



CITYGATE ASSOCIATES, LLC  
PUBLIC SAFETY SERVICES

# CITY OF SURPRISE, ARIZONA VOLUME 2 OF 4 - TECHNICAL REPORT

## POLICE SERVICES MASTER PLAN

NOVEMBER 7, 2017

CITYGATE ASSOCIATES, LLC

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# ***REPORT ORGANIZATION***

*This Volume:*

**Volume 2: Technical Report—Police Services Master Plan**

*Other Volumes in this report:*

Volume 1—Executive Summaries for: Police Services Master Plan (Part 1);  
Fire Protection and Paramedic Services Master Plan (Part 2)

Volume 3: Technical Report—Fire Protection and Paramedic Services Master Plan

Volume 4: Map Atlas—Fire Protection and Paramedic Services Master Plan

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## **SECTION 1—INTRODUCTION**

Citygate Associates, LLC is pleased to present this master plan of the City of Surprise’s Police Department. This introductory section will discuss the organization of this master plan, Department background, the project scope of work, the approaches and techniques used by Citygate, Citygate’s assessment factors, and the City’s unique situation.

### ***1.1 MASTER PLAN ORGANIZATION***

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This master plan’s organization is detailed below. After an introduction to the master plan and Department is provided in Section 1, Sections 2 through 4 provide data analysis of calls for service, crimes, response times, and Field Operations workload. Sections 5 through 9 examine the Divisions of the Department and the Office of the Chief. Section 10 discusses near term police staffing projections based on existing service gaps, population growth rates, and future development. Section 11 concludes with short- and long-term next steps and a prioritization of key recommendations.

To clearly address the four strategic goal themes of facilities, staffing, equipment, and information technology throughout this master plan, we have organized our recommendations into those four categories at the conclusion of Sections 4 through 10. A fifth category, “General,” was added for recommendations that do not fit into the primary four categories.

This volume is organized as follows:

- Section 1     Introduction: An introduction to the master plan, Department, and scope of work.
- Section 2     Calls for Service and Crime Data: A data analysis of service demands across three categories: calls for service, Officer-initiated activities, and administrative activities. Crime data is also analyzed for Part I crimes.
- Section 3     Response Time Data: A data analysis of single and multiple-unit responses to high priority calls. Response time goals are also discussed.
- Section 4     Workload Analysis: An analysis of Patrol workload data within the framework of the “20/20/20 Rule.”
- Section 5     Field Operations Division: A review of the following units: Patrol, K-9, Special Assignment Unit (including Special Weapons and Tactics and Crisis Negotiation Team), Traffic Unit, Transportation Unit, Park Ranger, and Animal Control.
- Section 6     Administrative Services Division: A review of the following units: Public Information Officer (including School Resource Officer and Crisis Intervention Training), Crime Prevention / Community Relations (including Citizens Patrol and Property and Evidence), Communications/9–1–1, and Records.

- Section 7    Professional Development Division: A review of the following units: Training, Recruitment and Commission on Accreditation for Law Enforcement Agencies.
- Section 8    Criminal Investigations Division: A review of the following units: Crimes Against People, Property Crimes Unit, Neighborhood Response Unit, Crime and Traffic Analyst, and Victim Advocate.
- Section 9    Office of the Chief of Police: A review of the Professional Standards Unit and the Department's administrative facility.
- Section 10    Economic Development Considerations: A discussion of near term police staffing projections based on existing service gaps, population growth rates, and future development.
- Section 11    Next Steps: A summary of recommended short- and long-term next steps and a priority table of key recommendations.

Appendix A: Department Organization Charts

Appendix B: Supplemental Response Time Data

Appendix C: Supplemental Workload Data

## **1.2 DEPARTMENT BACKGROUND**

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The City of Surprise Police Department is comprised of an authorized strength of 202 employees assigned to the Department's various activities including Patrol, Traffic, Professional Standards, Criminal Investigation, Victim Assistance, Communications and Dispatch Services, Animal Control, and Park Ranger. The Department also includes necessary support units including human resources, information technology, and other administrative services. The Department is Commission on Accreditation for Law Enforcement Agencies (CALEA) certified and takes great pride in its Community Policing philosophy. The Police Department has implemented numerous programs and activities designed to strengthen its relationship with the community. There are several indicators that the community has embraced the efforts of the Department, the most telling being the abundant and enthusiastic level of community volunteer participation. The City of Surprise provides its residents with a broad array of high quality municipal services that are valued by the community.

The City of Surprise's population has grown tremendously over the past decade. There have been some periods of slower growth, but overall the population increase has been dramatic. The trend is projected to continue for the foreseeable future. This growth has come with challenges for all the provided City services, including law enforcement. The Department has kept pace with personnel, but the rapid growth and projected growth have strained some of the law enforcement infrastructure. The current facilities have served the community well, but additional space will be needed to continue the high level of service currently provided.

The Department has strived to address these challenges through effective leadership and management and attempting, where possible, to leverage technology, particularly with regard to data-driven policing/intelligence-led policing. Overall, the Department has done an outstanding job managing its resources and providing quality services to the community.

The City of Surprise Police Department provides a high level of service to the community that would be envied by others. The community has come to expect this exceptional service delivery and the Department delivers on that expectation. The benefits of this are evident in the quality of life and safety satisfaction of the community. Nothing in this master plan is advocating for a reduction in that high level of quality service. This master plan is an examination of where compromise can be made between fiscal realities and continued use of the existing staffing model, technology, facilities, and equipment. The goal is to continue delivering a high level of police services while maximizing resources and leveraging technologies to enhance effectiveness and efficiencies.

The most important measure of a police agency is to observe the quality of life in the community it serves. There are indicators in the City of Surprise that show the Police Department, along with the other municipal departments, are doing an excellent job. The community is growing, people want to live in the City, businesses are investing in the community, the crime rate is comparatively low, and people are involved in the community. The Department, City Management team, and elected officials should take pride in this.

The Department's organization structure is illustrated in the organization charts shown in Appendix A.

### **1.3 PROJECT SCOPE OF WORK**

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The scope of this police services master plan included the following elements:

- ◆ Assessment of the current sworn and professional (non-sworn) staff levels. Included in the assessment is an examination of whether the staffing levels will meet the Police Department's goals without curtailing service or requiring excessive overtime work. Consideration is given to the Department's existing schedules, time for training, professional development, legal mandates, time off, illness, injuries, and attrition.
- ◆ Development of a structured and defensible methodology for the Police Department's staff to use in projecting future facilities, staffing, equipment, and information technology needs.
- ◆ Recommended staffing levels that will allow the Police Department to maintain or increase its current high levels of service, including: responding to all crimes and requests for service; maintaining robust crime prevention and community service

programs; and maintaining youth services, investigation and forensic crime scene evidence collection, crime suppression, and other services currently offered by the Police Department.

- ◆ Analysis of the impact on staffing levels and calls for service resulting from current and future City plans for economic development and future annexations.
- ◆ Wherever possible, use of existing data for the analysis, such as the City's General Plan and other published planning documents, crime statistics, payroll and overtime work records, and Computer-Aided Dispatch data. Police Department staff helped provide historical data from the agency's computer systems and other City sources.
- ◆ Assessment of community-oriented policing, predictive policing, and data-driven policing strategies. We will assess Community Policing efforts as an ongoing strategy; we will leverage the performance and evaluative processes in place, verifying the current effectiveness and efficiencies of the agency. We will assess efficiencies of calls for service. This includes evaluating and contrasting data to overlay response time standards, Officer safety, and call prioritization.
- ◆ Interviews with stakeholders—including City management and Police Department staff—to assess goals, expectations, and perceived workload levels.

#### **1.4 APPROACHES AND TECHNIQUES USED BY CITYGATE**

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In executing this master plan, Citygate engaged in the following processes:

1. Reviewed available documents and records relating to the management, operation, and budgeting of the Police Department.
2. Convened meetings with the City Manager, Assistant City Manager, and Finance Director.
3. Conducted interviews with the Department Sergeants, Lieutenants, Commanders, Assistant Chief, and Chief of Police, as well as Police Officers Association leaders.
4. Conducted interviews with non-sworn personnel in the Police Department.
5. Considered best practices in other agencies for applicability in the City of Surprise.

Throughout this process, it was our policy to review findings of the assessment with multiple sources for validation. The data also was presented and discussed with the Chief of Police, the

Assistant City Manager, and the City Manager to allow an opportunity to provide evidence concerning aspects of the master plan that they felt were unclear or needed further input.

## **1.5 CITYGATE'S ASSESSMENT FACTORS**

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As the Council understands, there are no mandatory federal or state regulations directing the level of police service staffing, response times, and outcomes. The City of Surprise's City Council has strived to provide budgetary support for staffing that affords Patrol Officers sufficient time to respond to calls for service and engage in preventative patrol, Community Policing, and basic crime prevention activities.

Citygate embraces the International Association of Chiefs of Police (IACP) recommended methods for determining appropriate staffing levels. The IACP recommended “20/20/20 Rule” suggests that for every hour worked in Patrol, 20 minutes each should be dedicated to:

- ◆ Call response.
- ◆ Administrative duties and report writing.
- ◆ Proactive/preventative patrol activities (foundational to a proactive Community Policing philosophy).

Citygate is committed to the principle of consistent, conservative fiscal management. We recommend adding personnel only when all other measures of efficiency and effectiveness, such as training, technology, equipment, and shift management, have been employed. Law enforcement management best practices dictate that Police Officer staffing increases be based upon empirical analysis of criminal activity, emergency calls for service, response times, clearance rates, and outcome measurements. Justification must be linked to the Department's service delivery goals and providing a safe working environment for Patrol Officers. In addition, best practices dictate that the Department use non-sworn personnel wherever possible to support the Department's operations.

## **1.6 ADVICE TO THE READER: HOW BEST TO HANDLE PEER REVIEW**

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From time to time throughout the master plan, we speak clearly and to the point. Our intent in providing direct feedback is to be clear to a variety of readers. The characteristics of the City of Surprise's Police Department have evolved over an extended period of time as a result of many factors. The attitudes, knowledge, talents, and philosophies of the employees we had the privilege of meeting were, in a word, impressive. Their affection for the City and the community is deep and abiding.

## **1.7 THE CITY'S UNIQUE SITUATION: THE STORY AND THE GOOD NEWS**

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The Police Department is fundamentally and operationally in great shape. Based on interviews, both sworn and non-sworn Department personnel are proud and grateful to be a part of the Police Department.

As it continues to grow in response to the increasing population and calls for service, the Department is well positioned to continue to modernize, adapt to new priorities, and make law enforcement service delivery changes that will increase efficiency and effectiveness. The Department continues to take advantage of new technologies and data-driven policing strategies for combating and preventing crime in the community.

The City Councilmembers, as evident through their prioritization of public safety, are very supportive of the Department and believe the City has a well-intended, talented, and dedicated Police Department.

The Department enjoys a great relationship with the citizens of the community. This is highlighted by the incredible participation level of citizen volunteers.

All of this is good news for the City.



## SECTION 2—CALLS FOR SERVICE AND CRIME DATA

Calls for service constitute the response element of law enforcement services. The first point of contact the public has with the Police Department is through the 9-1-1 operator. Once the call is dispatched, depending on availability, the Patrol Officer is the first point of personal contact and the first face-to-face impression of the Department.

