- Require mandatory use of written consent-to-search forms
- Prohibit vehicle stops and requests to search based solely on a subject's "nervousness," "presence in a high crime neighborhood," or "prior criminal record"
- Designate marijuana as a low law enforcement priority
- Mandate quarterly race reports to the council/commission
- Mandate racial equity training for all officers and deputies
- Increase citizen involvement in decision making

Things To Watch For To Help Ensure Unbiased Policing Practices And Policies

The best practice findings suggest several things to watch for when working to ensure unbiased policing practices and policies:

- Implementing policies that use ambiguous language and that don't provide clear guidance and instruction
- Implementing well-intentioned policing practices that don't produce constructive results and that are not carefully monitored or revised
- Focusing only on the actions of officers on the street and not systemic solutions (e.g., designing recruiting tools to screen out bigoted candidates, including cultural sensitivity training on an ongoing basis)
- Improperly or narrowly interpreting data (e.g., not normalizing data to put it in context)

ENSURING COMMUNITY PARTICIPATION

Successful community participation should be viewed as a partnership with a primary goal being forging collaborative partnerships between the police department and various segments of the community. The community needs to be invested in the process as well as the outcomes as citizens are less likely to become involved if they feel they are just attending a meeting to hear about crime statistics and what the department is doing rather than a working session where they are active participants and have specific responsibilities that contribute to the meeting's success. The focus should be on what community members can do to help the police, themselves, and each other; how they can provide input on tangible solutions to neighborhood crime; and how to interact with department staff on a regular basis. The department should also provide feedback (statistical and anecdotal) on the successes of various initiatives that the community has recommended, as stakeholders are more likely to remain involved when they see that what they are doing is valued and making a difference.

Richmond Police Department

Richmond, VA established demographic-specific citizen academies (Asian, Hispanic, faith-based) to foster collaboration not only with the police department but also within the groups where there may be common concerns and perspectives. The department's community, youth, and intervention services unit focuses on improving the quality of life in targeted neighborhoods by using Crime Prevention through Environmental Design (CPTED), surveys to promote prevention, and creative methods such as tailored, interactive mock scenarios. The Clergy for a Safe Neighborhood develops crime reduction strategies and strategies to respond to crisis situations in conjunction with the city's faith-based organizations.

Seattle Police Department

In Seattle, WA police officer liaisons (and one designated command staff) are assigned to citizen demographic advisory councils to educate the community, break down negative perceptions, collaboratively identify and recommend solutions to problems, and respond to crisis situations in their respective precincts.

Las Vegas Metropolitan Police Department

The Las Vegas, NV Police Department has established a Hispanic-American resource team through which community members and officers partner on multicultural advisory councils.

Metropolitan Police Department Of The District Of Columbia

Washington, DC's Partnership for Problem-Solving provides problem-solving training for officers, community volunteers, and non-profit representatives as a cohesive group; the language access program provides assistance to citizens with limited English proficiency; and the gay and lesbian liaison unit is staffed by openly gay and lesbian department employees who serve as community mentors and peer counselors, provide training and education to members of the community and the police department, and provide 24-hour investigative support and assistance.

Phoenix Police Department

The Phoenix, AZ Police Department's community response squad's primary responsibility is to maintain an on-going working relationship with the city's diverse communities by facilitating citizen advisory boards. Each advisory board (African-American, Arab, cross-disability, faith-based, refugee, Jewish, Muslim, Asian, LGBT, and Hispanic) has an assigned liaison and it is the responsibility of board members to encourage community participation and to act as a conduit of information.

Lincoln Police Department

The Lincoln, NE Police Department collaboratively involves citizens in its operations through a variety of means:

- Area commanders meet routinely with members of the public to solicit input and feedback and to collaborate on planning crime prevention initiatives
- Each patrol team captain is assigned a citizen advisory council to facilitate communication between the team members and the community, and to assist the team in its decision making such as establishing priorities and devising strategies
- Many internal committees include public participation and policy decisions typically involve opportunities for input from citizens
- Promotional boards include citizens
- The department accepts and encourages citizens to review and comment on its performance

Chicago Police Department

The Chicago, IL Police Department's beat community meetings are hosted by the department and conducted by a resident beat facilitator (a designated community leader) and a beat officer. The meetings, which are held at least quarterly, give beat residents and the police opportunities to exchange information about conditions in the neighborhood; develop strategies to combat problems; and provide an opportunity for the police and the community to get to interact positively. Beat community meetings include community stakeholders; residents; business owners; representatives from local schools, churches, and neighborhood organizations; officers representing all three watches; and a patrol sergeant.

Every beat community meeting follows an agenda that covers:

- Welcoming and introducing participants
- Feedback on progress made since the last meeting
- Discussion on whether the current problem-solving strategies seem to be working, whether they need to be modified, or whether the problem seems to have been sufficiently reduced or eliminated to justify moving on to new problems
- Discussion of current crime conditions and new problems and determining whether any newly identified problem is significant enough to be added to the beat plan (which is a form used by the team to keep track of problem-solving activities)
- Development of strategies and coordination of responsibilities
- Schedule of working groups for ongoing problem solving
- Next meeting date, time, and place

Things To Watch For When Trying To Ensure Community Participation

The department should watch out for a number of things when working to ensuring productive community participation:

- Having meetings just for the sake of meeting
- Not using citizen feedback to understand and address why participation is lax
- Scheduling random, ad hoc meetings that focus on single issues rather than issues that are part of a comprehensive plan
- Not publicizing and educating the community on programs and initiatives

USING PUBLIC SURVEILLANCE SYSTEMS (CLOSED CIRCUIT TV)

Several factors need to be considered before installing public surveillance systems/CCTVs:

- Expected outcomes need to be reasonable and clearly defined
- The use of public surveillance systems may not be viewed as successful if the focus is only to prevent crime and not also to solve crime
- Cameras should be strategically placed, flexible, and easy to re-locate
- Cameras should be placed to cover small, well-defined areas
- Cameras should minimally overlap with other cameras (e.g., from convenience stores or gas stations)
- Cameras should be moved to other locations based on analysis and need
- Pictures need to be of good-quality
- Staff need to be well-trained in preparing tapes as evidence in court, comparing enhanced video images with the original image, highlighting subjects for maximum focus and visibility, and surveying crime scenes to identify additional video sources
- Cameras should be integrated, if possible, with other department technology, e.g., inmate monitoring

Chicago Police Department

In Chicago, IL surveillance cameras are monitored by office of emergency management communications operators. If a call-for-service is received within a designated camera matrix area, operators can instantly view the image for real-time criminal activity and officers are dispatched immediately. Cameras (which are small and light-weight for quick and flexible mobility, have zoom and night vision capability, and can rotate 360 degrees) are also monitored for suspicious activity and officers may be dispatched to the scene to prevent incidents from occurring. A 2012 study revealed an average monthly

reduction of 33 drug-related crimes, 3 robberies, and 6 violent crimes in the 6 to 11 months after camera installation in an area of the city being evaluated. (A second area of the city showed a much smaller reduction in crime although this area had fewer cameras and only a few were monitored in real time.) Cameras are also being linked into a single network to the schools, fire department, and the department of transportation. Cameras were already installed at the city auto pound to reduce crimes relating to the safety of employees and citizens retrieving their vehicles.

Cincinnati Police Department

In Cincinnati, OH cameras are placed in crime hot spots, the business district, and targeted residential neighborhoods. Trained community volunteers assist police officers in monitoring the cameras and camera monitors immediately broadcast violent or serious activity over the radio and suspicious activity is reported to the department's communications section for dispatch. Tapes are recorded over the Internet and stored for 90 days.

Baltimore Police Department

Baltimore, MD installed cameras in its downtown area and in select neighborhoods identified as high-crime areas. The cameras are monitored around-the-clock by a team of trained retired police officers who are located at a centralized monitoring facility. In addition officers use the cameras for special events, routine patrol activities, and undercover investigations. In one area there was a 15 percent decrease in all aggregated crime following camera installation and in the second area total crime declined by nearly 35 percent. In the third area, however, there was no statistically significant reduction in crime.

Metropolitan Police Department of the District of Columbia

The Washington, DC CCTV initiative was expanded (from downtown, major events, and use during periods of heightened alerts) to include select neighborhoods based on calls-for-service data, recommendations from neighborhood groups, and hot spots data. Comprehensive policies and procedures are in place and the office of professional responsibility conducts quarterly audits to ensure compliance. Cameras are monitored in real-time only if criminal activity is reported in the area and are linked to video feeds from department of transportation traffic cameras. Tapes are kept for 10 days unless needed for evidence or training. To address privacy and profiling issues, cameras do not have face recognition or audio capabilities and individuals are not tracked.

The results of a four-year study revealed that cameras alone did not appear to have an impact on crime, as the declines in the test areas were basically the same as in the non-camera comparison areas. Rather than focusing on crime reduction, camera videos are being used more successfully to investigate crimes (e.g., showing a suspect's getaway or disproving an alibi).

Things To Watch For When Using Public Surveillance Systems

When considering public surveillance systems a number of factors should be considered:

- Infringing on citizens' first amendment rights
- Not informing the community about the expected benefits of CCTVs and providing assurance that the cameras will not be used for racial profiling or to target specific groups or individuals or for purposes of "mission creep"⁶
- Measuring success in limited terms (cameras may be used to increase perceptions of safety among citizens; enhance criminal justice system efficiency by alerting police of crimes and potentially dangerous situations as they occur; document criminal activity and identify perpetrators and witnesses; aid in investigations and prosecutions; increase police and prosecutorial efficiency; and benefit crime victims whose cases are able to be closed through the use of video evidence)⁷
- Crime displacement – data should be carefully tracked and cameras relocated if camera effectiveness lessens
- Not measuring the full cost of the cameras against the crime reduction/prevention savings⁸

USING KIOSKS TO REPORT AND COMBAT CRIME

As a way of providing an additional level of service to the community, jurisdictions have installed public access, multimedia kiosks.

Marion County Sheriff's Department

In 2014 Marion County, FL made it easier for citizens to recognize people being sought by the police by installing video kiosks that display suspect photographs, information, and alerts. The kiosks are hooked up to computers in the sheriff's department and crime analysts upload information instantly. The kiosks cost about \$3,000 each (including upkeep costs for data and licensing charges) and are located in high-traffic businesses such as fast-food restaurants and convenience stores. In addition, the county's six Wal-Mart stores have two kiosks each.

According to a 2015 press release, of the 288 wanted subjects who have appeared on the kiosks since they were first installed, 162 (56 percent) of these subjects have been taken into custody and approximately 94 percent of the featured missing persons, including missing children and missing or endangered adults, were eventually located.

⁶ "Mission creep" is a term used to signify that as cameras become more ubiquitous, government agencies will be able to use this data to keep tabs on where everybody is all the time.

⁷ *Evaluating the Use of Public Surveillance Cameras*, Washington D.C. Urban Institute, 2011.

⁸ Camera costs include initial costs (purchase, installation, system set-up, training) as well as recurring costs (maintenance, repairs, and staff salaries). Crime prevention savings are those expenditures that are not incurred if a crime is prevented (e.g., reductions in the use of law enforcement, court, and corrections resources used to investigate, prosecute, and supervise offenders whose crimes were prevented).

Escambia County Sheriff's Office

In 2015 the Escambia County, FL Sheriff's Office installed seven kiosks around the county including the Sheriff's Office administration building, the courthouse, and several local businesses. The kiosks are used to highlight violent or repeat offenders and in some cases tips have come in within minutes of uploading the fugitive's images. Since the program started overall tips have increased by 60 percent and at one point resulted in 10 captures within a two-week period.

Kissimmee Police Department

The Kissimmee, FL Police Department continually moves its kiosks around the city when they spot a trend. For instance, after a recent rash of drop-box burglaries, the kiosks were moved to apartment communities. Money seized from criminal activity helped pay for the machines.

Santa Rosa County Sheriff's Office

Earlier this year the Santa Rosa County, FL Sheriff's Office installed three kiosks in community gathering places throughout the county. Each kiosk can show localized data (e.g., jurisdiction-specific information) and information can be shared between locations or agencies. The machines have a quick response barcode that citizens can scan to send a tip directly to Crime Stoppers and are paid for from crime-prevention funds (e.g. courthouse fines). The county is also asking citizens to become kiosk sponsors.

La Habra Police Department

The La Habra, CA Police Department offers on-line reporting during business hours via a kiosk located in the department's front lobby that can be used for reporting: crimes where no suspect information is known and the offense occurred within the city's boundaries; annoying phone calls; identity theft; lost property; thefts; unlawful use of a credit card; vandalism; and vehicle tampering.

Shawnee Police Department

To make it easier for citizens to obtain services, the Shawnee, KS Police Department has installed an "E-Desk" kiosk that is available to citizens 24 hours a day, 7 days a week. The kiosk is located in the lobby of the justice center and gives residents the ability to access a wide variety of services, including: requesting a police record or property watch; providing a tip on a crime; completing an on-line police report; paying a traffic citation; and obtaining various police forms.

USING AUTOMATED LICENSE PLATE READERS (ALPRs) TO SUPPORT CRIME REDUCTION INITIATIVES

According to a 2014 study by the Rand Corporation,⁹ ALPRs are being used to recover stolen cars and stolen license plates; apprehend fugitives; locate vehicles observed at crime scenes; monitor known criminals; monitor gang members; “boot” parking scofflaws; identify out-of-state vehicles that need to be registered locally; identify people on federal terrorism watch lists; find missing persons; and solve hit-and-run accidents.

Tiburon Police Department

Tiburon, CA started using ALPR technology to help combat the number of crimes being perpetuated by non-town residents and saw a 34 percent reduction in one year (about which 60 percent was credited to the ALPRs). The cameras, which are mounted on the town’s entry and exit points, record the vehicle’s license plate, cross references it against a police department database hot list of wanted vehicles, stolen cars, and criminal suspects, and when there’s a match sends an automated alert directly to officers’ in-car computers. An alert is also sent to the Sheriff’s communications center staff who dispatch a patrol car to “tail” the identified car. Data is deleted after 30 days.

Ocean City Police Department

Believing it can help halt some of the drugs coming in to Maryland’s Eastern Shore, Ocean City, MD uses ALPR units to check the license plates of cars coming into the city, primarily from Delaware. The information, which is collected from mobile LPR fixed units and units mounted in patrol cars, is put into a statewide database that matches plate numbers against information on wanted persons, protection orders, missing persons, gang members, and known or suspected terrorists.

Redlands Police Department

Redlands, CA uses ALPR technology to identify stolen or wanted vehicles and stolen license plates; locate missing persons; gather information related to active warrants; to recover stolen property; and for suspect interdiction.

To help ensure appropriate use a recently revised ALPR policy includes:

- The title of the current designee overseeing ALPR operations
- A description of the job title or other designation of the police department members and independent contractors who are authorized to use or access the system or to collect information
- Training requirements for authorized users
- A description of how the system will be monitored to ensure security of the information and compliance with applicable privacy laws

⁹ License Plate Readers for Law Enforcement, Opportunities and Obstacles, 2014.

- Procedures for system operators to maintain records of access in compliance with civil codes
- Data retention and destruction
- Ensuring the policy and related procedures are conspicuously posted on the department's website

Tennessee Highway Patrol

The Tennessee Highway Patrol uses ALPRs to scan passing and parked cars and sends an alert only if the license plate is flagged (that is, if it is in a database of vehicles wanted for a specific reason. If the plate is not in one of the databases, the officer never sees it.) A camera also takes a color picture of the vehicle so if an alert is received it's known which vehicle the plate was attached to (eliminating the problem of a stolen plate not being attached to the correct car).