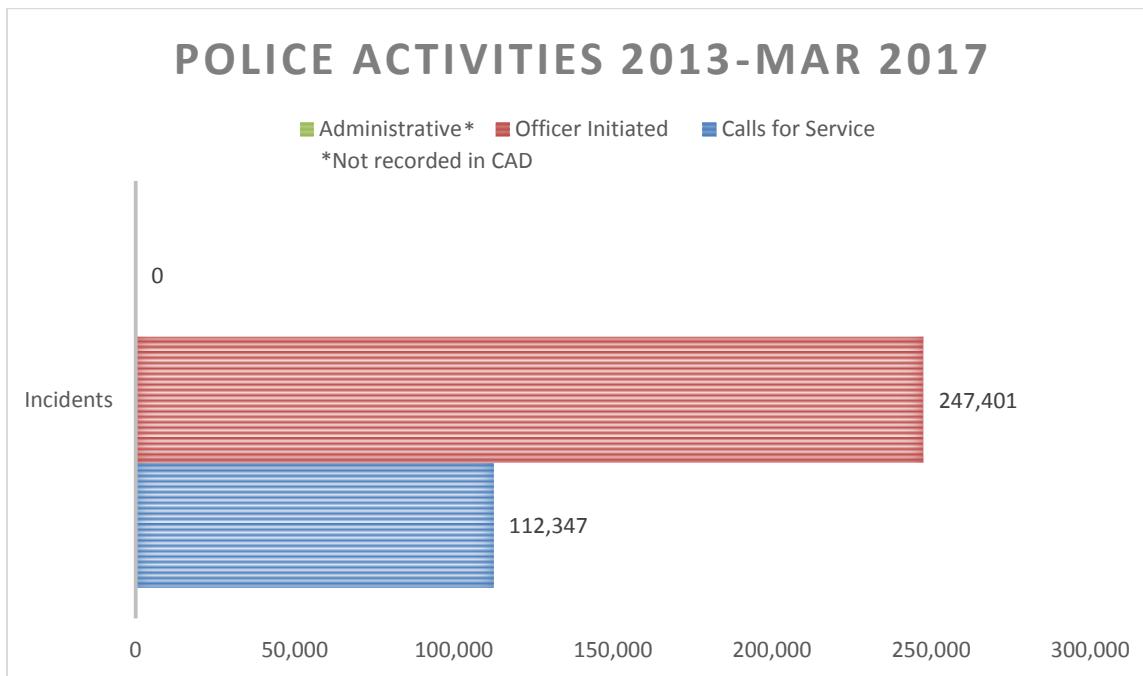
In examining the calls for service, we analyze the activities across three categories: calls for service, Officer-initiated activities, and administrative activities.

### **2.1 DEMANDS FOR SERVICE**

#### **2.1.1 Officer Activity**

The City's Patrol Division handled 247,401 activities from January 1, 2013 through March 20, 2017. The breakdown of activities by category is shown below:

**Figure 1—Officer Activity by Incident in CAD – 2013–2017**



#### **2.1.2 Calls for Service**

Of the 247,401 activities, the Police Department responded to 112,347 calls for service from January 1, 2013 through March 20, 2017. This is an average of 26,801 per year, or nearly 73 per day. Table 1 shows calls for service by priority. Calls for service are dispatched based upon a

pre-designated priority for the reported crime and/or the circumstances surrounding the request for service.

Administrative activities are not currently captured in a definitive manner. A limited set of activities would include, but not be limited to, briefings, unit service, on-duty court time, fuel, booking property, evidence and persons, etc.

Report writing time should be captured in the Calls for Service category as this is attributable time to the call. Unfortunately, most agencies do not categorize or designate this item in CAD. This time is necessary to accurately document the time it takes to handle a call in its entirety.

### ***Call Priority Definitions***

Priority 1 calls are those in which there is an imminent danger to life or major damage/loss to property or an in-progress or just-occurred major felony. These would be of a serious nature or have a degree of immediate personal danger or harm. This includes business and residential hold up and panic alarms.

Priority 2 calls are those in which a crime in progress might result in a threat of injury to a person, a major loss of property, or immediate apprehension of a suspect. These calls are urgent but not known to be life threatening. This includes traffic accidents with injuries, traffic accidents blocking a roadway and silent alarms both residential and business.

Priority 3 calls are non-emergency requests for service to report a crime after the fact. This includes audible residential and business alarm calls.

Priority 4 calls (previously Priority 9) are those that can be taken by a Community Service Officer (CSO) or station officer by telephone. Reports handled by phone generally have no suspect information, there is no need of immediate follow-up, no evidence exists, or a report is needed for documentation purposes only.

**Table 1—Calls for Service by Priority – 2013–2017**

Priority	Distinct Incidents
1	3,799
2	35,310
3	63,355
4	9,883
<b>Total</b>	<b>112,347</b>

The distribution of calls across priorities is consistent with other departments, with the majority of calls for service being non-emergent.

### **2.1.3 Officer-Initiated Activities**

The Department captures activities generated by the Officer's initiative in the categories of directed patrol, public relations contact, residential contact and traffic stops. For the purposes of this assessment, these are collectively referred to as Officer-initiated activities.

The following table shows Officer-initiated activities by category.

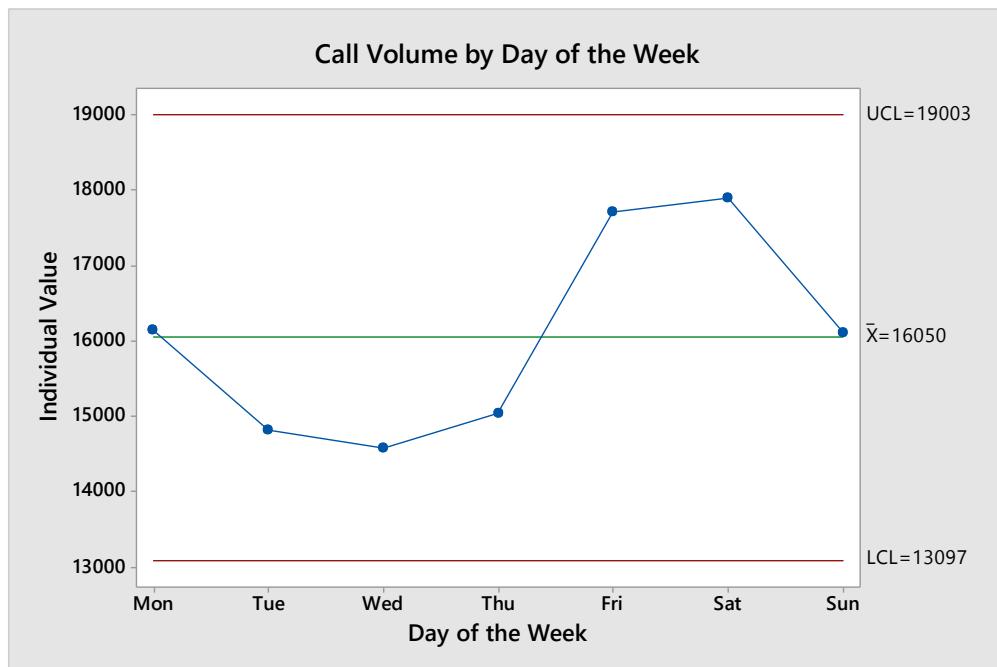
**Table 2—Officer-Initiated Activities – 2013–2017**

Officer-Initiated Activities	Incidents
Directed Patrol	63,254
PR Contact	8,198
Residential Contact	9,015
Traffic Stops	57,712
<b>Total</b>	<b>138,179</b>

### **2.1.4 Call Volume by Day of Week**

Calls for service are displayed by day of week in the following chart.

**Figure 2—Calls for Service by Weekday – All Priorities – 2013–2017**



The average calls by day of the week are 16,050, with Friday and Saturday above average.

## 2.1.5 Temporal Charting Introduction

Temporal charts, or “heat maps,” are used to analyze data and provide visual acuity for frequency of events. The “hotter” or more red the coloration, the higher the number of incidents. The picture these charts provide will assist in analyzing shift deployments, response times, and calls for service.

**Table 3—Calls for Service – All Priorities and Responses – 2013–2017**

Hour	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Total
00	406	314	298	343	386	669	836	3,252
01	322	225	252	226	311	502	617	2,455
02	238	196	210	171	242	408	512	1,977
03	207	134	147	171	224	317	333	1,533
04	182	157	161	150	204	231	223	1,308
05	229	192	190	198	237	230	232	1,508
06	338	314	324	318	342	308	265	2,209
07	560	480	465	461	528	476	391	3,361
08	672	602	602	590	693	625	520	4,304
09	770	636	605	552	734	737	625	4,659
10	762	690	656	629	736	882	759	5,114
11	852	745	695	696	772	912	783	5,455
12	955	757	660	690	839	898	789	5,588
13	931	735	710	708	784	845	850	5,563
14	988	826	814	717	847	868	758	5,818
15	938	913	903	842	1,013	797	778	6,184
16	1,051	1,071	1,007	1,002	1,109	861	833	6,934
17	1,128	1,145	1,086	1,175	1,179	986	925	7,624
18	1,025	1,105	1,143	1,181	1,277	1,028	1,082	7,841
19	1,045	1,007	1,041	1,073	1,130	985	960	7,241
20	892	932	849	997	1,112	1,040	854	6,676
21	699	684	720	883	1,053	1,100	860	5,999
22	559	540	609	744	1,071	1,188	712	5,423
23	405	430	443	528	893	1,007	615	4,321
<b>Total</b>	<b>16,154</b>	<b>14,830</b>	<b>14,590</b>	<b>15,045</b>	<b>17,716</b>	<b>17,900</b>	<b>16,112</b>	<b>112,347</b>

By day of the week, the bulk of the volume is on Friday and Saturday, and for these two days, generally between 7 pm and 11 pm. By hour of the day, the bulk of the volume is between 3 pm and 8 pm, with a hotspot at 6 pm Fridays.

## 2.1.6 Single-Unit Responses

**Table 4—Calls for Service – All Single-Unit Responses – 2013–2017**

Hour	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Total
00	139	144	154	183	148	276	384	1,428
01	120	111	122	113	92	190	250	998
02	101	104	95	87	91	168	193	839
03	77	72	74	82	90	125	121	641
04	72	90	87	96	91	101	92	629
05	95	114	108	117	101	99	103	737
06	181	184	202	195	185	158	127	1,232
07	305	269	259	266	291	254	185	1,829
08	378	331	367	337	392	339	274	2,418
09	435	357	338	325	420	405	361	2,641
10	456	406	375	366	430	485	409	2,927
11	496	469	434	435	451	537	460	3,282
12	570	457	408	421	487	531	441	3,315
13	538	420	435	440	460	456	442	3,191
14	564	503	504	435	497	500	426	3,429
15	551	543	555	524	608	461	438	3,680
16	638	677	634	598	654	506	495	4,202
17	672	682	660	730	678	532	536	4,490
18	616	629	691	706	755	531	597	4,525
19	595	585	601	625	615	554	502	4,077
20	533	527	479	571	603	594	456	3,763
21	415	366	391	461	543	585	429	3,190
22	278	277	334	348	496	620	317	2,670
23	196	215	229	226	403	469	256	1,994
<b>Total</b>	<b>9,021</b>	<b>8,532</b>	<b>8,536</b>	<b>8,687</b>	<b>9,581</b>	<b>9,476</b>	<b>8,294</b>	<b>62,127</b>

This table shows all single-unit responses by day of the week and hour of the day.

By day of the week, the busiest days are Friday and Saturday. Interestingly, the busiest times for these two days differs. Saturdays are busiest between 7 pm and 11 pm, while Fridays are busiest between 3 pm and 8 pm.

By hour of the day, the busiest hours are between 3 pm and 8 pm, with the bulk of this volume occurring Monday through Thursday.

Priority 1 single-unit calls constitute a four-plus-year volume of only 331 calls. For this reason, the temporal chart below combines both Priority 1 and 2.

**Table 5—Calls for Service – Priority 1 and 2 Single-Unit Responses – 2013–2017**

Hour	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Total
00	13	41	39	42	34	41	51	261
01	14	40	52	30	19	20	39	214
02	15	38	32	37	23	36	26	207
03	11	23	24	25	27	19	19	148
04	10	32	33	40	30	22	14	181
05	21	38	26	33	23	19	21	181
06	32	70	53	48	32	23	19	277
07	54	78	57	55	46	44	22	356
08	58	69	68	56	59	36	35	381
09	65	72	62	55	59	53	51	417
10	56	77	57	65	45	67	72	439
11	74	103	102	81	68	65	77	570
12	102	111	95	84	75	88	84	639
13	117	80	86	95	80	79	89	626
14	117	121	124	87	97	87	87	720
15	118	134	123	136	140	92	96	839
16	134	168	137	166	126	110	103	944
17	101	136	132	137	132	97	92	827
18	99	130	128	180	145	133	117	932
19	100	106	131	151	123	125	105	841
20	117	99	107	131	127	145	91	817
21	97	80	103	81	106	95	89	651
22	64	55	67	56	74	71	34	421
23	37	42	48	28	50	56	36	297
<b>Total</b>	<b>1,626</b>	<b>1,943</b>	<b>1,886</b>	<b>1,899</b>	<b>1,740</b>	<b>1,623</b>	<b>1,469</b>	<b>12,186</b>

By day of the week, Tuesday, Wednesday, and Thursday are the busiest for Priority 1 and 2 single-unit responses. By hour of the day, the busiest times are between 3 pm and 8 pm. Three hot spots pop out as well: Tuesday at 4 pm, and Thursday at both 4 pm and 6 pm.

**Table 6—Calls for Service – Priority 3 Single-Unit Responses – 2013–2017**

Hour	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Total
00	116	94	104	130	107	207	310	1,068
01	102	66	63	77	70	149	197	724
02	76	62	58	46	62	118	161	583
03	60	44	46	52	61	96	93	452
04	57	50	51	55	53	68	70	404
05	69	69	76	72	69	70	75	500
06	136	106	142	137	137	123	94	875
07	228	175	195	197	218	180	142	1,335
08	280	244	285	249	296	251	193	1,798
09	309	266	256	242	302	278	252	1,905
10	340	307	288	271	344	321	286	2,157
11	343	334	302	322	332	372	301	2,306
12	389	325	285	304	339	351	282	2,275
13	347	304	316	301	328	302	290	2,188
14	363	339	342	320	330	320	275	2,289
15	366	360	392	351	408	303	280	2,460
16	391	429	427	374	432	320	321	2,694
17	449	442	406	487	434	353	360	2,931
18	391	406	451	416	485	320	383	2,852
19	399	392	390	371	389	367	321	2,629
20	336	347	320	359	402	389	307	2,460
21	263	233	239	314	356	433	284	2,122
22	188	187	227	249	374	507	252	1,984
23	133	153	161	176	327	382	200	1,532
<b>Total</b>	<b>6,131</b>	<b>5,734</b>	<b>5,822</b>	<b>5,872</b>	<b>6,655</b>	<b>6,580</b>	<b>5,729</b>	<b>42,523</b>

By day of the week, Friday and Saturday are the busiest day of the week for Priority 3 single-unit responses. The busiest hours of the day are between 4 pm and 8 pm. Again, there are distinctions between Friday and Saturday. Friday volume is concentrated between the hours of 3 pm and 6 pm, while Saturday volume is concentrated between 9 pm and 11 pm.

**Table 7—Calls for Service – Priority 4 Single-Unit Responses – 2013–2017**

Hour	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Total
00	10	9	11	11	7	28	23	99
01	4	5	7	6	3	21	14	60
02	10	4	5	4	6	14	6	49
03	6	5	4	5	2	10	9	41
04	5	8	3	1	8	11	8	44
05	5	7	6	12	9	10	7	56
06	13	8	7	10	16	12	14	80
07	23	16	7	14	27	30	21	138
08	40	18	14	32	37	52	46	239
09	61	19	20	28	59	74	58	319
10	60	22	30	30	41	97	51	331
11	79	32	30	32	51	100	82	406
12	79	21	28	33	73	92	75	401
13	74	36	33	44	52	75	63	377
14	84	43	38	28	70	93	64	420
15	67	49	40	37	60	66	62	381
16	113	80	70	58	96	76	71	564
17	122	104	122	106	112	82	84	732
18	126	93	112	110	125	78	97	741
19	96	87	80	103	103	62	76	607
20	80	81	52	81	74	60	58	486
21	55	53	49	66	81	57	56	417
22	26	35	40	43	48	42	31	265
23	26	20	20	22	26	31	20	165
<b>Total</b>	<b>1,264</b>	<b>855</b>	<b>828</b>	<b>916</b>	<b>1,186</b>	<b>1,273</b>	<b>1,096</b>	<b>7,418</b>

By day of the week, Mondays and Saturdays are the busiest days of the week for Priority 4 single-unit responses. By hour of the day, the busiest times are between 4 pm and 7 pm. There are hot spots in the 5 pm to 7 pm timeframe which overlap with Monday and Thursday (third busiest day of the week) volume.

### 2.1.7 Multiple-Unit Responses

**Table 8—Calls for Service – All Multiple-Unit Responses – 2013–2017**

Hour	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Total
00	267	170	144	160	238	393	452	1,824
01	202	114	130	113	219	312	367	1,457
02	137	92	115	84	151	240	319	1,138
03	130	62	73	89	134	192	212	892
04	110	67	74	54	113	130	131	679
05	134	78	82	81	136	131	129	771
06	157	130	122	123	157	150	138	977
07	255	211	206	195	237	222	206	1,532
08	294	271	235	253	301	286	246	1,886
09	335	279	267	227	314	332	264	2,018
10	306	284	281	263	306	397	350	2,187
11	356	276	261	261	321	375	323	2,173
12	385	300	252	269	352	367	348	2,273
13	393	315	275	268	324	389	408	2,372
14	424	323	310	282	350	368	332	2,389
15	387	370	348	318	405	336	340	2,504
16	413	394	373	404	455	355	338	2,732
17	456	463	426	445	501	454	389	3,134
18	409	476	452	475	522	497	485	3,316
19	450	422	440	448	515	431	458	3,164
20	359	405	370	426	509	446	398	2,913
21	284	318	329	422	510	515	431	2,809
22	281	263	275	396	575	568	395	2,753
23	209	215	214	302	490	538	359	2,327
<b>Total</b>	<b>7,133</b>	<b>6,298</b>	<b>6,054</b>	<b>6,358</b>	<b>8,135</b>	<b>8,424</b>	<b>7,818</b>	<b>50,220</b>

By day of the week, multiple-unit responses are most frequent Friday through Sunday. The busiest hours of the day are between 5 pm and 7 pm, particularly on Fridays.

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**Table 9—Calls for Service – Priority 1 and 2 Multiple-Unit Responses – 2013–2017**

Hour	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Total
00	164	99	101	109	142	220	254	1,089
01	136	70	85	60	134	182	219	886
02	85	61	76	53	101	162	212	750
03	74	38	47	56	85	120	140	560
04	67	47	46	25	69	82	90	426
05	78	48	50	45	76	82	88	467
06	75	63	58	60	79	76	79	490
07	116	108	106	97	107	102	114	750
08	129	118	103	108	135	131	132	856
09	136	135	102	102	137	142	138	892
10	147	124	128	122	120	174	176	991
11	150	142	143	135	146	171	180	1,067
12	194	146	126	119	156	193	186	1,120
13	192	164	144	140	167	203	214	1,224
14	243	176	154	128	177	181	187	1,246
15	196	198	166	145	192	161	194	1,252
16	201	182	174	195	224	165	201	1,342
17	233	206	222	207	243	240	234	1,585
18	207	268	231	240	294	298	297	1,835
19	255	229	255	246	300	266	276	1,827
20	211	224	211	227	290	250	229	1,642
21	177	187	203	272	307	304	250	1,700
22	152	149	175	234	339	293	228	1,570
23	131	123	120	196	284	299	203	1,356
<b>Total</b>	<b>3,749</b>	<b>3,305</b>	<b>3,226</b>	<b>3,321</b>	<b>4,304</b>	<b>4,497</b>	<b>4,521</b>	<b>26,923</b>

Priority 1 calls are not of sufficient volume to measure on their own with only 3,468 multiple-unit responses in the data, and have been combined with Priority 2. Like the previous table, by day of the week, multiple-unit responses are most frequent Friday through Sunday. The busiest hours of the day are between 6 pm and 9 pm, particularly on Fridays.

**Table 10—Calls for Service – Priority 3 and 4 Multiple-Unit Responses – 2013–2017**

Hour	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Total
00	103	71	43	51	96	173	198	735
01	66	44	45	53	85	130	148	571
02	52	31	39	31	50	78	107	388
03	56	24	26	33	49	72	72	332
04	43	20	28	29	44	48	41	253
05	56	30	32	36	60	49	41	304
06	82	67	64	63	78	74	59	487
07	139	103	100	98	130	120	92	782
08	165	153	132	145	166	155	114	1,030
09	199	144	165	125	177	190	126	1,126
10	159	160	153	141	186	223	174	1,196
11	206	134	118	126	175	204	143	1,106
12	191	154	126	150	196	174	162	1,153
13	201	151	131	128	157	186	194	1,148
14	181	147	156	154	173	187	145	1,143
15	191	172	182	173	213	175	146	1,252
16	212	212	199	209	231	190	137	1,390
17	223	257	204	238	258	214	155	1,549
18	202	208	221	235	228	199	188	1,481
19	195	193	185	202	215	165	182	1,337
20	148	181	159	199	219	196	169	1,271
21	107	131	126	150	203	211	181	1,109
22	129	114	100	162	236	275	167	1,183
23	78	92	94	106	206	239	156	971
<b>Total</b>	<b>3,384</b>	<b>2,993</b>	<b>2,828</b>	<b>3,037</b>	<b>3,831</b>	<b>3,927</b>	<b>3,297</b>	<b>23,297</b>

Priority 4 calls are not of sufficient volume to measure on their own with only 2,465 multiple-unit responses in the data, and have been combined with Priority 3. By day of the week, Friday and Saturday are the busiest days of the week. By hour of the day, the busiest times are between 4 pm and 7 pm, with a Friday hotspot at 5 pm.

### 2.1.8 Demands for Service Summary

In volume terms, the temporal charts do not show large distinctions in service demand between single- and multiple-unit responses, suggesting a good and appropriate balance of unit utilization

with the right units to the right calls. There appear to be four modes of response: after school/after work, Friday rush hour, Saturday nightlife, and quiet hours.

## **2.2 DATA-DRIVEN POLICING**

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The Surprise Police Department utilizes a data-driven approach in pursuit of its mission and vision of being the safest city in America. Insights gained from data are leveraged appropriately and allow the organization to approach problems in the most effective and efficient ways possible. If the Department’s approach were viewed as a wheel, the hub would be the Department’s bi-weekly crime suppression meeting. Attended by representatives from across the Department, all aspects of its efforts, past, present, and future, are presented and critically evaluated.

Beginning with a presentation by the Department’s crime analyst, all present are provided with an objective visualization of what is occurring in the City (e.g., number and location of burglaries, thefts, proactive patrols, traffic collisions, traffic stops). The information presented also includes, but is not limited to, recent crime stringers, trends, hotspots, and predictive mapping. Everyone is free to comment or ask questions either of the analyst or anyone else in the room who may be responsible for the answer(s).

After the analyst’s presentation, everyone in the room is given an opportunity to provide updates, offer suggestions or insights, ask additional questions, etc. Leaving the meeting, attendees have a clear and current “big picture” understanding of what is happening and what needs to be done moving forward (e.g., social media messaging, beat team projects). The meeting is a collective effort by all involved to keep everyone informed and making the best, most effective and efficient decisions possible in pursuit of a safe, crime-free city.

The presentation provided by the analyst is posted to the Department’s SharePoint site which can be accessed by all personnel. Supervisors also present this material during their respective briefings and can also access the analytics application that was used to compile and analyze the date. Using this system, individuals can conduct custom queries to gain a better understanding of what is happening during their shift, in their beats, and even at a single location if that much detail is necessary.