Monrovia Police Department

In Monrovia, CA ALPRs scan license plate numbers of vehicles passing patrol cars and cars patrol vehicles pass and signals an alert if a stolen vehicle or one wanted in regard to an ongoing investigation is identified.

Sugar Land Police Department

As part of its expanded crime prevention camera project, Sugar Land, TX uses a network of license plate recognition cameras tied in to its surveillance camera locations. The cameras (installed in patrol vehicles, entrances and exits to the city, and public parks) scan and capture images of license plates stored in a searchable databank that notifies officers of stolen vehicles, Amber alerts, and wanted felons. With the exception of emergency situations or special circumstances, there is no live monitoring of the system. Camera records are retained for 30 days unless they are part of a criminal investigation. In addition the department is in the process of compiling a report for the city council that will detail how the cameras have been used to capture suspects and solve crimes.

New York City Police Department

As part of its domain awareness system, the NYPD combines its ALPRs with feeds from surveillance cameras, 911 calls, gunshot and radiation detectors, and criminal databases. In addition the department has a contract with a private vendor that expands the department's reach by providing access to real-time and historical license plate records from around the country. The database (which is populated by privately operated license plate readers installed in strip malls, apartment complexes, on residential streets, and in office parks) and scanners mounted to scout vehicles, gives the NYPD the capability to monitor someone's movements from an area in New York to the west coast.

To help address issues of privacy and constitutional rights the contractor cannot see NYPD's side of the database and does not have knowledge of how the information is used. In addition, NYPD management can create custom permissions so that patrol

officers can only look at recent data, while homicide detectives on cold cases can look much further back in time.

Things To Watch For When Using Automated License Plate Readers To Support Crime Reduction Initiatives

A number of factors should be considered when considering using automated license plate readers:

- Not developing and enforcing effective policies
- Making sure ALPR policies¹⁰ include: definition of strategic objectives; training requirements; deployment options; operating procedures; hot list management; proper use and maintenance of the technology; and data collection, retention, sharing, and access to information
- The system causing a big information overload for officers because data can cause an excessive hit rate
- Limited storage space for information
- Developing non-specific memoranda of understanding between agencies¹¹
- Using the information in ways for which it is not intended or specified¹²
- The inability of vendors to maintain technology (i.e., readers get worn out and cannot be repaired)¹³
- Mistaking efficiency (how quickly and accurately the system scans, reads, and matches plates) for effectiveness (does the system lead to greater crime deterrence, detection, and prevention)

¹⁰ International Association of the Chiefs of Police, *Automated License Plate Recognition Systems, Policy and Operational Guidance For Law Enforcement*, 2012.

¹¹ The more information that is shared within a region the more effective the system will be. Suspect vehicles can be more easily tracked when each agency within a region has access to the entire region's databases.

¹² For example, using the "stakeout" feature to learn who was at a political rally, or an abortion clinic, or a gay-friendly bar or using the "predictive analysis" feature to learn that a person is likely to be near a mosque at prayer time or away from home during certain hours of the day.

¹³ For instance, Houston, TX experienced a significant drop in ALPR activity (from 2,916 activities in 2011 to 759 in 2012 to 248 in 2013) directly related to the inoperability of 20 ALPR cameras and the inability of vendors to repair them.

IMPLEMENTING DATA-DRIVEN APPROACHES TO CRIME AND TRAFFIC SAFETY (DDACTS)¹⁴ STRATEGIES

The National Highway Traffic Safety Administration has identified four primary ways to implement DDACTS strategies:

- **Saturation patrol.** Saturation patrol squads conduct enforcement in a targeted area to gain voluntary compliance of traffic laws and create general deterrence to prevent traffic violations. The increased enforcement must be visible to the public (i.e., they need to see officers making traffic stops). One approach is stopping vehicles, or a specific sequence of vehicles (e.g., every fifth vehicle), at a predetermined fixed location to detect drivers who are alcohol impaired.
- **Wave.** Wave refers to increased enforcement of a specific traffic violation in a targeted location for a short period of time that occurs periodically. Waves can be conducted several times a month for a few hours, immediately after rush hour when motorists are attempting to make up lost time due to traffic congestion on weekends in one month, etc.
- **Integrated enforcement.** High visibility strategies and elements are incorporated into everyday enforcement. This approach lets the public know that traffic enforcement is an agency priority and also assists in reducing other crimes.
- **Multi-jurisdictional.** This approach combines one agency's resources and efforts with those of neighboring jurisdictions and "non-traditional" agencies (e.g., park police, campus police, Alcohol Beverage Control officers, game wardens). This approach should be highly visible, well-coordinated, and accompanied with publicity which in turn creates general deterrence because it increases the risk (or perceived risk) that drivers will be caught.

Lansing Police Department

Using a year's worth of crime data and traffic analysis, Lansing, MI established a DDACTS zone that focused on reducing crimes of sexual assault, robbery, aggravated assault, arson, burglary, larceny, motor vehicle theft, and damage to property. Crime analysts produce hourly reports showing the highest crash/crime density and teams from various shifts are directed to the DDACTS area accordingly. A variety of enforcement tactics are utilized ranging from radar, LIDAR, license plate readers, bike patrols, and community police officer deployments. Police department staff coordinate with the city's transportation and traffic engineering department to solve crash problems related to traffic light configuration, "Alert" signs, and pavement markings.

¹⁴ DDACTS is an approach that is designed to make more efficient use of scarce police resources to reduce crime and traffic collisions by identifying when and where crime and traffic incidents occur, and then responding with high-visibility saturation patrols (*DDACTS Evaluability Assessment: Final Report*, Department of Justice, August 2014).

Evesham Police Department

Using geomapping to identify areas that have high incidences of burglaries, shoplifting, DWIs, and vehicle crashes, Evesham, NJ's DDACTS enforcement strategy is to deploy additional officers in the targeted zone during specific hours of the day. To record the traffic enforcement activities in the DDACTS area, officers working in the area use an activity log to capture traffic stops, investigative stops, arrests, contact cards issued, reports made, citations issued, warnings issued, and other activities. The data from the logs are routinely reviewed by the DDACTS operations sergeant, entered into a DDACTS Access or Excel activity database, and summarized on a monthly basis.

During Phase I (March 2012 to March 2013) there was a 50 percent decrease in burglaries, 40 percent decrease in shoplifting, 21 percent increase in DWI arrests, and 48 percent decrease in motor vehicles accidents. During Phase II (March 2013 to 2014) there was a 9 percent decrease in burglaries, 15 percent decrease in shoplifting, 12 percent increase in DWIs, and 2 percent decrease in motor vehicle accidents.

Analysis comparing 2014 traffic and crime data to a five-year (2008 to 2013) average showed a 51.9 percent decrease in burglaries, a 65.2 percent increase in DWI stops, and a 54.5 decrease in motor vehicle accidents. (Shoplifting increased by 11.6 percent however the DDACTS zone experienced a significant growth in businesses and commerce in 2013-2014). In addition, there had been an average of 603 crashes over those five years in the DDACTS zone that was reduced to 437. In 2015 there were zero traffic fatalities in the DDACTS zone.

Shawnee Police Department

Shawnee KS's DDACTS approach targets strategic crime hot spots and strategic hazardous driving hot spots. The specific area was identified as the area where a DDACTS operational approach could have the greatest impact and most positive outcome because it represented an overall disproportionate volume of "stranger" crime and crashes based on size and population. Traffic unit officers spend one hour per shift in the DDACTS area during the targeted times conducting high visibility enforcement. District patrol officers either self-direct or are assigned to the DDACTS area by their supervisor.

After the initiative's first year auto thefts decreased 61 percent inside the DDACTS zone (24 percent outside the zone); collisions with injuries decreased by 37 percent (19 percent outside the zone); all collisions decreased by 21 percent (1 percent outside the zone); and robberies decreased by 31 percent (25 percent outside the zone). After three years, total auto thefts were down 40.3 percent; collisions with injuries were down 24.4 percent; all collisions were down 24.2 percent; and robberies were down 70.4 percent.

Mesa Police Department

Mesa, AZ developed a DDACTS model that was supportive of both its traffic safety and crime reduction initiatives. Through the application of the model, the department's traffic section was able to identify crime and traffic problem areas in each of the four patrol divisions. Traffic staff then worked with staff in each of the patrol divisions to develop an

approach that increased visibility in the problem areas with motor officers during specified periods of each day. There was also an iteration that involved separate zones for different seasons of the year.

After six months in one of the targeted areas, total collisions decreased by 10 percent from the three-year average in the DDACTS area (increased 1 percent outside the area); injury collisions decreased by 5 percent from the three-year average in the DDACTS area (increased by 3 percent outside the area); and total crimes decreased by 17 percent from the three-year average in the DDACTS area (10 percent outside the area). Over the same period, traffic/subject stops decreased by 11 percent inside the area (increased by 1 percent outside the area) and arrests decreased by 8 percent inside the area (decreased by 9 percent outside the area).

Because one of the biggest challenges was convincing the patrol divisions to buy into a traffic-focused program, every shift dedicates two patrol officers to the DDACTS zone for an hour of their shift. During this time, officers do not receive calls-for-service and they are responsible for being visible in the zone and hotspot areas, as well as being responsible for making stops. Officers indicate DDACTS duty in a database (by marking DZ - discretionary zone), and all citations and stops during the time period can be linked to DDACTS.

Norman Police Department

Norman, OK's strategy incorporates a four-pronged approach:

- Extensive visibility enforcement in two high incident crime and crash areas
- Facebook and Twitter engagement
- Press releases
- Citizen education

Officers are deployed based on a five-year traffic data overview and a traffic overview for the previous 90 days. The focus is on the specific violations shown to be the biggest contributing factors to injury accidents such as following too closely, failure to yield, inattentive driving, failure to wear a seatbelt, and failure to obey traffic signals. Compared to a five-year average (2009 to 2013) the results have been mixed: motor vehicle thefts increased 16.7 percent; vehicle fatalities increased 20.0 percent; larcenies from motor vehicles decreased 5.7 percent; injuries from collisions decreased 2.2 percent; collisions/non-injuries decreased by 3.7 percent. From 2013 to 2014 fatalities increased 14.3 percent; larcenies from motor vehicles decreased 1.2 percent; motor vehicle thefts decreased 6.1 percent; injuries from collisions decreased 13.6 percent; and collisions/non-injuries decreased 11.1 percent.

Things To Watch For When Implementing Data-Driven Approaches To Crime And Traffic Safety Strategies

Three factors should be kept in mind when implementing data-driven approaches to reducing crime and improving traffic safety:

- Not using data analysis to adjust operations, hot spot locations, and resource allocation
- Not using data analysis to distinguish causation factors for each type of incident being targeted
- Focusing on activities (such as the number of speeding tickets written in an area) rather than on outcomes (such as the reduction of speeding in an area)

USING DATA TO ENHANCE PERFORMANCE

According to a 2013 study conducted as part of IBM's Center for the Business of Government improving performance series¹⁵ data can be leveraged to enhance police performance in two primary ways:

- **Predictive data.** Use of predictive data encompasses prevention strategies intended to minimize the risk factors associated with criminal behavior (e.g., programs often housed in schools and community centers); criminal justice strategies (e.g., strategies that address known offenders, juvenile correctional facilities, and prison rehabilitation aimed to prevent convicted criminals from offending again); and law enforcement strategies (e.g., strategies that focus on decreasing the probability that crime occurs in a particular area by reducing the opportunity for criminal acts and increasing the risk of arrest). Predictive data identifies patterns and generates recommendations about where crimes are likely to occur.
- **Non-predictive data.** Use of non-predictive data encompasses strategies primarily used to solve and better understand crime (e.g., geographic profiling used to identify bases of criminal operations or to estimate the probable residence of a serial offender). A journey-to-crime model derives these estimates using the locations and times of criminal incidents and can also account for commonly observed characteristics, such as a buffer zone around a criminal's residence or the distance typically traveled to commit a crime.

In addition to compilation and analysis, the data needs to be appropriately linked to key performance indicators, including public satisfaction (measured by the percentage of satisfied residents, percent reduction in complaints against police personnel, and overall criminal offence clearance rate), internal operations (measured by average response time, case solving success ratio, and percent decrease in service calls) and crime reduction (measured by reductions in crime against persons, crime against property, and youth involved in crimes).

¹⁵ *Preventing Crime with Data and Analytics, 2013.*

Baltimore Police Department

Baltimore, MD's CitiStat program was designed to mobilize city agencies to produce specific results by using data to analyze past performance, set new performance objectives, and examine overall performance strategies. The police department reports (PoliceStat) typically include information on administrative responsibilities and accountability, crime trends, and operational initiatives. In addition, PoliceStat meetings are complemented by the police department's weekly internal CompStat meetings, where data review and analyses are used to monitor the performance of district command staff as a way to hold them accountable for the level of crime in their areas. Because a primary approach to enhance performance is to ensure that all components (e.g. violent repeat offender program, district detective investigations, special enforcement unit, homicide section) are working as envisioned, that each is doing its job, and that the work is continuously coordinated, the department strengthened its CompStat process for managing performance by convening meetings to review crime data from the previous day and determining immediate steps to take to address evolving patterns. These meetings focus on timely and accurate information or intelligence, rapid deployment of resources, effective tactics, and relentless follow-up.

Los Angeles Police Department

Los Angeles, CA Police Department's ceasefire intervention strategy focused on reducing violent crimes (homicides, attempted homicides, robberies, assaults, and kidnappings) by using data-driven research to identify the specific violent crimes that would be addressed and ensuring that resources were available to design and implement solutions. After analyzing the data it was determined that the best approach was to increase patrols in the targeted reporting districts, deploy police officers from specialized units (metro, SWAT, operations central bureau's special enforcement, and traffic) to the areas, and deploy two officers on horseback each weekend for a two-month period.

During the intervention period violent crime decreased by 28 percent in the targeted high crime neighborhood and continued to decrease (by 37 percent) after the intervention period.

Milwaukee Police Department

The Milwaukee, WI Police Department implemented Safe Streets to reduce homicides and shootings through continual assessment, reduce violence and gang crime through enhanced intelligence-led policing, and enhance public safety through hot-spot enforcement. To accomplish its goals the department adapted an intelligence-led policing model focused on information collection, analysis, and dissemination. Gang-related "take downs" resulted in 50-plus gang members being federally indicted and a major reduction in crime (including a 60 percent drop in murders of young African-American males).

Toledo Police Department

Toledo, OH PD uses a data driven policing model as a way to make informed decisions and as a predictive tool to pinpoint where and how crimes will occur. The constant flow of data is pulled from (or comes in from) several sources (e.g., CrimeStat, hot spot

maps, crime reports, automated license plate readers, cameras) and is analyzed and interpreted, before being disseminated back out to the various units responsible for the specific areas. Immediate action is taken in a manner that allocates resources efficiently and enhances the performance of police patrols. Effective strategies and tactics are then developed to identify and disrupt criminal activity; address chronic problem areas; improve safety and quality of life issues; assist in the prosecution and conviction of offenders; and optimize performance, internal operations, and personnel allocations.

Portland Police Bureau

To assist the Portland, OR Police Bureau in making better use of its data-driven and analytic efforts, the bureau of justice made a series of recommendations:

- Improve the workflow and processes to help handle the increase in demand for crime analysis
- Focus on the bureau as a whole by creating products and tools that help more officers in the field on a regular basis rather than just assisting a handful of officers and units
- Market the benefits of crime analysis to all department personnel
- Produce a list of accessible crime analysis data so all personnel are aware of what information is at their disposal and how it can be used to enhance performance
- Educate officers in all units about analysis and provide training on the available statistical and mapping tools they can use
- Automate processes that extract data to compile statistics and generate maps and reports
- Provide training for crime analysts so that all are proficient in using the bureau's analysis tools, techniques, and applied crime theory concepts and to help ensure a consistency in the quality of analysis

Things To Watch For Using Data To Enhance Performance

To be used to its fullest effect data must be:

- Accurate, meaningful, and used to meet specific performance goals (if agencies want improved effectiveness and efficiency they need to manage performance, and to do so, they have to measure it)
- Broad (e.g., understand why violence is occurring, who it is affecting, what influences can be brought to bear) as well as narrow (e.g., location of crime by time of day, day of week)
- Collected, analyzed, and shared on a regular basis (e.g., daily or, at a minimum, weekly)

FUNDING VEHICLE REPLACEMENT

Killeen Police Department

Killeen, TX is creating a fleet replacement fund program where city departments will make monthly payments into the fund based on the depreciable value of each of its vehicles. To initially establish the funding program, the city will transfer \$1 million from a certificate of obligations, \$3 million from solid waste, and \$3.5 million from water and sewer. The program will help ensure that adequate funds are available to purchase vehicles; to stabilize budgeting for major purchases; to provide a systematic, citywide approach to procure and dispose of vehicles, and to provide sufficient cash flow for annual vehicle purchases.

Fairfax County Government

In Fairfax County, VA to ensure the availability of future funds for a regular replacement program county departments make fixed annual payments into a vehicle and equipment replacement fund. The reserve funds accumulate over the life of the vehicle in order to pay for its replacement when the vehicle meets replacement criteria. Before a vehicle is replaced it must meet both the age and mileage criteria for that vehicle type (for police sedans 8 years/85,000 miles) or it must be shown that the vehicle is uneconomical to repair. Without the vehicle replacement program individual departments would have to include funds for vehicle replacements within their annual operating budget to coincide with their need for vehicle replacements.

Payson Police Department

In 2011, the Payson, UT Police Department obtained 18 new vehicles through a lease agreement with a local car dealer. The lease was for five years and each year money from the city's budget set aside for the police department goes to pay the lease. Because the lease also had a two-year option, the department has the options to start a new lease for new vehicles, purchase vehicles outright, or purchase some vehicles and lease some, which eliminates having a fleet of vehicles that get worn out and need to be replaced at the same time. The lease agreement provides for the maintenance on the vehicles, and because all of the vehicles are still under warranty the majority of the expenses are covered.

Twinsburg Police Department

In Twinsburg, OH police vehicles are typically leased for three years before being purchased by the city and rotated out for new ones. The lease includes the necessary modifications and upgrades to ready the vehicles for duty, including decals, electronic equipment, and cages.

Redwood City Government

Redwood City, CA's equipment services division maintains a fleet replacement fund that operates on a break-even basis, using the revenue generated by the fund to finance its operations. On a monthly basis, each city department pays "rent" through the use of an internal service charge-back system that covers the cost of maintenance, fuel, and replacement of each of the department's vehicles. By amortizing the capital and

maintenance costs over a vehicle's useful life, the system allows a smoothing effect on departmental budgets instead of random spikes due to unplanned expenditures, and reduces the likelihood that critical vehicle replacement purchases will be deferred to avoid paying the full cost in a single year. In contrast, under a cash financing approach where vehicles are purchased in a single year, users often see little benefit in disposing of aging vehicles that have high maintenance costs because they view the purchase price of these vehicles, paid in full at acquisition, as a sunk cost.

By eliminating most, if not all of the year-to-year volatility associated with funding fleet replacement expenditures, the replacement fund increases the likelihood that sufficient funding will be available to replace vehicles before their maintenance costs exceed their residual value. In addition, because it takes three months, on average, to prepare a patrol vehicle for service, in case multiple vehicles are damaged simultaneously, or if a manufacturer recall affects existing patrol vehicles the equipment services division maintains an inventory of new patrol vehicles based on the number that are between 3 and 4 years old. Vehicles between 3 and 4 years of age typically have increased maintenance requirements; therefore the same number of vehicles is normally kept in the inventory. Although depreciation affects those vehicles stored in inventory, the need to have new, fully outfitted police patrol vehicles ready to go without delay for use in the field is the reason for maintaining the inventory.

RESPONSE TO SECURITY ALARMS

The University of Albany's (New York) Center for Problem-Oriented Policing has identified three primary strategies for addressing the cost and manpower challenges associated with responding to security alarms:

- **Requiring alarm companies to verify alarm legitimacy before calling the police (“verified response”).** Under this approach, alarm monitoring companies must verify the legitimacy of alarms (except holdup, duress, and panic alarms) before calling the police. Verified response typically involves visual on-scene verification of a break-in (usually conducted by private security personnel who travel to the location, assess the situation, and if necessary, contact police). Verification may also be established by remote video surveillance or audio intrusion detection technology.
- **Charging a fee for service for all false holdup, duress, and panic alarms.** When this type of alarm is personally activated, gaining additional verification before dispatching a police officer is unrealistic. Even though most of these calls are likely to be valid some will be false. Charging a fee for response to false calls will ensure the police do not have to absorb the cost of false calls and will encourage residents and businesses to ensure these calls are legitimate.
- **Responding to holdup, duress, and panic alarms only if they come from a building.** This approach is intended to stem the use of mobile personal alarms. The use of mobile alarms (handheld, worn on clothing, in automobiles) the volume of false alarm calls has increased dramatically. To reduce responses to false alarms police agencies can adopt policies that provide a police response only when an alarm originates from a building. Panic devices police provide to victims of ongoing crimes, such as stalking, may be exempted from this restriction.

Westminster Police Department

Of the 14,409 total alarm calls the Westminster, CO Police Department received between 2011 and 2015, 14,271 (99 percent) were false alarms. To help reduce the hundreds of hours officers spend each year responding to false intrusion alarms the department revised its response protocol and utilizes an informed response strategy.

Under the informed response strategy, police officers will respond to residential and commercial intrusion alarms under the following circumstances:

- The alarm company receiving the original intrusion signal from the residence or business will contact the owner of the alarm prior to contacting the police department
- After the alarm company has contacted the alarm owner or attempted to make the contact, a call may be placed to the police department dispatch center, if needed
- The intrusion alarm will be broadcast to the police officers working on-duty, but an officer response to the intrusion alarm will only occur if at least one of the following conditions exist: someone has witnessed an intrusion or two different alarm zones have been activated (such as a perimeter window or door alarm sensor) and a motion, heat, or other sensor

All other intrusion alarms will be broadcast to the police officers working on-duty, and officers will have the informed discretion to respond based on their knowledge of the district they are working, crime trends, serial burglaries, etc. In addition, police dispatch will automatically alert officers to a residential or business alarm that has been identified as a panic or duress alarm.

San Jose Police Department

Since 2012 the San Jose, CA Police Department no longer responds to alarms based solely on the request of alarm monitoring companies but rather based on its verified response protocol. The department will respond to verified alarms that may come in the form of sound, video, or eyewitness accounts that indicate a crime is occurring. Alarm verification can also be accomplished when an alarm company agent, property owner, or any witness is at the scene of an activation and affirms that police are needed because a crime is occurring or has occurred. The police continue to respond to panic and robbery alarms.

Stockton Police Department

Before the alarm company contacts the police department, one of the following must apply to the alarm activation:

- Video verification, where a video signal is sent to the alarm company and there is visual evidence of possible criminal activity at the premises
- Listen-In or audio technology is employed and the alarm monitoring operator hears evidence that there is potential criminal activity at the premises

- Multi--zone activation when there has been alarm activation in two or more separate monitoring zones and the alarm company has been unsuccessful in its attempt to contact someone on the premises and/or a representative
- Onsite (eyewitness) verification of a crime or problem
- The monitoring station confirms enhanced call verification before they call the police department, defined by at least two calls, placed to two different people, coupled with a specific reason why they believe a crime or emergency exists

Although an alarm may not be verified as necessitating a police response, the monitoring company will still be able to notify the police and request an all-car broadcast for instances of unknown/unverified alarms. This broadcast will allow police units that may be available or in the area of an unknown alarm to check on the location, if feasible. Please note that these requirements do not apply to panic, robbery (hold-up), medical, or distress alarms, which are treated as high-priority calls for service.

APPENDIX D – COMMUNITY FOCUS GROUP FINDINGS

APPENDIX D – COMMUNITY FOCUS GROUP FINDINGS

Community focus group meetings were held to understand public perceptions about the level and quality of service provided by the Pearland Police Department. Four meetings were held – two meetings were held with representatives from homeowners associations (one for the east side of the city and one for the west side), one meeting was held with religious leaders, and one meeting was held with business leaders. Meetings lasted 30 to 90 minutes with six to ten participants in each session.

This appendix is divided into two parts. First, overall findings are presented. Next, areas where improvement efforts might focus that were identified by meeting participants are discussed.

Overall Findings

For the most part, focus group participants gave the police department high marks. Focus group participants indicated that emergency calls are responded to quickly and professionally. Patrol officers were praised for the high quality of the service they provide when responding to calls-for-service and were cited for being thorough, informative, knowledgeable, courteous, and considerate. (School resource officers and crime victim liaisons are particularly well regarded.)

Participants also expressed overall satisfaction with the way the department has managed to continue to provide quality services while the city's population has grown. They were also pleased with the department's proactive approaches to addressing specific issues. Examples of proactive initiatives that were specifically cited include the mental health training all officers received, the citizens academy for teens, and the well-organized handling of two gang funerals that took place at the same time.

Relationships between the police department and the community were perceived to be generally strong. In particular, department staff were praised for displaying a sensitive attitude when interacting with various segments of the public. Several positive stories were shared relating to police interaction with minorities, youths, and the Muslim community. (It was noted that when informed about a possible protest against the Muslim community police department staff proactively developed a detailed safety plan. They also addressed the congregation and displayed a concerted effort to ensure their protection.) Participants indicated that they are pleased with the department's efforts to be involved with National Night Out and various other community events.

Representatives of several community groups indicated that they have planned events to show their support and appreciation for what the department is doing and suggested that other stakeholders either follow suit or join them.

Areas Where Improvement Efforts Should Focus

While perceptions of the police department expressed by focus group participants were consistently positive areas where improvement might focus were also identified. These areas included response time; addressing quality of life incidents; strengthening police-community partnerships; enhancing police visibility; strengthening communications; and ensuring officers are supported.

Response time. Some focus groups participants suggested that response times to non-emergency calls should be improved. Participants indicated knowing of more than one occasion when someone called dispatch to report a non-emergency call that several hours elapsed without a response. Reasons given for the lack of response was shift change and that no officers were available to respond.

Quality of life incidents. Some participants suggested that quality of life incidents need to be identified and addressed on a neighborhood-by-neighborhood basis or citywide. Concerns were raised about the reckless operation of illegal golf carts, dirt bikes, and ATVs; purse snatching; trespassing; and the disregard for posted speed limits and stop signs. Because of the similarity of these issues across neighborhoods it was suggested that the department do a better job of disseminating information (e.g., statistics and actions taken) about these incidents.

Police-community partnerships. Selected focus group participants indicated that the department does not take advantage of the community's willingness to work with them as partners. These participants suggested that if the department needs something they should ask the community for support (e.g., fundraising for equipment). Likewise, if the community needs something (e.g., special neighborhood patrols) they should be encouraged to make these requests.

Police visibility. The need for more police visibility was voiced by a number of focus group participants. In particular, it was noted that a more visible police presence is needed in the neighborhoods (although it was acknowledged that the police department may have little authority to address this issue in the gated communities). Participants also suggested that traffic enforcement should be targeted on Pearland Parkway, Magnolia, and other areas known for having serious accidents and drivers running red lights.

Communications. A number of suggestions for improving communications were voiced. For example, many of the participants had no knowledge of the department's community outreach unit or the citizens academy. A number of participants also feel that if the department has statistics, safety tips, etc. the information should be pushed to community stakeholders (for example through management companies or home owner association board members) who can then disseminate the information throughout their communities. Suggestions included establishing a speaker's bureau or instituting bi-annual meetings with the leaders of the homeowner associations. Likewise, some focus group participants indicated that the department needs to do a better job of communicating about the issues of most concern to citizens (e.g., human trafficking and drug use).

Support for officers. A number of focus group participants emphasized that the needs of officers with regard to salaries and vehicles in particular should be addressed. These participants are concerned that the young officers who have been well trained and understand the community will leave for other jurisdictions if they feel they are not appreciated or are not being treated fairly.

APPENDIX E – CITIZEN SURVEY RESULTS

E – CITIZEN SURVEY RESULTS

A survey of a representative sample of Pearland citizens was conducted in June and July 2016. Surveys were mailed to a sample of citizens and follow-up phone calls were made to individuals who did not return the written survey. This appendix, which summarizes the citizen survey results, is divided into nine parts: survey response; demographics of survey respondents; familiarity with the police department; overall perceptions; perceptions of safety; satisfaction and importance; desired response to on-line reports; desired communication for cases without leads; desired response to selected call types; and conclusions.

Survey Response

The response to the citizen survey was excellent, with 368 Pearland citizens responding. With this level of response the margin of error for the survey is plus or minus 5.1 percent at a 95 percent confidence level. This means there is a 95 percent chance that the survey results will be within plus or minus 5.1 percentage points of what the results would be if all Pearland citizens were surveyed.

Demographics Of Survey Respondents

Gender. Survey respondents were divided evenly between males and females – 51.2 percent of the survey respondents were male and 48.8 percent were female.

Age. The age profile of the survey respondents was fairly evenly divided.

Age	Percent
Under 35	15.8%
35 to 44	22.6%
45 to 54	20.9%
55 to 64	20.4%
65 or higher	20.4%

Home ownership. More than nine out of ten (91.9 percent) of the survey respondents own their current residence.

Years lived in Pearland. Survey respondents were evenly split among those who have lived in Pearland for ten years or less (48.7 percent) and those who have lived in Pearland for more than ten years.

Years Lived In Pearland	Percent
5 or less	20.5%
6 to 10	28.2%
11 to 15	16.4%
16 to 20	12.1%
21 to 30	12.1%
31 or more	10.7%

Racial/ethnic profile. The racial/ethnic profile of the survey respondents generally matches the racial/ethnic profile of the city. Twenty-four percent of the survey respondents have members of their household of Hispanic or Latino ancestry while 24.5 percent of all Pearland residents are of Hispanic or Latino ancestry.

The racial profile of the survey respondents also appears to generally match the racial profile of the city. 57.6 percent of the survey respondents identify their race as White/Caucasian while 46.2 percent of Pearland residents are White. 19.3 percent of the survey respondents identify their race as African American/Black while 17.4 percent of Pearland residents are African American.¹ 10.1 percent of the survey respondents identify their race as Asian while 9.3 percent of Pearland residents are Asian.

Household income. Of the 269 survey respondents who provided information on household income well over half (56.9 percent) had incomes over \$100,000 per year. (79 respondents (22.7 percent) preferred not to provide information on household income.)

Household Income	Percent
Under \$30,000	3.3%
\$30,000 to \$59,999	13.8%
\$60,000 to \$99,999	26.0%
\$100,000 or more	56.9%

Familiarity With The Police Department

The familiarity survey respondents have with the police department varies. Slightly more than a third of the survey respondents (34.3 percent) had direct interaction with a member of the Pearland Police Department in the past year while two-thirds (65.7 percent) did not have an interaction with a member of the department. Two out of three respondents (65.9 percent) are very familiar or somewhat familiar with the department.