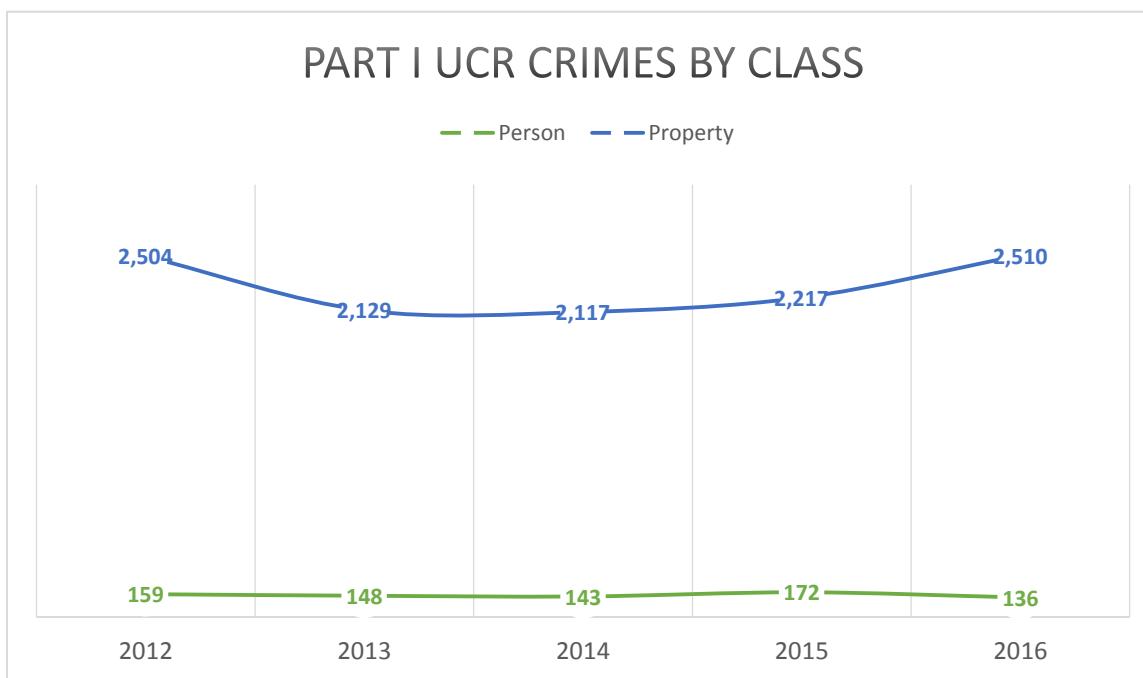
In addition, each Supervisor shares a shift-recap Department-wide. Supervisors coming on duty and on-duty and on-call shift Commanders are all expected to monitor the recaps. Crime trends are observed and reacted to almost as quickly as they happen. Responses to these types of things often include calling out detectives, involving community relations officers, requesting the assistance of partners and engaging the Public Information Officer (PIO). At the next crime suppression meeting, the data is once again reviewed and critically evaluated as the cycle repeats itself.

The Department's data-driven approach extends beyond crime data. Information and data is pursued and evaluated from both internal (e.g., communications groups, inspections programs) as well as external sources (e.g., social media communication, customer satisfaction surveys). It is all of these efforts, programs, and practices that make up the Surprise Police Department "wheel" and serve to increase the organization's efficiency and effectiveness, facilitate the identification of real problems, connect with the community and gain internal insights.

## **2.3 SURPRISE'S CRIME PICTURE**

At a high level, Part I Uniform Crime Reporting (UCR) for person crimes have been reasonably stable for the last five years. The five-year person crime volume dropped to five-year lows in 2016 after a five-year peak in 2015.

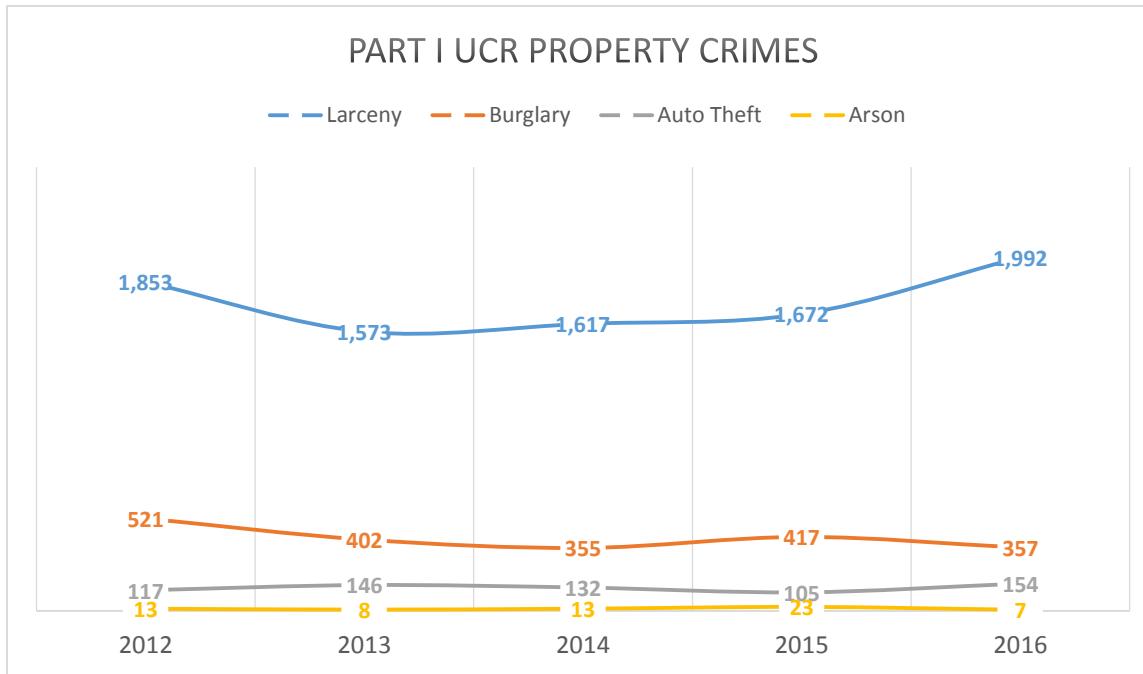
**Figure 3—Part 1 Crimes by Class – 2012–2016**



Part I UCR property crimes were lowest between 2013 and 2015, with spikes in 2012 and 2016 respectively.

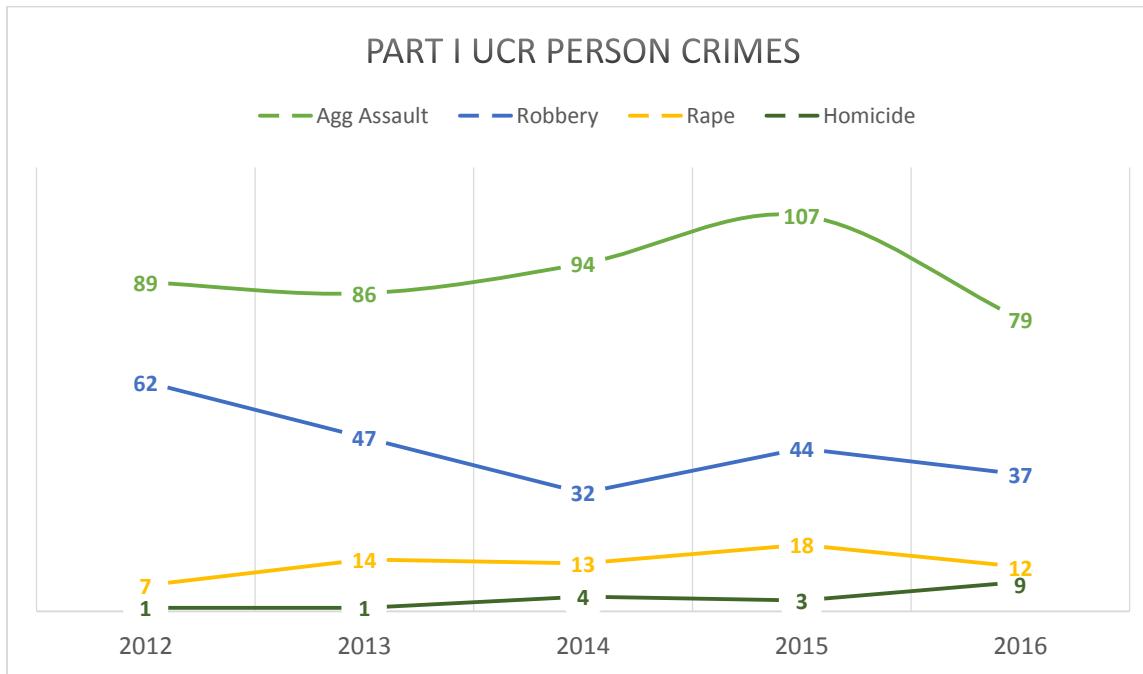
As shown in the following property crimes chart, larcenies and auto thefts increased to five-year highs in 2016. Meanwhile, burglaries and arsons are at some of their lowest points in the same five-year period.

**Figure 4—Part 1 Property Crimes – 2012–2016**



As shown in the following person crimes chart, aggravated assault and rape peaked to five-year highs in 2015, and tapered off dramatically in 2016. By contrast, homicides peaked to five-year highs in 2016. Robberies have stabilized to an average of 38 per year since 2014.

**Figure 5—Part 1 Person Crimes – 2012–2016**



### **2.3.1 Crime Summary**

The City's crime data is consistent with crime trends from other jurisdictions across Arizona. While larceny and auto theft have increased over 2012 figures, burglary and arson incidents are down substantially.

This corresponds to the nationwide trend in reduction of penalties and likelihood of prosecution for these crime types. Criminals are responding to the changes in these laws, and the number and frequency of thefts are burgeoning across the state.

Aggravated assaults were at their lowest level in 2016 versus the prior four years. Robberies are also down substantially from their 2012 highs. Rapes and homicides have fluctuated since 2012 and are currently trending up. While each of these incidences are serious crimes, Citygate cautions applying percentage-only assessment to the low numbers. For example, an increase of two arsons over the two reported from the previous year reflects a 100 percent increase. On a percentage-only basis, this seems like an extremely high increase, when in reality, the increase is small. As such, low number crime statistics should be viewed with caution.

The latest crime data, as shown in this master plan, indicates that the Surprise Police Department, in collaboration with the community, has done an outstanding job in minimizing crime, especially given the slow economic rebound of the economy. There are many factors that contribute to crime rates, including economics, proactive/preventative policing, omnipresence, community involvement, and employment. These statistics are encouraging, but cannot and should not lull the City into believing that staffing and performance decisions can be made with just this limited picture. Community expectations, sense of safety (quality of life), emergency response times, and confidence in the Police Department all factor into these decisions.

Additionally, criminal conduct is not confined by boundaries. In other words, criminals do not concern themselves with their crime target by geographical boundaries such as city limits or county lines. Neighboring jurisdictions have significant crime challenges of their own. This type of criminal activity spills across jurisdictional boundaries and can have a significant effect on the criminal activity in the Department's jurisdiction.

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## **SECTION 3—RESPONSE TIME DATA**

Nationally, there are no legal mandates or standards established for law enforcement response times. Communities are left to determine response time goals given their own unique geographic and demographic considerations.

For law enforcement in the greater West Valley area, response time is currently calculated from the time the call is received by the Dispatcher, to the time the first unit arrives on scene. Only the first responding unit's response time is used for the purposes of aggregating response time today, and reported as a simple average across incidents. Response is examined for those calls that are life threatening, present a potential danger to the community, are an in-progress crime, or are suspicious activity.

The Department adheres to the response time standard established by the City Council's Strategic Plan. The goal established by the City Council is for the Department to be able to arrive to a critical incident in five minutes or less. The issue of what that response looks like; or said specifically, what encompasses or determines the response time goal is not defined. It is important to realize that in most critical incidents, a single Officer may not be capable of positively and safely affecting enforcement action without backup. This is why it is important to look at response times for these incidents based on the arrival of a second unit at a minimum.