Familiarity With The Police Department	Percent
Very familiar	9.2%
Somewhat familiar	56.7%
Not familiar	34.2%

Overall Perceptions

Perceptions of the Pearland Police Department among survey respondents expressing an opinion are generally positive. More than three-fourths of the survey respondents expressing an opinion agree or strongly agree that police personnel are courteous, have needed skills and experience, treat citizens with dignity and respect, are trustworthy, are unbiased, use their authority appropriately, and use only the amount of force necessary to accomplish their tasks. Lowest levels of agreement (70.7 percent) and highest levels of disagreement (7.1 percent) relate to whether police personnel are unbiased.

¹ Please note that some of the White and African American survey respondents may be Hispanic.

	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Pearland police personnel are courteous when dealing with citizens	39.6%	45.3%	12.7%	1.3%	1.3%
Pearland police personnel have the skills and experience needed	37.8%	44.8%	15.4%	1.3%	0.7%
Pearland police personnel are fair	36.3%	39.7%	19.0%	2.7%	2.3%
Pearland police personnel treat citizens with dignity and respect	38.2%	44.4%	14.1%	2.0%	1.3%
Pearland police personnel are trustworthy	38.9%	38.9%	18.5%	1.7%	2.0%
Pearland police personnel are unbiased in their dealings with citizens	37.1%	33.6%	22.3%	3.2%	3.9%
Pearland police officers use their authority appropriately in their dealings with citizens	38.4%	36.4%	19.9%	3.4%	2.0%
Pearland police officers use only the amount of force necessary to accomplish their tasks	38.4%	36.9%	22.1%	1.1%	1.5%

Perceptions Of Safety

Overall survey participants expressing an opinion feel safe in Pearland. 92.6 percent of survey participants expressing an opinion agree or strongly agree that they feel that Pearland is a safe community. 94.8 percent feel safe driving their car through Pearland.

	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Overall, I feel the City of Pearland is a safe community	42.4%	50.4%	5.0%	2.2%	0.0%
I feel safe walking the streets of my neighborhood during the day	57.1%	39.3%	2.2%	1.4%	0.0%
I feel safe walking the streets of my neighborhood at night	33.6%	37.8%	18.8%	8.1%	1.7%
I feel safe walking through Pearland shopping areas during the day	46.4%	44.0%	6.8%	2.5%	0.3%
I feel safe walking through Pearland shopping areas at night	27.2%	37.1%	22.1%	12.2%	1.4%
I feel safe walking through the City's parks during the day	45.5%	43.4%	9.1%	1.8%	0.3%

	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
I feel safe walking through the City's parks at night	16.9%	25.7%	34.2%	20.7%	2.5%
I feel safe driving through Pearland in my car	54.7%	40.1%	3.6%	0.5%	1.1%

Not surprisingly, perceptions of safety are much higher during the day than at night. 96.4 percent, 90.4 percent, and 88.9 percent respectively of survey respondents expressing an opinion agree or strongly agree that they feel safe walking the streets of their neighborhood, walking through shopping areas, and walking through parks during the day. By contrast, only 71.3 percent, 64.3 percent, and 42.6 percent respectively of survey respondents expressing an opinion agree or strongly agree that they feel safe walking the streets of their neighborhood, walking through shopping areas, and walking through parks at night. Indeed, more than one in eight survey respondents expressing an opinion (13.6 percent) disagree or strongly disagree that they feel safe walking through Pearland shopping areas at night. Moreover, close to one-fourth of the survey respondents expressing an opinion (23.2 percent) disagree or strongly disagree that they feel safe walking through the city's parks at night. These findings suggest that at night when not responding to calls Pearland patrol officers should focus on enhancing visibility in shopping areas, parks, and (to a lesser extent) neighborhoods.

Satisfaction And Importance

Satisfaction. Overall satisfaction with the department is high. 86.0 percent of the survey respondents expressing an opinion are very satisfied or satisfied with the overall performance of the Pearland Police Department.

Level Of Satisfaction With Department Performance	Percent
Very Satisfied	40.9%
Satisfied	45.1%
Neutral	11.3%
Dissatisfied	1.8%
Very Dissatisfied	0.9%

Survey respondents are also generally satisfied with the speed of response, efforts to reduce crime, and efforts to solve crime. More than eight out of ten survey participants expressing an opinion are satisfied or very satisfied with the speed of response to emergency and non-emergency requests for assistance. More than three-fourths of the survey respondents are satisfied or very satisfied with efforts to solve crime and to reduce violent crime, non-violent crime, and auto accidents. The percent of survey respondents who are satisfied or very satisfied with efforts to reduce vice activity (70.9 percent) and reduce narcotics activity (68.5 percent) are only slightly lower.

	Very Satisfied	Satisfied	Neutral	Dissatisfied	Very Dissatisfied
The speed with which the department responds to emergency requests for assistance	44.4	39.2%	15.7%	0.7%	0.0%
The speed with which the department responds to non-emergency requests for assistance	34.6%	45.8%	18.5%	1.2%	0.0%
Efforts to reduce the level of violent crimes	34.4%	41.5%	22.2%	1.1%	0.7%
Efforts to reduce the level of non-violent crimes	32.4%	42.8%	19.8%	4.3%	0.7%
Efforts to solve crimes once they occur	33.0%	39.5%	22.6%	3.8%	1.1%
Efforts to reduce auto accidents that result in injury or death	31.7%	43.5%	20.9%	3.6%	0.4%
Efforts to reduce vice activity in the city	30.4%	40.5%	26.7%	2.4%	0.0%
Efforts to reduce narcotics activity in the city	30.3%	38.2%	27.1%	3.2%	1.2%

Importance. Efforts to reduce violent crime are most important to survey respondents. Indeed, close to three-fourths (73.4 percent) of the survey respondents listed efforts to reduce violent crime as one of the three most important department services. 56.8 percent listed the speed with which the department responds to emergency requests for assistance as one of the three most important services.

Service	Percent
Efforts to reduce the level of violent crimes	73.4%
Speed with which the department responds to emergency requests for assistance	56.8%
Efforts to reduce the level of non-violent crimes	44.8%
Efforts to solve crimes once they occur	32.1%
Efforts to reduce narcotics in the city	24.5%
Efforts to reduce auto accidents that result in injury or death	13.3%
Speed with which the department responds to non-emergency requests for assistance	11.7%
Efforts to reduce vice activity in the city	6.0%
None chosen	12.0%

Satisfaction/importance comparison. The comparison of importance and satisfaction rankings does not suggest areas where the police department should focus significantly

more attention. There are no areas that are highly important to citizens where satisfaction with performance is low.

Service	Importance	Satisfaction	Gap
Efforts to reduce the level of violent crimes	73.4%	75.9%	-2.5%
Speed with which the department responds to emergency requests for assistance	56.8%	83.6%	-26.8%
Efforts to reduce the level of non-violent crimes	44.8%	75.2%	-30.4%
Efforts to solve crimes once they occur	32.1%	72.3%	-40.2%
Efforts to reduce narcotics in the city	24.5%	68.5%	-44.0%
Efforts to reduce auto accidents that result in injury or death	13.3%	75.2%	-61.9%
Speed with which the department responds to non-emergency requests for assistance	11.7%	80.4%	-68.7%
Efforts to reduce vice activity in the city	6.0%	70.9%	-64.9%

Desired Response To On-Line Reports

Citizens who report a crime on-line would like some response from the department but most find an e-mail response acceptable. While an e-mail response would be acceptable to 70.0 percent of survey respondents expressing an opinion, six out of ten survey respondents (59.5 percent) would prefer to receive a telephone call from an investigator.

	Preferred	Acceptable	Unacceptable
I receive no contact from the police department	2.0%	9.4%	88.7%
I receive an e-mail from the police department	19.1%	70.0%	10.9%
I receive a telephone call from an investigator	59.5%	38.8%	0.8%

More than six out of ten respondents (62.8 percent) would be willing to increase costs to improve performance to an acceptable level. Fewer than half (47.7 percent) would be willing to increase costs to improve service from an acceptable to a preferred level of performance. These results suggest that an e-mail response to the report of an on-line report is warranted but that a telephone response may not be necessary if the costs of a telephone response (as compared to an e-mail response) are high.

Desired Communication For Cases Without Leads

Most citizens find an e-mail contact from an investigator is acceptable for crimes where there are no leads that would likely result in the successful investigation of a case. Nearly three-fourths (74.1 percent) of the survey respondents expressing an opinion find e-mail contact from an investigator acceptable. 57.1 percent would, however, prefer a telephone call.

	Preferred	Acceptable	Unacceptable
I receive no contact from the police department	4.1%	10.5%	85.4%
I receive an e-mail from the police department	13.1%	74.1%	12.7%
I receive a telephone call from an investigator	57.1%	41.4%	1.5%

More than two-thirds (66.7 percent) of the survey respondents would be willing to increase costs to improve performance to an acceptable level. Only slightly more than half (50.2 percent) would be willing to increase costs to improve service from an acceptable to a preferred level of performance.

Desired Response To Selected Call Types

Survey respondents were asked to indicate the level of response they prefer, find acceptable, or find unacceptable for a number of types of calls: home has been burglarized and burglar is still there; home has been burglarized and burglar has left; speeding in neighborhood; stolen cell phone; nuisance; credit card fraud; minor fight; and minor theft.

Home burglary – burglar still there. More than three-fourths of the survey respondents expressing an opinion prefer a fast response to burglary calls where the burglar may still be there.

	Preferred	Acceptable	Unacceptable
Wait no longer than five minutes for an in-person police response	77.7%	19.9%	2.4%
Wait up to 15 minutes for an in-person police response	4.3%	39.9%	55.7%
Wait up to 30 minutes for an in-person police response	0.6%	7.2%	92.1%
Wait up to an hour for an in-person police response	0.6%	1.6%	97.8%
Wait more than an hour for an in-person police response	0.3%	0.9%	98.7%

More than three-fourths of the respondents (77.9 percent) would be willing to have costs increase to improve service from an unacceptable to acceptable level. The desire of most respondents to receive a fast response is reflected in the fact that 64.8 percent of the survey respondents would be willing to have costs increase to improve service from an acceptable to a preferred level of performance.

Home burglary – burglar gone. A high percentage of survey respondents expressing an opinion (71.2 percent) find a 15 minute response to burglaries where the burglar has left acceptable. The highest percentage of survey respondents (38.4 percent) prefer a five minute response but a scheduled in-person response is preferred by the second highest percentage of survey respondents.

	Preferred	Acceptable	Unacceptable
Schedule an in-person police response at a time convenient to you	23.4%	47.9%	28.7%
Wait up to five minutes for an in-person police response	38.4%	58.6%	3.0%
Wait up to 15 minutes for an in-person police response	13.3%	71.2%	15.5%
Wait up to 30 minutes for an in-person police response	7.6%	56.7%	35.7%
Wait up to an hour for an in-person police response	3.8%	28.2%	67.9%
Wait more than an hour for an in-person police response	1.9%	16.5%	81.6%

69.4 percent of respondents would be willing to have costs increase to improve service from an unacceptable to acceptable level. Only slightly more than half of the survey respondents (52.8 percent) would be willing to have costs increase to improve performance from an acceptable to a preferred level.

Speeding in neighborhood. Many citizens prefer having a report/complaint taken immediately by phone for “speeding in neighborhood” complaints. 98.1 percent of the survey respondents find having a report/complaint taken immediately by telephone to be preferred (47.0 percent) or acceptable (51.1 percent). Almost ten times as many survey respondents prefer having reports taken by phone (47.0 percent) than waiting 15 minutes for an in-person patrol response (4.8 percent).

	Preferred	Acceptable	Unacceptable
Report/complaint taken immediately by telephone	47.0%	51.1%	1.9%
Make report at our convenience online	24.2%	62.9%	12.9%
Schedule an in-person police response at a time convenient to you	8.5%	77.2%	14.2%
Wait up to five minutes for an in-person police response	10.1%	80.7%	9.2%

	Preferred	Acceptable	Unacceptable
Wait up to 15 minutes for an in-person police response	4.8%	76.6%	18.5%
Wait up to 30 minutes for an in-person police response	2.8%	66.8%	30.4%
Wait up to an hour for an in-person police response	1.6%	51.6%	46.8%
Wait more than an hour for an in-person police response	2.4%	41.4%	56.2%

Respondents indicate a limited willingness to increase costs to improve performance for speeding complaints. 56.8 percent of survey respondents indicate a willingness to increase costs to improve speeding complaint performance from unacceptable to acceptable levels. Only 40.9 percent of survey respondents, however, would be willing to increase costs to improve service from an acceptable to a preferred level.

Stolen cell phone. Citizens prefer having a report/complaint taken immediately by phone for “stolen cell phone” complaints. 98.3 percent of the survey respondents find having a report/complaint taken immediately by telephone to be preferred (48.5 percent) or acceptable (49.8 percent). Making a report on-line was preferred by 28.2 percent of the survey respondents.

	Preferred	Acceptable	Unacceptable
Report/complaint taken immediately by telephone	48.5%	49.8%	1.7%
Make report at our convenience online	28.2%	63.4%	8.4%
Schedule an in-person police response at a time convenient to you	12.4%	77.7%	9.9%
Wait up to five minutes for an in-person police response	10.4%	80.2%	9.5%
Wait up to 15 minutes for an in-person police response	6.6%	76.8%	16.7%
Wait up to 30 minutes for an in-person police response	4.8%	73.2%	21.9%
Wait up to an hour for an in-person police response	2.7%	60.0%	37.3%
Wait more than an hour for an in-person police response	3.2%	49.8%	47.1%

Survey respondents indicate a limited willingness to increase costs to improve performance for stolen cell phone complaints. Fewer than half (47.0 percent) of survey respondents indicate a willingness to increase costs to improve stolen cell phone complaint performance from unacceptable to acceptable levels. Only slightly more than a third (34.5 percent) of survey respondents would be willing to increase costs to improve service from an acceptable to a preferred level of performance.

Nuisance. Citizens also prefer having a report/complaint taken immediately by phone for “nuisance” complaints such as a loud party or barking dogs in the neighborhood. 98.4 percent of the survey respondents find having a report/complaint taken immediately by telephone to be preferred (58.4 percent) or acceptable (40.0 percent). (Please note that this does not necessarily mean respondents do not want an officer dispatched to the incident.)

	Preferred	Acceptable	Unacceptable
Report/complaint taken immediately by telephone	58.4%	40.0%	1.6%
Make report at our convenience online	23.8%	60.5%	15.7%
Schedule an in-person police response at a time convenient to you	14.1%	65.5%	20.5%
Wait up to five minutes for an in-person police response	18.9%	73.4%	7.8%
Wait up to 15 minutes for an in-person police response	13.2%	72.5%	14.3%
Wait up to 30 minutes for an in-person police response	8.6%	60.8%	30.6%
Wait up to an hour for an in-person police response	2.8%	33.2%	64.0%
Wait more than an hour for an in-person police response	1.6%	22.9%	75.5%

Respondents indicate a limited willingness to increase costs to improve performance for nuisance complaints. 53.4 percent of survey respondents indicate a willingness to increase costs to improve nuisance complaint performance from unacceptable to acceptable levels. However, only 42.4 percent of survey respondents would be willing to increase costs to improve service from an acceptable to a preferred level.

Credit card fraud. Victims of credit card fraud would prefer having a report/complaint taken immediately by phone. 98.5 percent of survey respondents find having a report/complaint taken immediately by telephone to be preferred (63.9 percent) or acceptable (34.6 percent). By contrast, 31.6 percent of the survey respondents would prefer filing such reports online.