Current best practice, nationally, is to transition to measure percent completion of a goal (e.g., 90 percent of responses) rather than an average measure. An average is a single point on a continuum, but an average cannot reveal how widely the data is spread across the continuum. As indicated in this master plan, most of the West Valley law enforcement agencies are utilizing average response time to report comparative service delivery. There is a strong desire to maintain consistency for the purposes of comparative performance. As such, we offer that as the collaborative agencies look further into comparative service delivery, they consider transitioning to using fractile response time reporting to most accurately evaluate response times and be consistent with the current valuation of fire department response. This way the community can expect response times of public safety to be the same for life threatening or serious calls for service; whether the response be from police or fire.

### **3.1 RESPONSE TIME ANALYSIS**

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A complete response time analysis is contained in Appendix B. Response time priorities in Surprise are defined in Section 2.1.2.

## City of Surprise

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The following tables are taken from Crime Review reports from January 2014 through December 2016 and show the average response times for Priority 1 through 3 calls by year and month.<sup>1</sup>

**Table 11—Average Response Time for Priority 1–3 Calls for Service – 2014–2016**

Year	Priority		
	1	2	3
2014	4.66	7.31	23.30
2015	4.76	7.60	24.13
2016	4.97	8.20	27.38
Average	<b>4.80</b>	<b>7.71</b>	<b>24.93</b>

**Table 12—Average Response Time by Month for Priority 1–3 Calls for Service – 2014–  
2016**

Month	Priority		
	1	2	3
January	4.99	7.54	23.48
February	4.91	7.84	27.28
March	4.79	8.07	26.51
April	4.89	7.53	25.57
May	4.77	7.37	25.42
June	4.67	7.56	22.82
July	4.78	7.23	21.28
August	4.50	7.36	22.42
September	4.60	7.74	24.90
October	5.04	8.01	27.36
November	4.64	8.09	25.79
December	4.97	8.12	26.38
Average	<b>4.80</b>	<b>7.71</b>	<b>24.93</b>

Priority 1 response time on average has increased approximately 30 seconds over the last three years. Priority 2 has increased almost a full minute in the same time frame. Priority 3 has

<sup>1</sup> Average response time shown in these tables is calculated using the reported Crime Review average. The data was weighted by volumes as reported in Crime Review, but has not been independently verified. For a complete analysis of the actual CAD data, including both averages and fractile analysis, please see Appendix B.

increased over 3 minutes in the same time frame. Citygate believes this is indicative of the increases in calls for service (shown in following table) and Officer-initiated activities creating a busier workforce.

**Table 13—Calls for Service Volume – 2014–2016**

Year	Calls for Service
2014	37,286
2015	38,682
2016	40,385

While response time goals are still within the desired parameters, clearly staffing levels must be maintained or increased to prevent increases in response times. Ideally, strategic reduction of Priority 2 calls for service response times should be part of the staffing metric tracked against field force levels as the Department monitors its strategic goals going forward.

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## **SECTION 4—WORKLOAD ANALYSIS**

### **4.1 IACP 20/20/20 MODEL – WORKLOAD DISTRIBUTION**

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Citygate traditionally conducts an analysis of its client's patrol unit's use of time based on the International Association of Chiefs of Police (IACP) 20/20/20 recommendation. That is, 20 minutes of every hour should be dedicated to calls for service, 20 minutes to administrative activities, and 20 minutes to proactive activities such as community engagement, traffic stops, etc.

Citygate uses CAD data to estimate the proportion of time Patrol Officers are spending in the areas of: call response, administrative duties and report writing, and proactive/preventative patrol activities (foundational to a proactive Community Policing philosophy). While this method is a strong indicator of workload allocation based upon available data, it is imperfect. Citygate emphasizes that the following analysis produces estimates based solely on CAD activity, and that any activity not reported in CAD will not be captured. Any lack of data input and tracking in CAD or RMS hinders the ability to accurately analyze the total committed time for field and investigations work forces. There are reasons this estimate under-reports actual police time. Citygate's recommendations include more definitively documenting this time for ongoing analysis. As such, this data should be regarded as the minimum level of the actual time committed to these three activities and, thus, only a part of the workload analysis.

Working with the Surprise Police Department's Spillman CAD Administrator, Citygate obtained some information regarding proactive time. The City's Spillman software serves as both a Computer-Aided Dispatch (CAD) and Records Management System (RMS).

Citygate was informed that, within the Department, there is currently no report designed to handle reporting on the IACP 20/20/20 metric.

**Citygate strongly encourages the Department to contact its RMS vendor and request this report be built.**

The Spillman CAD Administrator produced a report showing the average time spent and count of events on what are deemed proactive events. Those event types are:

- ◆ Directed Patrol
- ◆ Public Relations (PR) Contact
- ◆ Residential Contact
- ◆ Traffic Stops

Citygate used CAD data to produce total Officer-initiated time to supplement the proactive data, and calculate the total calls for service time.

Administrative time is beyond the Department's current capability to estimate.

The Department has specifically requested that this assessment focus on the four primary areas of staffing, equipment, facilities, and information technology. The following is an abbreviated examination of the allocated work time in patrol contrasted against the IACP model, 20/20/20.<sup>2</sup> The purpose of providing this analysis is to encourage the Department to add to their detailed documentation the impacts of administrative time on field deployment.

Given the data provided, and utilizing 1,800 hours as an average Patrol Officer annual deployment for 2016, the following data can be extrapolated.<sup>3</sup> The purpose of providing this illustration is to reinforce the need for the Department to identify, categorize, and document administrative time in CAD. In doing so, the Department then has an ongoing metric to ensure that Officers have sufficient time in their daily schedule to respond to calls for service, complete their administrative duties, and still have enough time left within the hour for proactive, preventative, and intelligence-led policing.

In the following table, we present the workload data from Table 22 for 2016 only and compare it to the IACP recommended goal of spending 20 minutes of every hour on calls for service, proactive activities, and administrative activities.

**Table 14—Allocation of Patrol Officer Time as Recorded in CAD for 2016**

Description	Calls for Service Time	Proactive Time	Admin Time	Total Committed Time	Non-Designated Time
IACP Recommendations	0:20:00	0:20:00	0:20:00	1:00:00	0:00:00
Minutes of a Work Hour	0:33:59	0:13:01	0:00:00	0:47:00	0:13:00
Non-Designated Time	(0:13:59)	0:06:59	0:20:00	0:13:00	

Using this method, calls for service exceeds its 20-minute allotment by 13:59 minutes. This suggests that either the estimated allotment of time per Officer is too small and/or Officers are much busier than expected.

However, this does not account for the total time Officers were available for calls, nor does it account for activities that have no CAD records.

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<sup>2</sup> Please see Appendix C for more detailed workload data

<sup>3</sup> 1,800 is based upon a total of 2,080 possible working hours per year, from which 80 hours is subtracted for vacation, and 200 hours is subtracted for training, sick leave, court appearances, and other non-patrol activities.

The data on Officer availability in CAD is telling in that 20 minutes of a patrol hour is normally consumed with administrative duties, even though these are not currently tracked in CAD. That is not necessarily an indication that the Patrol force is not extremely busy, but it does indicate that the Officers' time in Patrol is already exceeding the maximum time in two categories and still void of the administrative time. We recommend the Department enhance tracking of time utilization data for administrative activities. The preferred result would be that there is an accurate showing of the total time committed for responding to calls, report writing and records administrative activities, and documented proactive time.

In doing so, the documented proactive, Officer-initiated time and unallocated time together provide how much time an Officer is conducting or available for preventative patrol. This time should minimally constitute one-third of every hour worked. In agencies where a strong emphasis has been placed on Community Policing, intelligence-led policing, and data-driven policing, we have seen an allocated time goals of as much as 51 percent for proactive time.

Committed time data for response times is presented in Appendix B.

**Finding #1:** The Department needs to enhance its tracking of administrative time data.

## **4.2 STAFFING**

The Police Department currently does not have any performance objectives or standards as they relate to case management, work productivity, response time standards, and ratio of measurements to the standards. We have made findings and recommendations throughout this master plan to address this going forward.

### **4.2.1 Provision of Staffing Estimates**

As detailed in our workload analysis, accurate accounting of committed time is essential to analyzing the needs for staffing. Should the Department adopt the IACP 20/20/20 rule, enhance the committed time documentation in CAD, and maintain response time goals, the combined data will provide an accurate picture of Officer availability. This will provide an articulable and defensible formulation of staffing based upon community expectation and performance measurements and also garner a greater level of accountability. From this workload activity, the basis for staffing to calls for service can be leveraged to anticipate growth impacts on staffing.

## **4.3 RECOMMENDATIONS**

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There were no recommendations related to facilities, equipment, or information technology in this section.

### **4.3.1 Staffing**

**Recommendation #1:** Establish additional radio protocols to status Patrol Officer's committed time in CAD to document detailed administrative activities.

## **SECTION 5—FIELD OPERATIONS DIVISION**

The Field Operations Division is the largest division in the Department. It is the most visible division in the Department, as the uniformed Officers assigned to this Division are in the field every day making contacts with the community. These are the first responders of the Department, and the day-to-day visible presence in the community.

The Field Operations Division is divided into the following units (presented in the order in which they are discussed in this section):

- ◆ Patrol
- ◆ K-9
- ◆ Special Assignment Unit
  - Special Weapons and Tactics
  - Crisis Negotiation Team
- ◆ Traffic Unit
- ◆ Transportation Unit
- ◆ Park Ranger
- ◆ Animal Control

While our assessment of the Division was thorough, for the sake of brevity and the usefulness of this document, we have omitted certain units or squads from this master plan for which there are no issues or elements of concern to be reported.

### **5.1 PATROL**

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The majority of resources and personnel in Field Operations are assigned to Patrol. The purpose of Patrol is to respond to calls for service, enforce state and local laws, act as a crime deterrent, enforce traffic laws, investigate criminal activity, investigate traffic collisions, and assist with special assignments as requested. The Department has shifts or squads that cover dayshift, swing shift, late swing shift, and graveyard hours. There are two squads per shift to cover both ends of the week. The squads work 4-day/10-hour shifts. There is one overlap day where both squads are present for each shift.

Overall, the Patrol function of the Department is providing excellent law enforcement service to the community. There is pride in the personnel we spoke to about enthusiasm and professionalism of the employees assigned to Patrol. The Department makes every effort to assign sworn staff members to every call where a citizen has a legitimate need for law

enforcement assistance. The citizens of Surprise are being provided an extremely high level of service.

The Chief and the Department are committed to community-oriented policing. The crime fighting and proactive efforts are bolstered by the Department's efforts in data-driven policing. There are efforts in place to use intelligence-led policing, but they could be enhanced. This will be discussed further in the section relating to Crime Analysis.

This service delivery model is exemplary and has been established as the standard of expectation in Surprise. As the population increases, the City's ability to continue to send sworn staff to every call for service will be challenged by the need for additional personnel and the associated burgeoning costs of health and retirement benefits. There are some efficiencies that could be adopted that would help reduce some of the personnel costs while still delivering an exceptional value to the community. The two most reasonable to consider would be the expanded use of Community Service Officers and the adaptation of an optional online reporting system for citizens to utilize.

### **5.1.1 Community Service Officers**

Community Service Officers (CSOs) are non-sworn (civilian) positions without powers of arrest and do not carry firearms due to liability issues. The Department currently has CSO positions authorized, but limits their use to the Park Ranger position and vehicle support.

CSOs have become a valued position that usually handle lower priority calls which do not require an armed police officer with arrest powers, freeing sworn officers to concentrate on those incidents requiring their specific skillset. CSOs typically are paid significantly less than sworn officers, allowing departments to field more people for the same amount of money. This has the effect of providing quicker response times to citizen requests for police services.

With increasingly constrained budgets, agencies are now considering the versatility of this position to augment the ever-increasing demand on sworn staff. Such is the case in the City of Surprise. In a municipal police organization, the position of the CSO could perform a multitude of duties and provide career path alternatives for this classification through assignment rotation. Cross-training and expanded duties for this classification can include Detention Officer, report writing, crime scene investigation (CSI), special projects, crowd and traffic control, minor traffic collision investigation, telephonic follow-up on detective cases, crime prevention, and many other civilian duties. Data and interviews with Patrol Lieutenants and Sergeants indicate that a significant portion of the calls could be handled by a CSO.

In many Departments, the CSO position is also an excellent recruiting and evaluation position for those wanting to become sworn peace officers. The Department can observe an employee in action before committing to the cost of sending them to an academy.

The cost saving benefits of a CSO over sworn staff include: a lower salary range, a less expensive retirement program, less time to train, lower cost to provide equipment, and—for transitioning CSOs to Officer—less training time as a new Officer.

Most importantly, having the versatility of CSOs in the field can provide greater flexibility in distribution of sworn officers and response capabilities for Police Officer response to the more serious calls for service. Officers freed from report calls are available for those call types where response times are critical.

An excellent model to start with would be a CSO assigned to each end of the week on both day and swing shift.

**Finding #2:** Patrol staffing and response times are impacted by the calls for service in the City. Much of the day and early evening calls are report type calls that do not necessitate a sworn officer's response. Hiring Community Service Officers reduces the fiscal impact of adding more sworn positions, while providing an avenue to continue the current high level of service delivery and reduce response times and Officer availability.

### **5.1.2 Online Crime Reporting Option**

There is no option for a citizen to report a crime online. Police Officers are dispatched to meet the citizen and take every report in person. This is a tremendous service provided to the community, and it ensures a more accurate collection of crime data. That being said, it is also the most expensive method for providing this service.

In many cases, the crime to be reported is minor in nature (e.g., minor vandalism, petty theft from an unlocked vehicle, etc.). Documenting the crime is both valuable to the victim and Department where the data is needed to assist in crime tracking and deployment. Often the documentation of the crime is desired for insurance purposes only as there is no suspect information or forensic evidence to tie the crime to a known suspect.

Online crime reporting for such minor issues could be used as an option for the victim. They could be advised by dispatch personnel that an Officer will be sent out, but for the convenience of the victim, they could choose to report online instead. The decision to utilize the online option would remain solely with the victim.

Many members of the community are very reliant on technology for efficiencies in their lives. Offering this kind of alternative may be appreciated to some. For those who wish to have an Officer dispatched, that would still happen for them.

The Department would have to work with City staff to create such a portal on the Department's public website. The Department should establish guidelines describing what types of crimes would be reportable under this system. The Communications staff would have to be trained on the types of calls that would warrant offering the victim this option.

**Finding #3:** The Police Department has no option for online crime reporting available to the community.

### **5.1.3 Watch Commanders**

There are four Lieutenants assigned as Watch Commanders in Patrol. They are a critical part of the team for many reasons. They provide management oversight for liability issues; they ensure adherence to the mission, vision, and values of the Department; they are a resource due to their education, training, and experience; they are mentors for the Sergeants and Officers of the shift; and they are sworn staff members that will step in and ensure public safety.

The current deployment model has a built-in window with no Lieutenant coverage scheduled. The Lieutenants are assigned to day and swing shift and at each end of the week. Therefore, there is no management coverage, ever, from approximately 2 am to 6 am every day of the week.

This is not a preferred situation by the Department, but it is necessary due to staffing. For appropriate risk management, supervisory development, and span of control, filling this void as increased staffing becomes available should strongly be considered. The occasional lack of management oversight due to illness, vacation, or some other event can be mitigated and defended with the use of a Sergeant as an “acting Watch Commander.” A purposeful staffing model that lacks the possibility of a Watch Commander can lead to a multitude of issues.

Should there be civil action brought against the Department for actions or inactions during the time when no Lieutenant is ever scheduled to work, defending the action could be more difficult, and potential payouts more expensive.

Additionally, an increase in the number of Watch Commanders would decrease the administrative responsibility of the current Watch Commanders, allowing for more management presence in the field versus in the office.

**Finding #4:** The Department does not have management coverage scheduled for all Patrol working shifts.



### **5.1.4 K-9**

The K-9 program is based in Field Operations and assigned to Patrol shifts. K-9 Officers are valuable assets in modern law enforcement. They are able to perform many tasks more efficiently than human officers such as tracking suspects and missing persons, locating contraband or explosives through scent, or apprehending fleeing dangerous felons. The K-9 Officers are also more safely able to search buildings and vehicles for suspects, lessening the threat to human officers. K-9 Officers are also able to garner more cooperation by their mere presence, as some criminals will tend to avoid confrontation with a dog present. Additionally, K-9 Officers are some of the best ambassadors any department can have. They are usually the “stars of the show” at public engagements with the community.

There are currently two K-9 Officers in the Department. One of the Officers assigned to K-9 is not currently able to perform their duties due to medical issues that preclude working patrol. This leaves the Department with one available K-9 Officer. There is good cooperation with allied agencies for K-9 support when the City does not have its own dog available. This is not an ideal situation given the geographic area of the City and the population size.

One solution to the shortage of available K-9 Officers would be to assign a dog to an existing FTE position, although this is not recommended. The K-9 program needs to maintain availability for when the assets are needed. There are call types where taking a dog on-scene would not be recommended. There are issues with weather conditions where leaving a dog in the car for an extended period of time could be disastrous. For these and many other reasons, it would be optimal if additional K-9 Officers were added to the shifts as new FTEs, not current FTEs with a new dog partner.

Additionally, the Department does not have a K-9 that is trained in locating missing persons. The City has a large retirement age community. The sad reality with an aging population is that some become severely affected by memory issues through a variety of conditions. It would be advantageous to have a K-9 available that could assist with the timely location of such a missing person, especially given the harsh weather conditions that can be present, or when the missing person’s medication is needed for critical medical issues.

There is a significant difference in the training needed to develop a dog’s skillset from police protection apprehension K-9 to a search and rescue dog. While some police K-9s have been able to cross-train in looking for missing persons, the success will be dependent on the dog’s natural ability, the quality of the relationship between animal and handler, and the time needed to learn the new skill.

Best practices would be to staff and schedule the team to handle anticipated calls for service to the greatest extent fiscally possible.

It would be optimal to have a dog and dog breed specifically selected for its ability to locate missing people, and have that dog trained from an early age to do nothing else. This would require the addition of an FTE Police Officer and the expense of the dog. There could be considerations of regionalizing this highly specialized asset with allied agencies/jurisdictions. Some agencies depend on the volunteers of a local search and rescue group to obtain, train, and respond with search and rescue dogs.

**Finding #5:** The Police Department does not have enough K-9 Officers available for a city of its size. Ideally, there would be a K-9 available for both ends of the work week, and for day and swing shift. Also, the Police Department does not have a K-9 trained to locate missing persons.

## **5.2 SPECIAL ASSIGNMENT UNIT**

The Special Assignment Unit is comprised of the Special Weapons and Tactics (SWAT) team and the Crisis Negotiation Team (CNT).

### **5.2.1 Special Weapons and Tactics (SWAT)**

The Police Department has a part-time Special Weapons and Tactics (SWAT) team. Currently 20 members of the Department are part of the team. The role for the individual officer is part-time, with training scheduled every other Monday. The SWAT training requires the participating Officers to be away from their normal assignments. This has led to some scheduling challenges. However, the education, skillset, and experience gained by the members of this team is valuable, both in a critical incident when they form as a team, and in everyday law enforcement activities.

The part-time team concept is necessary for the staffing/financial constraints of the Department at its current size. That being said, a part-time team is not optimal. Ideally, the Department will move towards a full-time team as the population grows, staffing increases commensurate with that growth, and the number of incidents rises to a much higher level. The current program, while working, does strain Patrol operations on the Monday training days when the assigned members need to be away from the field.

The SWAT team relies on a considerable amount of equipment to minimize the risk of its operations. With the loss of the Fire Department storage facility, the equipment is now in multiple locations. The SWAT vehicle is now parked outside instead of indoors. This has led to the degradation of the ballistic windows to the point that some needed to be replaced. The vehicle is hot on the interior, and team members, wearing full tactical gear, are subjected to unhealthy heat levels while trying to undertake some of the most challenging and critical tasks in

modern law enforcement. The loss of a Fire Department storage facility has had a detrimental effect on the SWAT team.

Additionally, with the loss of a single point of equipment storage, the time needed to assemble the team has increased dramatically. According to the SWAT Team Leader, it can take upwards of 90 minutes to fully assemble his team with all necessary equipment. Previously, the team was capable of being ready to go in 30 minutes. This is a loss of critical time. The team is called out when critical incidents require Officers with enhanced training and equipment to handle the situation. The delay causes added exposure to both Officers on scene and the citizens they protect.

**Finding #6:** The SWAT team does not have adequate storage facilities to properly house and maintain its equipment and vehicles in a singular location. This has led to the reduction in response time for this critically needed team, and the degradation of some of its specialized (and costly) equipment.

### **5.2.2 Crisis Negotiation Team**

The Crisis Negotiation Team works integrally with the SWAT team. This team is primarily used for events involving barricaded subjects, hostage situations, and suicidal subjects. This team is relied upon to build rapport with subjects, gain trust, deescalate situations, gain intelligence, and try to bring a peaceful resolution to the situation.

This too is a part-time assignment, added to the duties each team member handles during their regularly assigned duties. The team works well with, and trains regularly with the SWAT team. This type of cohesion is critical for bringing about successful resolutions to high-risk events.

There are no noted findings for the Crisis Negotiation Team.

## **5.3 SUPPORT SERVICES UNIT**

There are four areas of specialized service in Field Operations that answer to a single Sergeant: Traffic Unit, Transportation Officers, Park Ranger, and Animal Control. Collectively these units are identified in the Department organization chart as the Support Services Unit. They are integral parts of the high level of service delivered to the community.

The duties covered by these units vary greatly in the type of knowledge, education, training, and experience needed to perform the various tasks. It is a monumental request to assign one Sergeant to supervise these areas. They are varied in the laws, regulations, operations orders, and best practices that predicate how to be successful in their respective missions.

The best practice would be to split the responsibilities of this Sergeant to ensure better supervision and product delivery from the four areas. The most natural area to remove from this would be the Traffic Unit. As will be discussed and recommended further in the following Traffic subsection, the Traffic Unit would benefit greatly from a full-time assigned Sergeant. Removing traffic from the varied responsibilities would leave a more manageable unit for the existing Sergeant.

**Finding #7:** The areas of knowledge and skillsets needed to supervise the four service responsibilities of the Support Services Unit (Traffic Unit, Transportation Officers, Park Ranger, and Animal Control) are too great and broad a responsibility for a single Supervisor.

### **5.3.1 Traffic**

The Traffic Unit consists of four Officers who are under the direction of a Sergeant with multiple other responsibilities. The primary task of the Traffic Unit is traffic enforcement, education, collision investigation, and Driving Under the Influence (DUI) enforcement. In many communities, traffic issues (e.g., speeding, running stop signs, recklessness, etc.) are the often the most common complaint and concern from the residents.

The Traffic Unit also has several auxiliary duties that keep the Officers out of the field for some of their patrol time. The Traffic Unit manages new tow company applications with the Department, conducts internal DUI training for the Department, completes state-mandated DUI reporting, administers the Occupant Protection Program (car seat installation education), submits applications for and administers traffic-related grants, and meets monthly with City personnel for traffic-related design and engineering issues.

All these duties are important and are appropriately placed within the Traffic Unit. The only issue that arises is the need for more staffing of the Unit and the time these tasks take away from being out in the public. Furthermore, Traffic Unit personnel usually have a steady amount of court time for testimony, and time away from the field when the Traffic Officer makes a custodial arrest.

Given the geographical size of the City, the population of the City, and the ancillary duties that take Traffic Officers out of the field, the Department's Traffic Unit is severely understaffed. A review of the last few years of traffic accidents reinforces this conclusion. While there has been a steady decrease in the number of citations issued, the number of injury and non-injury accidents has been climbing.