	Preferred	Acceptable	Unacceptable
Report/complaint taken immediately by telephone	63.9%	34.6%	1.5%
Make report at our convenience online	31.6%	59.1%	9.3%
Schedule an in-person police response at a time convenient to you	27.8%	66.5%	5.7%
Wait up to five minutes for an in-person police response	19.2%	72.5%	8.3%
Wait up to 15 minutes for an in-person police response	11.2%	72.7%	16.1%
Wait up to 30 minutes for an in-person police response	7.4%	69.8%	22.7%
Wait up to an hour for an in-person police response	5.4%	52.9%	41.7%
Wait more than an hour for an in-person police response	3.8%	43.9%	52.3%

Respondents indicate a limited willingness to increase costs to improve performance for credit card fraud complaints. 56.1 percent of survey respondents indicate a willingness to increase costs to improve credit card fraud complaint performance from unacceptable to acceptable levels. However, only 41.9 percent of survey respondents would be willing to increase costs to improve service from an acceptable to a preferred level.

Minor fight. Survey respondents prefer having reports taken by phone for calls involving minor fights where no one was injured. 95.0 percent of the survey respondents find having a report/complaint taken immediately by telephone to be preferred (52.0 percent) or acceptable (43.0 percent). Only slightly more than a quarter of the respondents (27.0 percent) prefer an in-person response and, in those cases, the response needs to be fast (five minutes or less).

	Preferred	Acceptable	Unacceptable
Report/complaint taken immediately by telephone	52.0%	43.0%	5.1%
Make report at our convenience online	21.0%	58.7%	20.2%
Schedule an in-person police response at a time convenient to you	24.0%	62.8%	13.2%
Wait up to five minutes for an in-person police response	27.0%	64.8%	8.2%
Wait up to 15 minutes for an in-person			

	Preferred	Acceptable	Unacceptable
police response	12.3%	74.2%	13.6%
Wait up to 30 minutes for an in-person police response	4.2%	68.6%	27.1%
Wait up to an hour for an in-person police response	2.6%	47.9%	49.6%
Wait more than an hour for an in-person police response	1.3%	35.6%	63.1%

Respondents indicate a limited willingness to increase costs to improve performance for minor fight complaints. 53.6 percent of survey respondents indicate a willingness to increase costs to improve minor fight complaint performance from unacceptable to acceptable levels. However, only 40.9 percent of survey respondents would be willing to increase costs to improve service from an acceptable to a preferred level.

Minor theft. Survey respondents prefer having minor theft reports taken by phone as well. 99.3 percent of the survey respondents find having a report/complaint taken immediately by telephone when “a bicycle was stolen from your front yard” to be preferred (56.7 percent) or acceptable (42.6 percent). By contrast, only 16.9 percent of the respondents would prefer to wait five minutes for an in-person police response (a higher percentage would prefer to have a scheduled response).

	Preferred	Acceptable	Unacceptable
Report/complaint taken immediately by telephone	56.7%	42.6%	0.6%
Make report at our convenience online	28.5%	62.9%	8.6%
Schedule an in-person police response at a time convenient to you	21.7%	73.9%	4.4%
Wait up to five minutes for an in-person police response	16.9%	74.4%	8.7%
Wait up to 15 minutes for an in-person police response	9.3%	78.6%	12.1%
Wait up to 30 minutes for an in-person police response	4.4%	78.4%	17.2%
Wait up to an hour for an in-person police response	3.2%	60.9%	35.9%
Wait more than an hour for an in-person police response	1.2%	49.8%	49.0%

Respondents indicate a limited willingness to increase costs to improve performance for minor theft complaints. Slightly more than half (51.2 percent) of survey respondents indicate a willingness to increase costs to improve minor theft complaint performance from unacceptable to acceptable levels. However, only 38.9 percent of survey respondents would be willing to increase costs to improve service from an acceptable to a preferred level.

Conclusions

A number of tentative conclusions can be taken from the citizen survey results:

- Pearland residents are highly satisfied with all aspects of the department's performance
- While citizens have high regard for the quality of their interactions with Pearland police officers care should be taken to ensure confidence that Pearland police personnel are fair and unbiased remains high
- Patrol officers should strive to be visible to increase perceptions of safety on city streets, in shopping areas, and especially in parks
- Proactive activities focused on increasing visibility are valued by residents
- No significant change in focus (or redistribution of resources) is needed to address areas that are important to citizens but for which satisfaction is low
- E-mail response to on-line report submissions and e-mail contact with victims of crimes (that have little chance of being solved) are acceptable
- Citizens desire a fast response to incidents where their safety may be at risk
- Police officers should be dispatched to calls that are not in-progress when there is a policing need to do so but not to improve customer service (for most not in-progress incidents having a report taken over the phone immediately is preferred to online reporting, scheduling an in-person response, or waiting – even as few as five minutes – for an in-person response)

**APPENDIX F – APPROACH TO ADJUSTING STAFFING TO
ACCOUNT FOR EXPECTED ABSENCES AND VACANCIES**

APPENDIX F – APPROACH TO ADJUSTING STAFFING TO ACCOUNT FOR EXPECTED ABSENCES AND VACANCIES

Our staffing recommendations detail the number of personnel needed to achieve a given level of service. If desired service levels are achieved required staffing will need to be deployed on each shift. To the extent that required staffing levels are not met, due to absences or vacancies, the department will not be able to achieve the level of service desired. Staffing levels therefore must be increased to ensure adequate staffing can be deployed after accounting for expected vacancies and absences.

In general, there are two ways to adjust staffing to account for expected absences and vacancies – hiring additional full-time staff or hiring existing staff on an overtime basis. On an FTE basis hiring additional full-time staff is less expensive than paying staff on an overtime basis but is less precise than using overtime to account for absences and vacancies. On the other hand, while hiring existing staff on an overtime basis is more expensive than hiring full-time staff (if a full-time position is needed) using overtime is extremely precise since increased costs are incurred only for the hours additional staffing is needed. Requiring staff to work overtime, however, can create a burden on them.

The small difference between overtime costs and the costs of additional full-time employees suggests that it is prudent to be conservative when determining the number of additional full-time employees that are needed to adjust for expected absences and vacancies. Relief factors based on the average number of absences experienced assume that absences will be spread out evenly over the course of a year. In reality, of course, there will be more than the average expected number of absences on some days and fewer than the average expected number of absences on other days. Full-time staffing levels determined using a relief factor calculated using average absences will increase costs when fewer than the average number of staff are absent. (The cost of these extra staff is the total compensation of these positions including both salaries and benefits). On the other hand, on days with more than the average number of absences insufficient staff will be deployed to address needs.

The extent to which using overtime to address absences is more cost effective than using full-time staff depends on the likelihood that the number of full-time staff deployed over the course of the year will exceed the number needed to account for actual absences. If actual absences vary little from average absences, using full-time staff to account for most absences will be cost-effective because the likelihood that more full-time staff will be deployed than are needed will be small. If, on the other hand, actual absences vary significantly from average absences making more use of overtime to adjust for absences will be cost-effective.¹

¹ Please note that when too few full-time positions are deployed to account for expected absences because actual absences exceed the average, using overtime to account for these absences does not increase costs. Under such circumstances overtime is the only viable option for increasing staffing to needed levels.

As this discussion suggests, the question of which approach to adjusting for absences – using overtime or hiring additional full-time staff – is more cost-effective depends on two factors:

- The difference in cost between a full-time employee working straight time and that employee working overtime
- The likelihood that the additional full-time staff employed to account for vacancies will exceed the number needed

The difference in cost between employing full-time police officers and police officers on overtime is small. Police officers on overtime are paid 1.5 times their salaries. The cost of employing full-time officers, by contrast, is 1.429 times their salary since benefits costs account for 42.9 percent of the average officer's salary. The extra costs incurred by paying officers overtime rather than hiring additional full-time staff is 7.1 percent of the average officer's salary.

From a cost perspective, relief factors for police officers should be set so that the expected costs of employing more full-time police officers than are needed to account for absences are the same as the expected incremental costs of using overtime to account for absences. The expected cost of employing more full-time police officers than are needed is the cost of a full-time police officer (1.429 times salary) times the probability that more full-time police officers will be employed than are needed. The expected incremental cost of using overtime to account for absences, on the other hand, is the incremental cost of overtime (.071 times salary) times the probability that too few full-time staff will be employed and overtime will be used. Analysis suggests that full-time staffing levels should be set so that there is an approximately five percent chance that more full-time staff than are needed will be deployed and an approximately 95 percent chance that too few full-time staff are deployed and overtime will be used.² If absences used to calculate a relief factor are 1.64 standard deviations below the average absences there is a 95 percent chance that actual absences will be higher than the number filled by full-time staff. A relief factor set at 1.64 standard deviations below average absences therefore represents the break-even point where the costs of paying overtime and the costs of employing full-time employees are equal.

Relief Factor Calculations For Absences

A relief factor of 1.06 should be used to calculate the number of full-time staff needed to account for absences. This relief factor was calculated using absences 1.64 standard deviations below the average number of absences for police officers. Overtime needs can be calculated by subtracting the relief factor for full-time staff calculated at 1.64 standard deviations below average absences (1.06) from the relief factor calculated using average absences (1.21).

² A 4.7 percent probability (.047) times the cost of employing more full-time staff than are needed (1.429 times salary) yields an expected cost of .0671 times salary. A 95.3 percent probability (.953) times the extra costs associated with overtime (.071 times salary) yields an expected cost of .0676 times salary.

In addition, overtime should be used to account for absences relating to officers on light duty status, officers who are administrative leave or have been suspended, and officers who are on military leave. This type of leave is concentrated on a small number of officers and there is no expectation that it will be spread evenly across the year. Officers were absent for the purposes for 970.5 hours in the year used to make the calculations (which equates to .46 FTEs).

Vacancy Replacement Calculations

As noted, the staffing recommendations presented in this study assume recommended positions will be filled. If positions remain vacant when staff leave the department's employment the department's ability to meet service expectations will be compromised. The department, therefore, needs to maintain the capacity to fill vacancies as they occur.

A portion of the capacity used to address vacancies should be addressed by hiring additional full-time staff and a portion should be filled using overtime. As with the staffing adjustments made for absences that are incorporated into relief factor calculations, the level of additional full-time staffing provided should be set at a level where there is only a five percent probability that more full-time staff are employed to account for vacancies than are needed.

To calculate the number of additional full-time staff that should be employed to account for vacancies and to estimate overtime expenditures the number of vacancies per month over the past two years (2014 and 2015) was determined. The average number of vacancies per month is 6.0 with a standard deviation of 2.11.

Month	2014	2015
January	3	7
February	3	7
March	3	7
April	4	8
May	4	6
June	4	6
July	4	7
August	4	8
September	4	9
October	5	9
November	7	9
December	7	9

If full-time staff should be set at 1.64 standard deviations below the average 2.54 full-time positions should be established to account for vacancies. The department should consider rounding this up to 3.0 full-time positions as the number of vacancies per month has been consistently trending higher. Overtime will be needed to fill the equivalent of 3.0 positions.

Given the large number of department employees who are eligible to retire this analysis should be repeated as part of the annual budgeting process.

APPENDIX G – ACTIVITY ANALYSIS RESULTS

APPENDIX G – ACTIVITY ANALYSIS SURVEY RESULTS

Based on the results of a focus group meeting with patrol officers and input from department managers, an on-line activity analysis survey was developed. The purpose of the survey was to determine how patrol officers spend their time during the course of a year across 13 categories of activity: general administrative; calls; reports; general patrol activities (non-traffic); traffic enforcement; non-traffic proactive activities; court-related activities; call-outs; warrants; community meetings; special assignments; training; and other activities.

Fifty-four patrol officers who primarily respond to calls-for-service started the survey and 45 surveys were completed. Patrol officers indicate that they currently devote approximately 24 percent of their time on responding to calls and calls-related activities, 17 percent of their time on traffic enforcement, 16 percent of their time writing and revising reports, and 11 percent of their time on non-traffic related general patrol activities.

Category	Activity	Percent Of Time Spent
Calls	Respond to calls; assist other agencies; back-up other officers; conduct preliminary investigations; make arrests; transport prisoners; complete probable cause affidavits; process evidence, take pictures, and lift fingerprints at crime scenes; deposit property at evidence room; complete laboratory submission forms	24.40%
Traffic enforcement	Make traffic stops; issue traffic citations; provide specialized assistance at traffic stops; patrol school zones	17.44%
Reports	Write reports; complete supplements; revise reports	16.15%
General patrol activities (non-traffic)	Conduct general patrol activities (not focused on a particular area)	11.38%
Non-traffic proactive activities	Conduct directed patrol; conduct building checks; conduct field interviews; make citizen contacts	7.50%
General administrative	Attend roll call; check e-mail and phone messages; get, secure, and return equipment; locate and inspect vehicles; take vehicles to shop for repairs; upload COBAN videos; turn in paperwork at the end of the shift; sign for subpoenas; meet with supervisor; attend disciplinary hearings; complete evidence tracers	6.17%
Other activities	Take breaks; drive to and from assigned district at the beginning and end of the shift	5.33%
Training	Participate in roll call, mandatory in-service, and firearms training; attend specialized class; participate in SWAT	4.24%

Category	Activity	Percent Of Time Spent
	training	
Court related activities	Meet with prosecutors and defense attorneys; participate in depositions; attend court	4.24%
Warrants	Serve warrants; assist with warrant service	2.06%
Special assignments	Provide support for parades and other activities; serve on honor guard	1.10%
Community meetings	Attend community and neighborhood meetings	0.94%
Call-outs	Participate in call-outs as a member of a specialized unit; participate in other call-outs	0.82%

**AGENDA REQUEST
BUSINESS OF THE CITY COUNCIL
CITY OF PEARLAND, TEXAS**

AGENDA OF:	08/29/2016	ITEM NO.:	New Business No. 2
DATE SUBMITTED:	August 24, 2016	DEPT. OF ORIGIN:	Finance
PREPARED BY:	Neelie Walker	PRESENTOR:	Rocky Craley
REVIEWED BY:	Trent Epperson	REVIEW DATE:	August 24, 2016
SUBJECT: Discussion regarding Rate Model/Water/Sewer Multi-Year Forecast, Water/Sewer Rates and Fees			
EXHIBITS: Exhibit A – Rate Model Results - Power Point Presentation			
FUNDING:	<input type="checkbox"/> Grant	<input type="checkbox"/> Developer/Other	<input type="checkbox"/> Cash
	<input type="checkbox"/> Bonds To Be Sold	<input type="checkbox"/> Bonds- Sold	<input type="checkbox"/> L/P – Sold
			<input type="checkbox"/> L/P – To Be Sold
EXPENDITURE REQUIRED: N/A		AMOUNT BUDGETED: N/A	
AMOUNT AVAILABLE: N/A		PROJECT NO.:	
ACCOUNT NO N/A			
ADDITIONAL APPROPRIATION REQUIRED:			
ACCOUNT NO.:			
PROJECT NO.:			
To be completed by Department:			
<input checked="" type="checkbox"/> Finance	<input type="checkbox"/> Legal	<input type="checkbox"/> Ordinance	<input type="checkbox"/> Resolution

EXECUTIVE SUMMARY

BACKGROUND

On February 8, 2016, the City Council awarded a contract to Raftelis Financial Consultants, Inc. to conduct a comprehensive cost of service study and rate model for the City's water and wastewater utility system.

The City's dramatic growth, operating increases, and rate pressures create many challenges. The City must evaluate various water and wastewater rate designs to ensure a modern, cost-effective pricing structure and ensure financial health and stability of the water/wastewater fund through financial planning and modeling for its water and wastewater utilities.

The goals of the study were to:

- Equitably distribute costs between water and wastewater and between base and volume or fixed and variable customers.
- Ensure the City's rate structure is fair and equitable to all users; and should allow for TCEQ user classifications.
- Review the City's current rate structure and make recommendations on best practices.
- Inform the City of any upcoming regulatory changes that may affect the City's rate or rate structure.
- Present to management and City Council any significant changes being proposed and impacts to the various ratepayers.