Generally speaking, as the number of enforcement actions increases, the number of accidents usually declines. It should be noted that not every enforcement stop results in a citation being

issued. Law enforcement officers have a tremendous amount of discretion when it comes to issuing a citation versus a verbal warning. However, the enforcement action count is an indicator of overall traffic enforcement, and indicates a higher level of visibility amongst the motoring public. Traffic Officers observed stopping one car will have an omnipresent effect on the driving habits of other motorists who observe the enforcement action. That is why time in the field, time being seen by the public, and time making enforcement stops is critical to traffic safety. Traffic education programs are also an effective means of spreading the word to many people about driving safely. Enforcement stops are critical for reinforcing the consequences to those who would ignore safe driving practices. A good traffic program will balance enforcement, education, and engineering to enhance road safety.

Traffic Officers are also excellent at catching criminals of all types. Because they contact so many people during traffic enforcement, they encounter criminals who might otherwise have gone unnoticed. Vehicle stops for traffic infractions allow the driver to be identified. If there are warrants out for that driver, they will be arrested. If there are search and seizure conditions on the driver for previous criminal activities (searchable probation/parole) the Traffic Officer will often locate indicia of criminal activity during that contact. Additionally, Traffic Officers are usually enforcing traffic in areas such as major intersections or busy thoroughfares. They will often observe vehicles wanted for fleeing locations of serious crimes.

### ***Commercial Enforcement***

Growing communities have a significant increase in commercial truck traffic. These are usually commercial trucks exceeding 10,000 pounds in gross vehicle weight rating (GVWR). Commercial trucking is essential to the commerce, sustenance, and growth of a community. However, such growth in truck traffic creates an increase in road wear, signage damage, spilled loads, and truck accidents. The Department should also consider training and equipping one member of the Traffic Unit as a dedicated Commercial Enforcement Officer. This person would be responsible for enforcing traffic laws for commercial vehicles. The enforcement of commercial vehicle equipment and safety practices is a highly specialized field.

Due to the serious nature of what could happen when a commercial vehicle is involved in a motor vehicle accident, it is important that the City establish a reputation within the commercial trucking industry that driving and equipment violations will be enforced. The Commercial Enforcement Officer would also be a liaison with the commercial trucking industry in the City. Educating companies and drivers about truck routes, weight limitations and restrictions, safe loads, and equipment enhance traffic safety for all of the motoring public.

### ***Supervision***

The Traffic Unit would benefit from a full-time dedicated Traffic Sergeant. The complexities of traffic enforcement, accident investigations, DUI education and enforcement, and grant

submission and management require someone who is highly educated in the traffic arena. The proposed increased size of the Unit will demand a Supervisor dedicated solely to the Traffic Unit when span-of-control issues are considered.

The Sergeant of the Traffic Unit must approve all accident reports written by his team. One of the issues highlighted was related to the current technology used for documenting and forwarding traffic accident reports. Currently, three separate programs must be accessed by the Sergeant to approve a report. This is more time intensive than it should be to accomplish this task.

Note: At the time of Citygate's initial interviews, the Traffic Unit was being supervised by a Sergeant with multiple other areas of responsibility. The Department was granted an additional Sergeant position that was yet to be filled. In further discussions with the Chief, it was learned that the Department will use that position for the Traffic Unit. That alleviates one of the concerns from our initial recommendations.

We are recommending the Traffic Unit more than double its present size. With the additional staffing will come additional needs for supervision. We are recommending the increase of five FTE positions in the Traffic Unit, which will necessitate the addition of a second FTE Sergeant position.

**Finding #8:** The duties of the Traffic Unit Sergeant exceed an appropriate span of control given the complexities and demands of operating a traffic enforcement team.

The Department's Traffic Unit is under-staffed for the population size and geographical area of the City. The recommended Traffic Unit staffing increases will necessitate two full-time dedicated Sergeants.

A Commercial Enforcement Officer is also needed with a dedicated vehicle and equipment.

**Finding #9:** The Traffic Supervisor must access three separate programs to approve a report. This may not be the most efficient process for this basic task.

### **5.3.2 Transportation**

The Transportation Unit is staffed with four non-sworn Officers who assist Field Operations with prisoner transport and traffic control. The geographical location of the City, when compared to the location of the County jail, makes the Transportation Unit a valuable asset for the

Department. It can take two hours or more to deliver an arrestee to the County jail and return to the City. The Transportation Officers model keeps sworn staff members in the City for availability to handle calls for service.

There were no issues or recommendations with this Unit.

### **5.3.3 Park Rangers**

There is one Park Ranger in the Department. This is a non-sworn position; the Ranger is not armed and does not have law enforcement powers. The Ranger checks on the City parks daily. The Ranger is looking for issues that affect the community's ability to enjoy the park system.

The Ranger can issue citations for City code violations related to park rules. If a Ranger were to encounter criminal activity, they would request sworn staff to respond. The Ranger is more of an ambassador role for the park system, not an enforcer. The City enjoys a large public park system, with additional parks being added as part of new neighborhood construction.

There were no issues or recommendations related to the Park Ranger position. The only concern would be to ensure the Ranger staff is enhanced as the number of parks in the City continues to grow.

### **5.3.4 Animal Control**

The Animal Control Unit of the Police Department is comprised of four Animal Control Officers who are supervised by a Sergeant who has a variety of responsibilities beyond the Animal Control Unit. The Animal Control Officers (ACOs) work set schedules of four 10-hour shifts, assigned either Wednesday through Saturday or Sunday through Wednesday. The work shift is either 6 am to 4 pm or 12 pm to 10 pm, so when both shifts are covered there is an overlap in the middle of the day as well as Wednesday being the overlap day for all four Officers.

The primary purposes of the Animal Control Unit are to protect the public from rabies, enforce laws related to animals, safeguard public safety and animal welfare, respond to any and all field requests related to animals, impound stray animals, respond to animal complaints and concerns, investigate animal bites and reports of animal neglect and cruelty, write reports, issue citations, and care for animals held in the City's temporary animal holding facility.

The Animal Control Unit covers the jurisdiction of the City of Surprise and through a contractual relationship, provides animal control services for the City of La Mirage. The ACOs reported that the residents of Surprise are positive about the Animal Control Unit. The stated philosophy of the Police Department, which was described as customer service focused with emphasis on community engagement, is clearly embraced by the Animal Control team. The Officers stated that the approach is to educate as the first step and enforce when education is not successful to resolve the problem. They reported that they issue very few citations.

Citygate had the opportunity to meet with three of the four ACOs and the supervising Sergeant during a site visit. The visit included a tour of the Animal Control office, the temporary holding facility, and a “ride-along” in the field. The Sergeant spoke highly of the team and their collective knowledge. He describes the ACOs as knowledgeable and dedicated to the provision of good customer service and a professional animal control division. Three of the four Officers have prior animal control experience and the fourth Officer is a trained veterinary technician. There is obvious pride in performing quality work and the team is cohesive. The ACOs feel supported by the leadership of the Police Department and reported that they are provided the equipment and training that is needed to perform the job.

The ACOs are adept animal handlers, for both domestic and wild animals. In addition to dogs (and infrequently cats that have been involved in bites), they handle injured and sick wild animals, including coyotes, javelinas, and reptiles, for example. They investigate concerns about animal welfare and neglect, including cases involving horses. They have skills and abilities to obtain the necessary resources to effectively evaluate and resolve the daily challenges posed by the job. A considerable amount of the workload entails cruelty and neglect cases or welfare checks, such as dogs in hot cars.

The Animal Control Unit has strong working relationships with local veterinarians who assist when an impounded animal is sick or injured. Animal Control has affiliations with veterinary clinics to evaluate cruelty case animals, assist with neglect investigations, and provide emergency treatment. Animal Control has also cultivated partnerships with local wildlife organizations which accept re-habitable wild animals, including Fallen Feathers in Peoria and a herpetologist in Scottsdale.

The contract with El Mirage is facilitated through Tolleson Police Department Dispatch calling Surprise Police Department Dispatch to alert Animal Control about a field activity in El Mirage. During the site visit “ride along” Citygate observed a field activity in El Mirage which resulted in a stray dog impoundment. The Officer exhibited a very professional approach and took a careful and cautious approach with the dog, which was obviously frightened. His demeanor was gentle and humane and calming to the dog. He scanned the dog for a micro-chip (a best practice), and explained the impoundment process to the residents who found the dog. The time taken to do a thorough job and humane approach was very commendable.

Overall, Citygate found the Animal Control Unit to be high functioning, motivated, professional and well trained.

## ***Facilities***

### **Temporary Impound Facility**

Impounded dogs are initially taken to the Department’s temporary holding facility which is co-located with the Department’s evidence yard. The temporary facility houses most dogs short-

term (a few days), but occasionally houses longer term (30 days or more) for police cases or vicious animal cases. There is no housing for cats. While few, if any cats are normally impounded, a hoarder case or humane investigation could easily present the need for a space to impound cats. Consideration should be given to creating an appropriate facility for housing cats. The temporary housing dog facility is all outdoors and provides minimal protection from the elements. A swamp cooler provides some relief from extreme heat.

**Finding #10:** The current temporary facility and accommodations for impounded animals does not provide appropriate housing conditions. Best practices would dictate that impounded animals have access to an area which is more climate-controlled and maintained at a comfortable temperature.

The normal practice is to hold dogs temporarily in Surprise, in case there is an owner who will come forward to claim the animal. The ACO staff determines the timeframe to hold in Surprise based on available staffing, and the likelihood of identifying an owner, based on whether the dog is wearing a collar, tags, or is micro-chipped. This is valuable service for residents, as they are able to redeem their animal in the City as opposed to making the trip to Phoenix, and no fees are charged. Unclaimed dogs are transported to the Maricopa County Animal Care and Control shelter in Phoenix.

#### **Animal Control Office**

The office area shared by the Animal Control staff is adequate and meets current needs. There is area for forms storage and additional computer access is available. It has two adjacent kennels that were designed for the police canine dogs, but are not utilized for this purpose. The Animal Control staff reported that they are able to utilize the kennels for special needs dogs, such as brachiocephalic breeds or aged animals that require closer supervision and a more climate-controlled environment.

#### **Growth**

The Animal Control field staff discussed increased activity in the “West Valley” portion of the County. If this area is collectively where the population growth is occurring, Surprise and the surrounding cities should consider formation of a regional animal shelter to serve the local cities. There may be an opportunity with one or more cities (including Avondale, Buckeye, Glendale, Goodyear, Litchfield Park, Peoria, and/or Youngtown) for a collaborative partnership that would provide closer animal sheltering and economies of scale for the participants.

**Finding #11:** Expanded growth in Surprise and surrounding areas may garner staff sharing or contract opportunities for Animal Control.