Part of the rate model scope of work was a presentation of the results to the City Council. The purpose of the presentation is to review with City Council the model and get direction and input regarding water and sewer rates for FY-2016/2017 and beyond. The consultant will be prepared to review with City Council various rate structures, the City's consumption patterns, as well as seek direction on financial or policy issues, which will provide direction for staff and the consultant to complete the rate model which will result in an ultimate recommendation on a rate structure and associated rates.

SCHEDULE

First reading of the ordinances to adopt water and sewer rates is scheduled for September 12th with second and final reading on September 19, 2016, prior to the start of the new 2017 Fiscal Year on October 1, 2016.

POLICY/GOAL CONSIDERATION

Pursuant to the City's financial policy, utility rates and other Enterprise Fund user fees shall be set at levels sufficient to cover operating expenses (direct and indirect), meet debt obligations and debt service coverage, provide pay-as-you-go funding for capital improvements, and provide adequate levels of working capital.

FINANCIAL INFORMATION

The City provides water and sewer service to approximately 36,000 residential and commercial customers. The water & sewer fund is operated in a manner similar to private business enterprise, where services to the public are financed primarily through user charges.

The Water/Sewer Fund includes a 15.6% revenue increase, generating additional revenues of \$5.29 million, up 5.3 percentage points from last year's 10.3% forecast for a revenue total of \$44.8 million. The revenue increase is needed to maintain the system, provide for debt service, and to meet reserve and bond coverage requirements. Expenses total \$45.62 million, and include debt payments of \$15.5 million. The budget includes programs to maintain and sustain our existing infrastructure such as, Backflow Preventer Compliance Program (\$142,000), Water Reclamation Facility Building Repairs (\$100,000), Water & Wastewater Ground Maintenance (\$226,740) and a Chemical Vacuum Feed System for Liberty & Magnolia Water Facilities (\$60,000).

The Five-Year Capital Improvement Plan (CIP) for 2017-2021 totals \$545,372,147. The rate model includes the cost of the water/sewer projects which total \$310.64 million of which \$53.38 million is in year 2017 of the plan and will be appropriated for funding with the adoption of the fiscal year 2017 budget. Funding for these projects come from a variety of sources with the

issuance of debt being the main source. Water/Sewer bonds total \$38.09 million, cash from system revenues total \$800 thousand, and other funding sources total \$10.36 million.

The Multi-Year Forecast shows projected water & sewer revenues increasing from \$39.02 million in fiscal year 2016 to \$58.95 million in FY 2019. Expenditures increase from \$39.73 million in FY 2016 to \$55.73 million in FY 2019. The forecast also shows that annual revenue increases are also needed for 2018 and 2019; 19.1% and 6.5% respectively, given mission critical capital projects to meet growth and demand which directly increases the amount required for bond coverage and operating reserves.

RECOMMENDED ACTION

Review and discuss the proposed budget for Fiscal Year 2017: Five-Year Capital Improvement Program Water/Sewer; Fiscal Year 2017 Water/Sewer budget; Water/Sewer Multi-Year Forecast and Water/Sewer Rates and Fees.



Rate Model Study Results

(Water/Wastewater Only)

August 29, 2016



PROJECT OBJECTIVES



Develop Financial Model

- For Ongoing Future Use by the City

Financial Plan and Rate Forecast

- Fund Capital Improvement Plan
- Ensure Water and Wastewater Services are Self-sustaining and Meet Annual Sufficiency Needs
- Meet Financial Targets and Objectives of Utility
- Explore Alternative Rate Scenarios

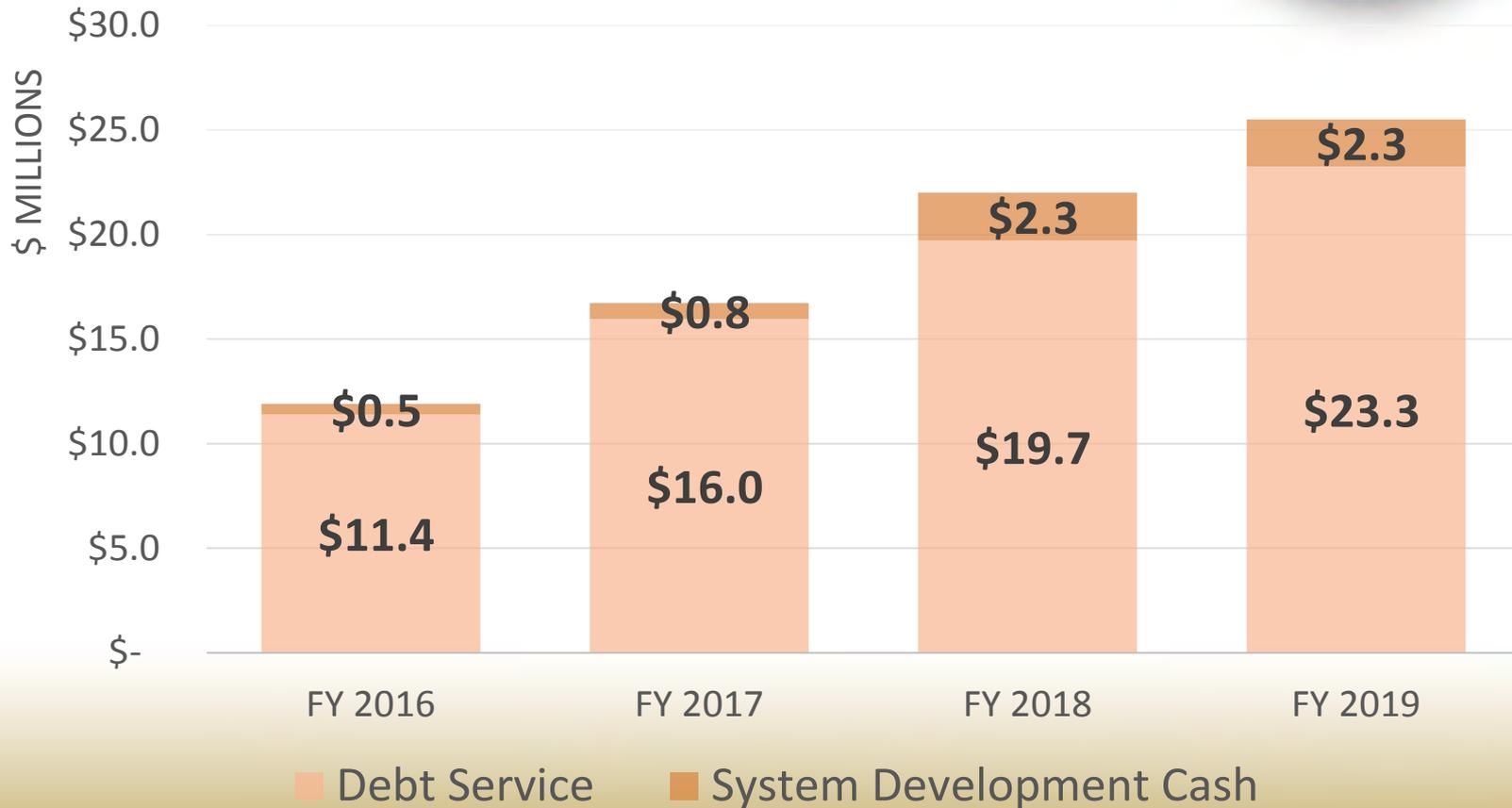


Financial Analysis

CAPITAL IMPROVEMENT PLAN - USE



ANNUAL CAPITAL COSTS



“SNOWBALL EFFECT” OF INCREASE IN DEBT COSTS



Overall Annual Revenue Requirements

Impact to
User Rates

Debt Service Costs

New Capital;
Repair and
Replacement

Cash Reserve

25% of Total
Costs

Debt Service Coverage

Target
Coverage of
1.4x

DS Reserve

Requirement
for Bonds

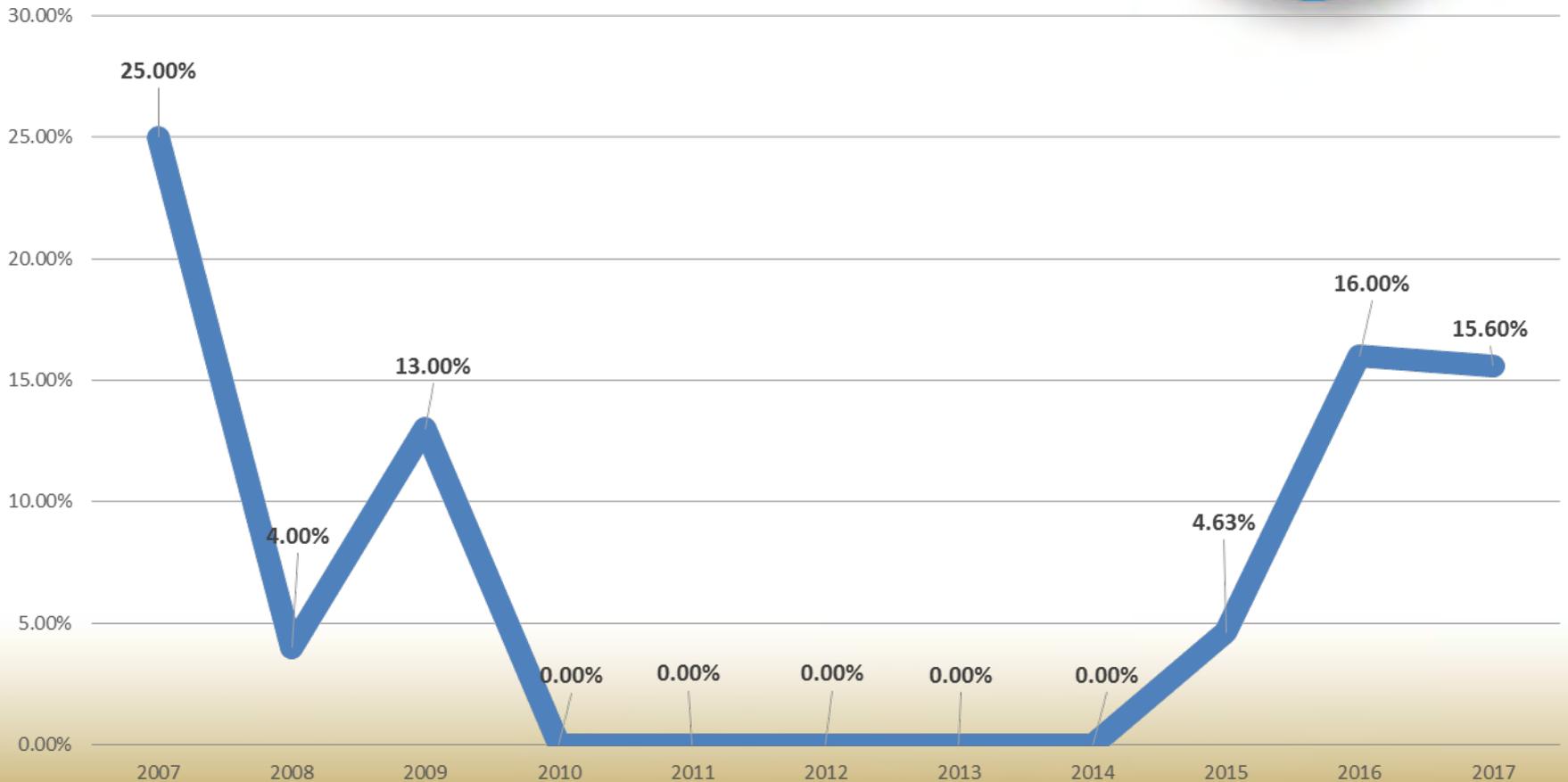
ANNUAL OPERATING AND MAINTENANCE COSTS



HISTORICAL REVENUE ADJUSTMENTS



Revenue Increase



FORECAST OF REVENUE ADJUSTMENTS



	<u>Projected</u>	<u>Proposed</u>	<u>Forecasted</u>	
	<u>FY 2016</u>	<u>FY 2017</u>	<u>FY 2018</u>	<u>FY 2019</u>
Revenues	\$ 39,023,800	\$ 44,810,025	\$ 54,493,691	\$ 58,951,878
Expenditures	39,733,421	45,618,762	51,532,012	55,727,444
Revenues Over (Under) Expenditures	(709,621)	(808,737)	2,961,679	3,224,434
Beginning Cash Equivalents	15,624,805	14,915,184	14,106,447	17,073,176
Reserve for Debt Service	2,623,222	2,688,411	4,160,119	6,034,664
Ending Cash Equivalents	<u>\$ 12,291,962</u>	<u>\$ 11,418,036</u>	<u>\$ 12,908,007</u>	<u>\$ 14,262,946</u>
Bond Coverage - 1.4	1.59	1.65	2.19	1.73
Cash Reserve Ratio - 25%	31%	25%	25%	26%
Number of Connections				
% Revenue Increase Needed	16.0%	15.6%	19.1%	6.5%
Revenue Bonds to be Issued	\$ -	\$ 38,093,000	\$ 40,842,000	\$ 110,880,000



2017 Rate Analysis

RATE ANALYSIS



Financial Plan

- How much revenue is needed for utility sustainability?

Rate Analysis

- How should customers pay?

CURRENT RATE STRUCTURE: 2016 RATES



WATER USER CHARGES

<u>Base Charge</u>		<u>Volumetric User Charge</u>	
Single Unit	\$ 13.78	Residential	
Multi Unit	\$ 12.52	0-2,000 gallons	in base
		2,001-6,000 gallons	\$ 3.48
		6,001-15,000 gallons	4.35
		15,001-25,000 gallons	5.22
		25,001+ gallons	6.96
		Commercial/Multi-Unit	
		0-2,000 gallons	in base
		2,000+ gallons	\$ 4.35
		Landscape	
		0-2,000 gallons	in base
		2,000+ gallons	\$ 5.22

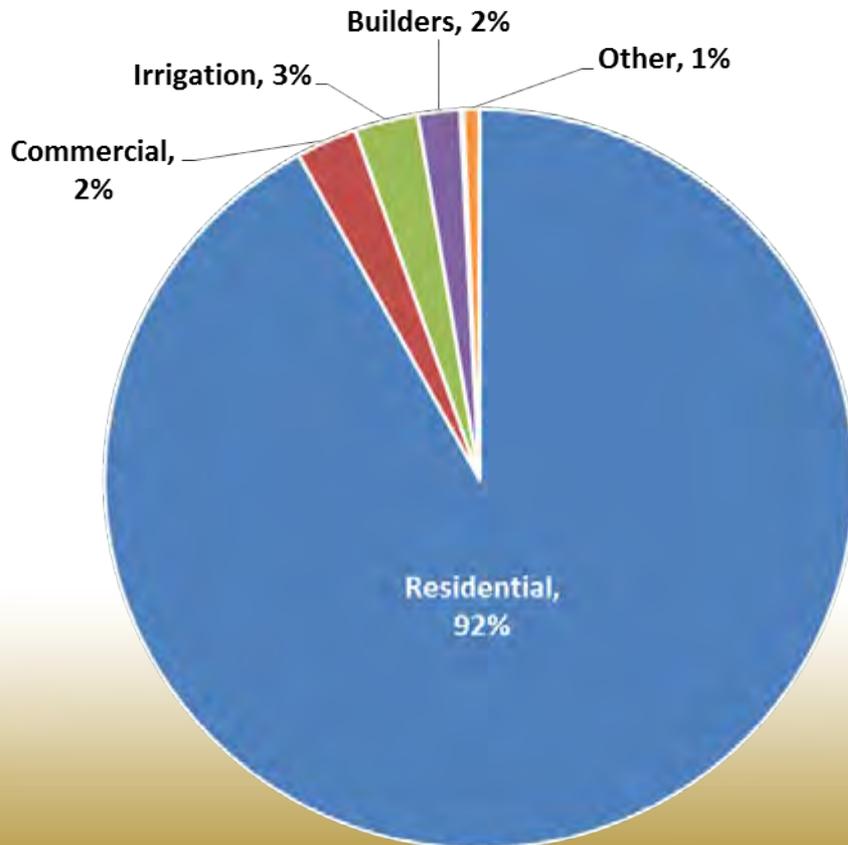
WASTEWATER USER CHARGES

<u>Base Charge</u>		<u>Volumetric User Charge</u>	
Single Unit	\$ 17.44	0-2,000 gallons	in base
		2,000+ gallons	\$ 3.97

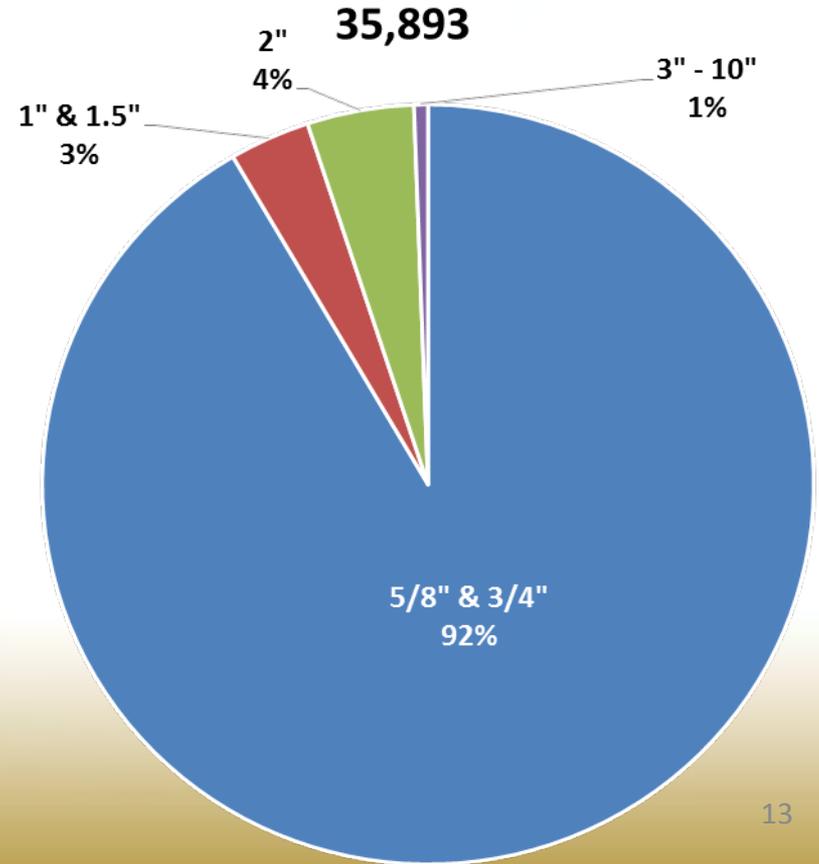
WATER-SEWER CUSTOMER PROFILE



Customer Accounts – 35,893



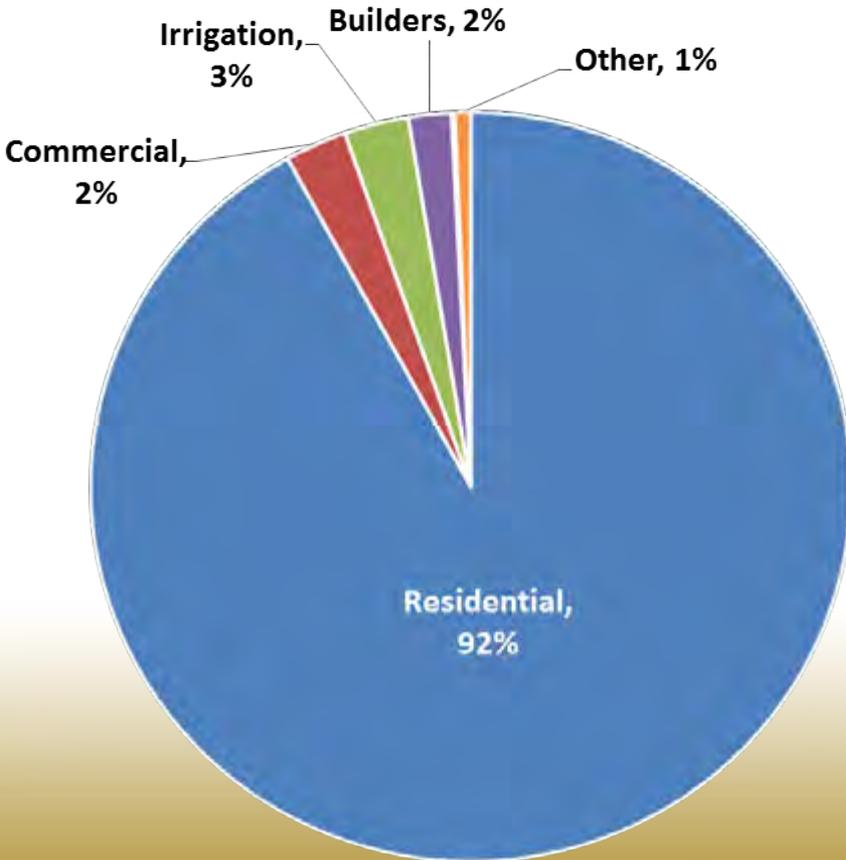
Customer Accounts by Meter Size – 35,893



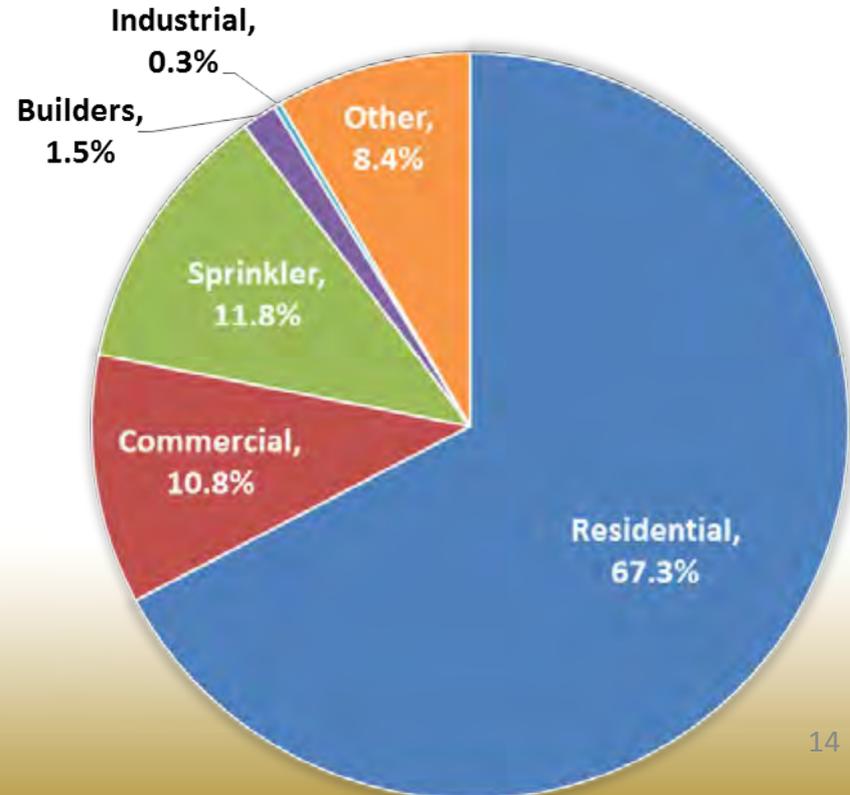
WATER-SEWER CUSTOMER PROFILE



Customer Accounts – 35,893



**CONSUMPTION OCT 2015 - JUN 2016
2.7 BILLION GALLONS BILLED**



WATER SCENARIOS



- » **Baseline:** Across the board increases to base and volumetric charges of existing structure
- » **Scenario 1W:** Revised cost allocation to base charge and transition to base charge scaled up by meter size
- » **Scenario 2W:** Scenario 1 with tiered commercial and irrigation volumetric rates

	FY 2016		FY 2017					
			Baseline		Scenario 1W		Scenario 2W	
WATER								
Base	\$ 6,867,200	37%	\$ 7,355,108	37%	\$ 7,980,021	40%	\$ 7,980,021	40%
Volume	\$ 11,632,800	63%	\$ 12,438,050	63%	\$ 11,813,138	60%	\$ 11,813,138	60%
Total User Charge Revenue	\$ 18,500,000		\$ 19,793,159		\$ 19,793,159		\$ 19,793,159	

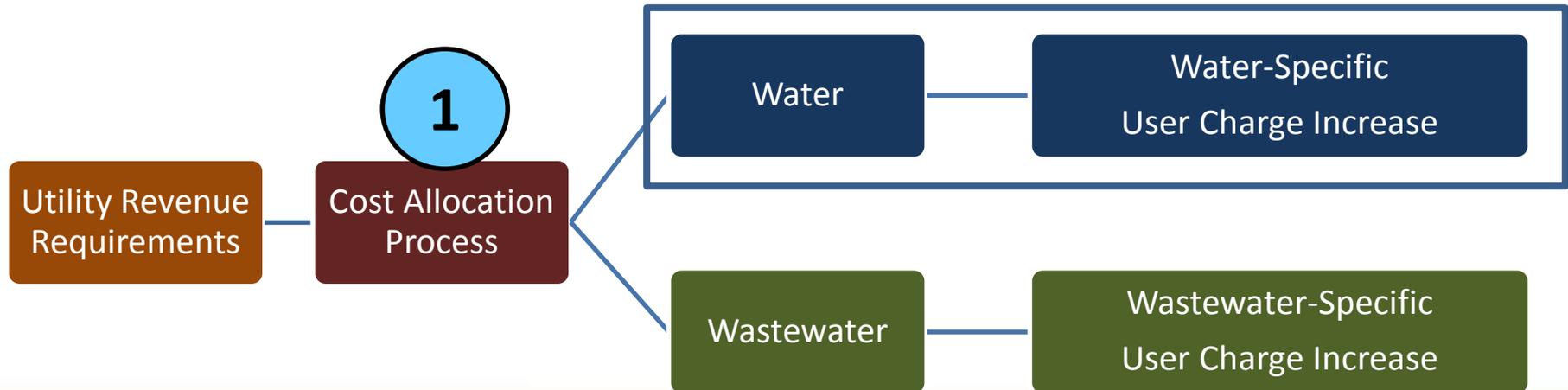
All Scenarios are designed to recover the same level of revenue.

WATER: BASELINE SCENARIO



» Baseline:

1. Across the board increases to base and volumetric charges of existing structure based on allocated costs.

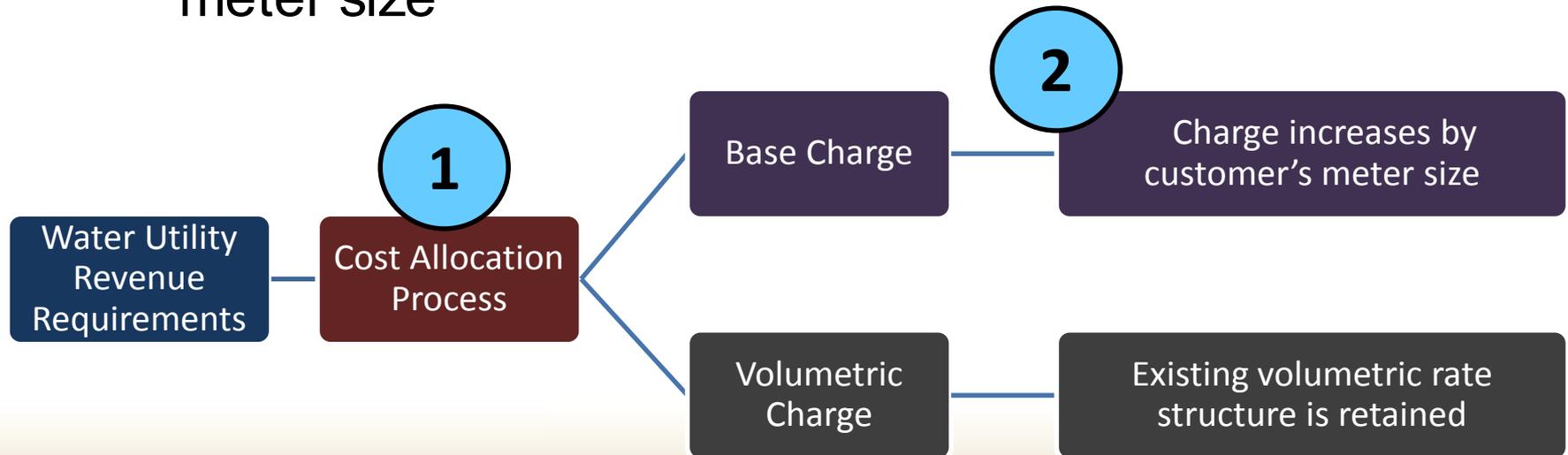




WATER: SCENARIO 1W

» Scenario 1W:

1. Revised cost allocation to base charge
2. Transition to base charge scaled up by meter size

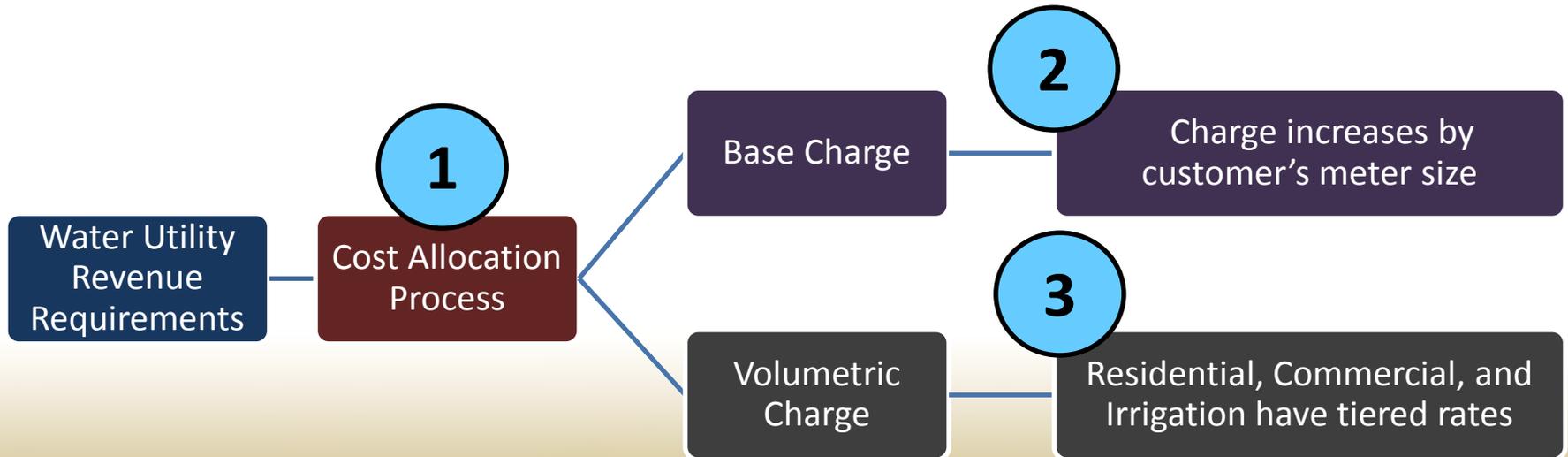




WATER: SCENARIO 2W

» Scenario 2W:

1. Revised cost allocation to base charge
2. Transition to base charge scaled up by meter size
3. Tiered Commercial and Irrigation Rates



WATER: CUSTOMER IMPACTS: MONTHLY BILLS



Example Bills For Demonstration Purposes.

Consumption (Kgal/mo)	Meter Size	FY 2016	FY 2017			\$ change from 2016 customer bills		
			Baseline	SC 1W	SC 2W	Baseline	SC 1W	SC 2W
RESIDENTIAL CUSTOMERS								
2	5/8"	\$13.78	\$14.88	\$12.63	\$12.63	\$1.10	(\$1.15)	(\$1.15)
6	5/8"	27.70	29.92	26.92	25.40	2.22	(0.78)	(2.30)
8	5/8"	36.40	39.32	35.84	33.39	2.92	(0.56)	(3.01)
10	5/8"	45.10	48.72	44.77	41.37	3.62	(0.33)	(3.73)
15	5/8"	66.85	72.22	67.09	61.33	5.37	0.24	(5.52)
25	5/8"	119.05	128.62	120.66	109.22	9.57	1.61	(9.83)
COMMERCIAL CUSTOMERS								
17.5	1"	\$81.21	\$87.73	\$100.77	\$95.44	\$6.53	\$19.56	\$14.24
41.7	1"	186.48	201.47	208.80	238.01	15.00	22.32	51.54
104.2	2"	458.35	495.22	557.26	706.63	36.87	98.91	248.28
SPRINKLER CUSTOMER								
29.4	1"	\$156.81	\$169.42	\$178.35	\$169.84	\$12.61	\$21.54	\$13.03

WATER: BASE CHARGES



	<u>FY 2016</u>	<u>FY 2017</u>		
		<u>Baseline</u>	<u>SC 1W</u>	<u>SC 2W</u>
Inside City				
<i>Single Unit</i>				
5/8"	\$ 13.78	\$ 14.88	\$ 12.63	\$ 12.63
3/4"	13.78	14.88	18.95	18.95
1"	13.78	14.88	31.58	31.58
1 1/2"	13.78	14.88	63.16	63.16
2"	13.78	14.88	101.06	101.06
3"	13.78	14.88	189.48	189.48
4"	13.78	14.88	315.80	315.80
6"	13.78	14.88	631.60	631.60
8"	13.78	14.88	1,010.56	1,010.56
10"	13.78	14.88	1,452.68	1,452.68
 <i>Multi Unit</i>				
Per Unit	\$ 12.52	\$ 13.52	\$ 11.48	\$ 11.48

WATER: VOLUMETRIC CHARGES



	<u>FY 2016</u>	<u>FY 2017</u>				<u>FY 2016</u>	<u>FY 2017</u>		
		<u>Base</u>	<u>SC 1W</u>	<u>SC 2W</u>			<u>Base</u>	<u>SC 1W</u>	<u>SC 2W</u>
Volumetric Charge (per Kgal)									
<i>Inside City</i>									
Residential					Commercial/Industrial				
0-2,000 gallons	in base	in base	in base	in base	0-2,000 gallons	in base	in base	in base	in base
2,001-6,000 gallons	\$ 3.48	\$ 3.76	\$ 3.57	\$ 3.19	2,001-6,000 gallons	\$ 4.35	\$ 4.70	\$ 4.46	\$ 3.99
6,001-15,000 gallons	4.35	4.70	4.46	3.99	6,001-15,000 gallons	4.35	4.70	4.46	3.99
15,001-25,000 gallons	5.22	5.64	5.36	4.79	15,001-25,000 gallons	4.35	4.70	4.46	4.79
25,001+ gallons	6.96	7.52	7.14	6.39	25,001+ gallons	4.35	4.70	4.46	6.39
Muulti-Unit					Landscape				
0-2,000 gallons	in base	in base	in base	in base	0-2,000 gallons	in base	in base	in base	in base
2,000+ gallons	\$ 4.35	\$ 4.70	\$ 4.46	\$ 3.99	2,001-6,000 gallons	\$ 5.22	\$ 5.64	\$ 5.36	\$ 4.79
					6,001-15,000 gallons	5.22	5.64	5.36	4.79
					15,001-25,000 gallons	5.22	5.64	5.36	4.79
					25,001+ gallons	5.22	5.64	5.36	6.39

WASTEWATER SCENARIOS



- » **Baseline:** Across the board increases to base and volumetric charges of existing structure
- » **Scenario 1WW:** Revised cost allocation to base charge and transition to base charge scaled up by meter size

	FY 2017					
	FY 2016		Baseline		Scenario 1WW	
WASTEWATER						
Base	\$ 7,541,895	48%	\$ 10,563,349	52%	\$ 11,222,344	55%
Volume	\$ 8,058,105	52%	\$ 9,879,018	48%	\$ 9,220,022	45%
Total User Charge Revenue	\$ 15,600,000		\$ 20,442,367		\$ 20,442,367	



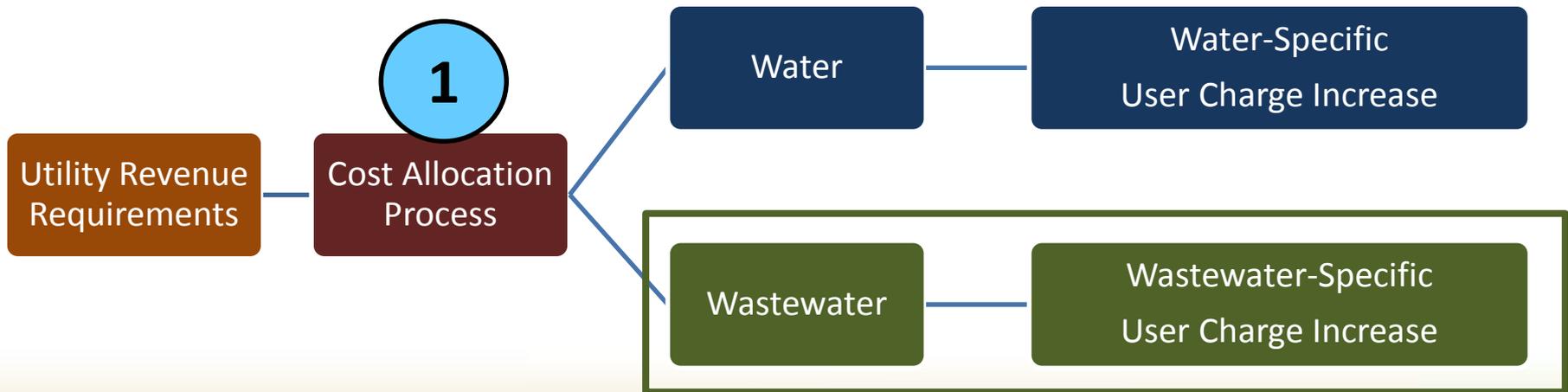
All Scenarios are designed to recover the same level of revenue.

BASELINE SCENARIO



» Baseline:

1. Across the board increases to base and volumetric charges of existing structure based on allocated costs.

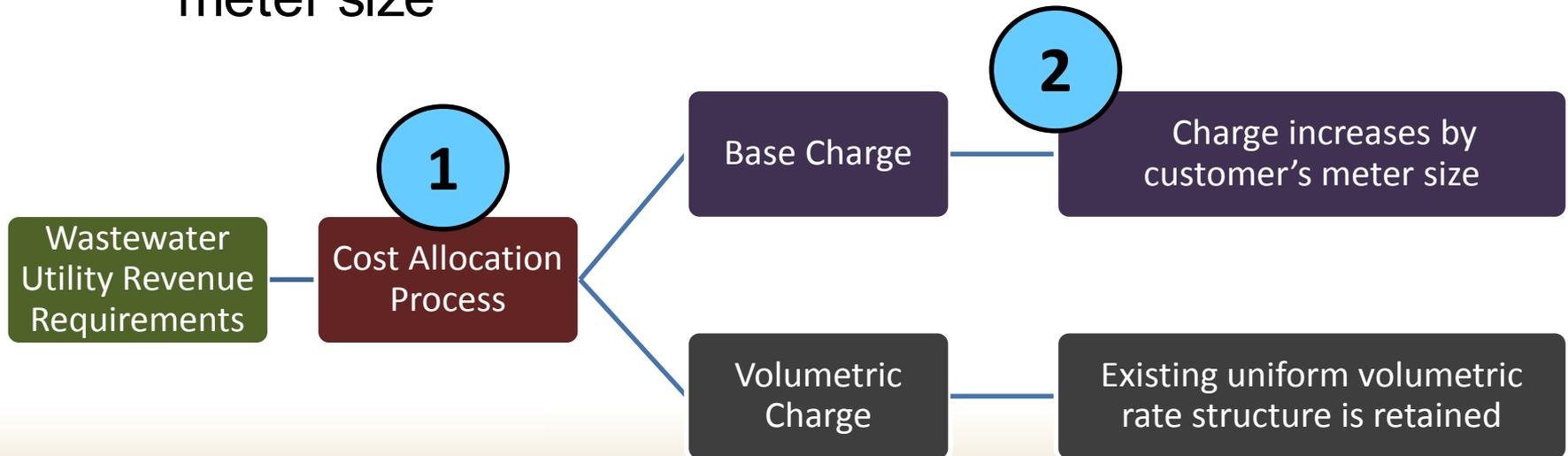


WASTEWATER: SCENARIO 1WW



» Scenario 1WW:

1. Revised cost allocation to base charge
2. Transition to base charge scaled up by meter size





WASTEWATER: CUSTOMER IMPACTS – MONTHLY BILLS

Example Bills For Demonstration Purposes.

AWC (Kgal/mo)	Meter Size	2016	FY 2017		\$ change from 2016 customer bills		
			Baseline	SC 1WW	Baseline	SC 1WW	
RESIDENTIAL							
2	5/8"	\$17.44	\$21.63	\$19.60	\$4.19	\$2.16	
6	5/8"	33.32	41.31	37.96	7.99	4.64	
8	5/8"	41.26	51.15	47.15	9.89	5.89	
12	5/8"	57.14	70.83	65.51	13.69	8.37	
COMMERCIAL							
17.5	1"	\$78.98	\$97.89	\$120.16	\$18.92	\$41.19	
41.7	1"	175.05	216.95	231.28	41.91	56.23	
104.2	2"	423.17	524.45	626.04	101.28	202.87	

CURRENT WASTEWATER RATE STRUCTURE



	<u>FY 2016</u>	<u>FY 2017</u>	
		<u>Baseline</u>	<u>SC 1WW</u>
Inside City			
<i>Fixed Charge</i>			
5/8"	\$ 17.44	\$ 21.63	\$ 19.60
3/4"	17.44	21.63	29.39
1"	17.44	21.63	48.99
1 1/2"	17.44	21.63	97.98
2"	17.44	21.63	156.76
3"	17.44	21.63	293.93
4"	17.44	21.63	489.88
6"	17.44	21.63	979.75
8"	17.44	21.63	1,567.61
10"	17.44	21.63	2,253.44

Volumetric Charge

Inside City

Residential

0-2,000 gallons

Above minimum, below cap

Non-Residential

0-2,000 gallons

2,000+ gallons

	<u>FY 2016</u>	<u>FY 2017</u>	
		<u>Baseline</u>	<u>SC 1WW</u>
0-2,000 gallons	in base	in base	in base
Above minimum, below cap	\$ 3.97	\$ 4.92	\$ 4.59
0-2,000 gallons	in base	in base	in base
2,000+ gallons	\$ 3.97	\$ 4.92	\$ 4.59

FY 2017 REVENUE INCREASE CHANGES



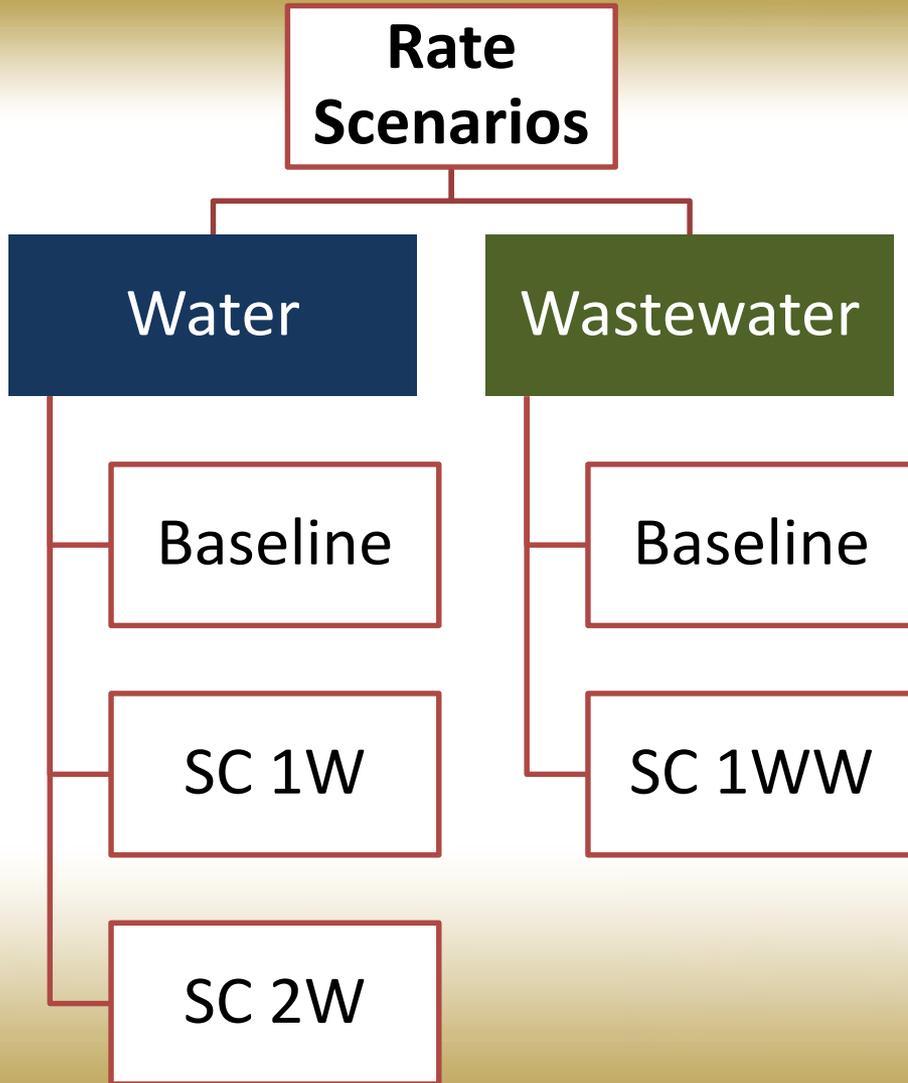
» Revenue Increase for FY 2017

- 2015 Projection: 10.3%
- Preliminary 2016: 20.5%
- **Proposed 2016: 15.6%**

» What's Changed in the Forecast from Last Year

- Increase in water purchases
- Increase in water reclamation O&M

SUMMARY



- » Revenue increase: 15.6%
- » Changes to Rate Structure for consideration
 - Cost Allocation
 - Water to Wastewater
 - Base to Volume
 - Different base charge structure
 - Non-residential tiered water rates

SUMMARY



» Next Steps for Council

- Consider baseline, rate scenarios, and customer impacts
- Provide staff direction for ordinance
- Rate ordinance schedule
 - Adoption of rate ordinance = 9/12/2016 (1st Reading)
 - Adoption of rate ordinance = 9/19/2016 (2nd Reading)
 - Effective date for new rates = 10/01/2016

RESPONSIVE | RESULTS-ORIENTED | TRUST-BUILDERS | ACCOUNTABLE



THANK YOU

ROCKY CRALEY

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