## **Staffing**

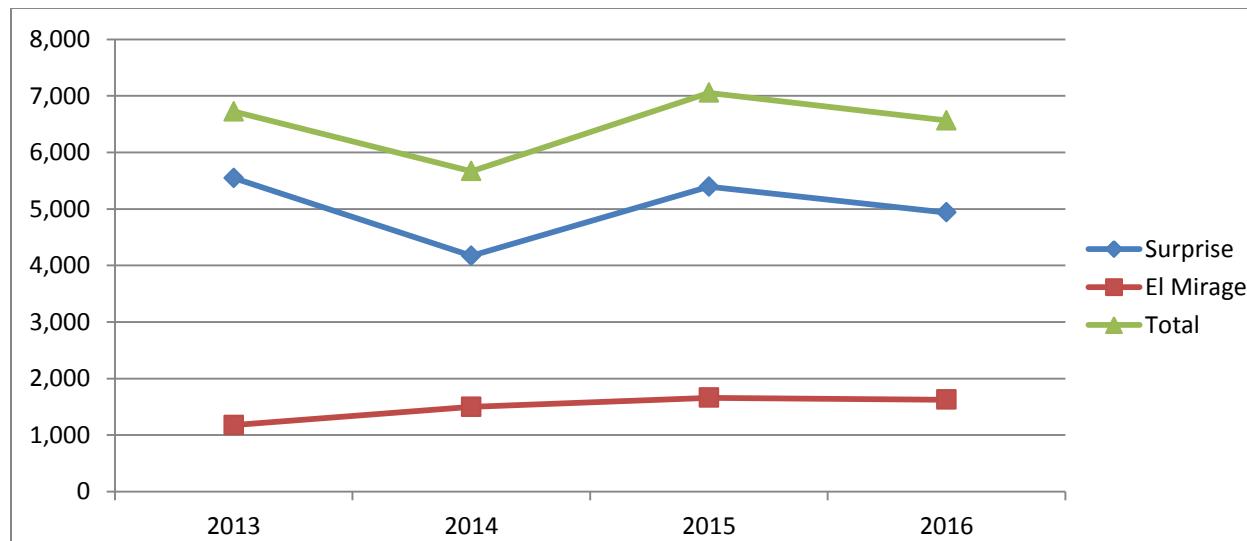
The staffing level is currently providing an adequate level of service. Of note, however, is that scheduling does not allow for coverage when there are functional absences, such as vacation, sick time, or training. Similar to the Police personnel staffing, providing the continuity of service is imperative to the high level of municipal services for which the City of Surprise is known. With the growth that Surprise has experienced and continues to anticipate, the addition of one Animal Control Officer position is recommended. If the City experiences continued exponential growth, this should be reviewed and considered on at least an every-other-year basis ongoing. The additional Officer could be designated as a “floater,” to fill in for absences, assist with animal care, and provide coverage for trips to the County shelter, veterinary hospitals, or wildlife centers, which take the field staff out of Surprise and El Mirage. An additional Officer would also likely decrease the number of animal control calls for service handled by Patrol Officers. The calls for service data shows:

**Table 15—Animal Control Calls for Service Data – 2013–2016**

Year	Total Animal Control Calls for Service	Calls for Service Handled by Patrol Officers	% Handled by Patrol Officers
2013	6,724	1,755	26%
2014	5,668	2,516	44%
2015	7,055	2,331	33%
2016	6,565	1,943	30%

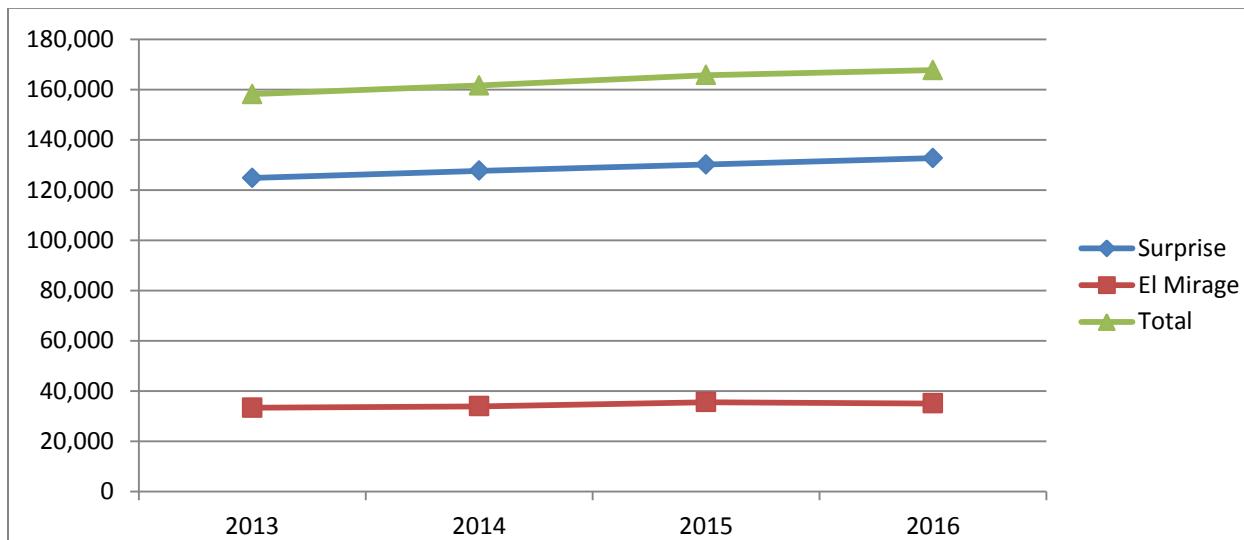
The following graph shows animal control calls for service over the last four years:

**Figure 6—Animal Control Calls for Service – 2013–2016**



The population graph for the same four-year time period shows a steady incline in population growth (an increase of nearly 10,000 over the four years).

**Figure 7—Surprise Population Growth – 2013–2016**



If the service area continues to experience consistent growth in population, the calls for service should be evaluated to determine trends that normally follow expansion of the human population served. The evaluation of data from the last four years does not show a corresponding trend. In April of 2015, a fourth Animal Control Officer was added. There were other factors, such as functional absences of Animal Control Officers, which resulted in a lower capacity for Animal Control Officers to complete calls for service, thus requiring Patrol Officers to respond. The current total population served is over 160,000. To effectively evaluate the need for additional Animal Control Officers, the human population served, square mileage of the service area, and mileage required to accomplish the work (e.g., trips to Phoenix to the County Department of Animal Care and Control to transfers to rehabilitation facilities, veterinarians, etc.) must be considered. Generally, for every increase in 10,000 to 20,000 in the human population served, expanding staffing should be considered. If serving a more compacted service area where the population is clustered together, there can be an economy of scale result in consolidation of services.

**Finding #12:** Growth in the human population served has been steadily growing and the animal control calls for service have not consistently corresponded to this growth.

## ***Equipment***

The Animal Control staff reported that they are provided proper equipment to professionally perform their duties. The vehicle contained appropriate restraint equipment, including a control stick, the Officers have access to traps and carriers, and they carry a micro-chip scanner.

The Officers shared some of the standard forms they use which were well written and helpful for the public. The “door hangers” were highly visible with bright colors and contained excellent advice for the recipient. Daily log forms and bite reports are clear and current.

The Animal Control vehicle is equipped with a temperature readout display for the kennel area of the vehicle, which the staff monitors regularly. This is very important in light of the elevated ambient temperatures that can be experienced in Surprise. The knowledgeable staff demonstrated that they are definitely cognizant of the welfare and status of their animal passengers.

## ***Information Technology***

Citygate observed the field Officers equipped with Toughbook™ laptop computers in the vehicle which provide the ability to access the database in the field. The ACOs reported good connectivity in most areas and a good operating system. They were able to access lost and found records from the field.

There is a generic email account that is not accessible to the ACOs but has information that should be available to them. There are sometimes bite reports from Maricopa Animal Care and Control or other timely information that is delayed in reaching the Animal Control staff. It is recommended to establish an email account specific to the Animal Control staff that they can access and be held responsible for checking.

In this age of social media, the Surprise Animal Control Unit would benefit from a Facebook presence or other venue that could highlight some of the daily successes and potentially act as a site for posting information on impounded stray animals.

Animal Control staff reported that the working relationship with Maricopa County Animal Care and Control would be improved if there were a way for them to access the dog license database. If the Animal Control Officers had access to the animal license database, they could quickly trace the license of any impounded dog wearing a license. This would allow for the most efficient return to the owner saving staff time and promoting the good reputation of the Surprise Police Department and Animal Control Unit. The round trip to impound one or more animals to Maricopa Animal Care and Control is two hours. Obviously, this requires planning, and if done when there is only one ACO on duty, leaves both Surprise and El Mirage without any animal control coverage.



**Finding #13:** The information technology access and computer program utilized by the Animal Control Unit provides good field access for Officers to calls for service and reports of lost and found records received; however, it lacks the ability to check online licensing records with the County.

## **5.4 RECOMMENDATIONS**

### **5.4.1 Facilities**

- Recommendation #2:** The Department should build a multi-use facility to house and maintain critical response vehicles and equipment. The lack of a centralized, climate-controlled facility for critical police equipment has already led to the deterioration of equipment and the reduction of the tactical team's response time.
- Recommendation #3:** As the City adds facilities for the Police Department, consideration should be given to providing additional climate-controlled space for dogs and the capacity to care for cats.

### **5.4.2 Staffing**

- Recommendation #4A:** Establish a new and expanded Community Service Officer classification, capable of performing duties that include Detention Officer, report writing, crime scene investigation, special projects, crowd and traffic control, minor traffic collision investigation, telephonic follow-up on detective cases, crime prevention, and many other civilian duties.
- Recommendation #4B:** Augment staffing in Patrol and Criminal Investigations. Specific to Patrol, Citygate recommends four Community Service Officers be added (assigned to each end of the week on both day and swing shift) to assist in call load distribution and reduce response times.
- (Add 4 FTE Community Service Officers)**

**Recommendation #5:** Assign Lieutenants on all three Patrol shifts and both ends of the week to better ensure management coverage. This would necessitate an increase from four Watch Commanders to six.

**(Add 2 FTE Lieutenants)**

**Recommendation #6:** Increase the capabilities of the K-9 program to meet the needs of the community. There should be minimally four K-9 Officers for Patrol services with an additional K-9 dedicated for search and rescue. The Department currently has two K-9s authorized. These positions are a K-9 team (FTE Police Officer and dog). The Department should add two additional FTE Police Officer positions and partner each with a dog. This will increase the Department's authorized positions to four K-9 Officer/dog teams.

**(Add 2 FTE Police Officers and assigned dogs)**

**Recommendation #7:** Increase the size of the Traffic Unit by five Officers. These would be traditional Traffic Unit Officers assigned to Motor Units. Train one Officer to handle Commercial Enforcement.

Create an additional Sergeant position in the Traffic Unit (in addition to the previously approved FTE Sergeant position).

**(Add 1 FTE Sergeant)**

**(Add 4 FTE Traffic Enforcement Officers – Motors)**

**(Add 1 FTE Commercial Enforcement Officer)**

**Recommendation #8:** Evaluate population trends and animal control calls for service statistics annually looking at a five-year history to evaluate trends and predict future staffing needs.

### **5.4.3 Equipment**

**Recommendation #9:** Purchase Commercial Enforcement vehicle to be used by a new designated Commercial Enforcement Officer.

### **5.4.4 Information Technology**

**Recommendation #10:** Consider the creation of an online portal for citizens to report minor criminal activity. Create protocols and guidelines to ensure the effectiveness of the program including ease of use for the victim and crime data capture.

**Recommendation #11:** The Department needs to identify system practices that necessitate the use of three programs to approve a report. If it is a training issue, steps should be taken to correct the deficiency. If it is a technology-related shortfall, determine if there is a better product to streamline the approval process.

**Recommendation #12:** Investigate ways to expand the electronic information provided to the Animal Control staff, such as access to animal license records and a method for them to efficiently obtain and act on information regarding animal issues that is received electronically.

**Recommendation #13:** Utilize social media to increase engagement with the community and promote the successes and positive activities of the Animal Control Unit.

### **5.4.5 General**

**Recommendation #14:** Examine additional opportunities for Animal Control to maximize staff and equipment resources with surrounding cities and agencies as population growth occurs.

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## **SECTION 6—ADMINISTRATIVE SERVICES DIVISION**

This section reviews the Administrative Services Division, which is divided into the following units (presented in the order in which they are discussed in this section):

- ◆ Public Information Officer
  - School Resource Officer
  - Crisis Intervention Training
- ◆ Crime Prevention / Community Relations
  - Citizens Patrol
  - Property and Evidence
- ◆ Communications/9-1-1
- ◆ Records

While Citygate's assessment of the Division was thorough, for the sake of brevity and the usefulness of this document, certain units or squads for which there are no issues or elements of concern to be reported have been omitted from this report.

### ***6.1 PUBLIC INFORMATION OFFICER***

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The Public Information Officer (PIO) is responsible for providing information to the media and to the community. This includes messaging initiated by the Department to the community/media and responses to community/media inquiries. This is a critical function in modern law enforcement. A police department must have an honest, transparent relationship with the community it serves.

The PIO is also the social media manager for the Department. While messaging is sent out through Facebook, Twitter, and Nextdoor, the PIO only responds to requests made through Nextdoor.

There are no specific issues or findings for this position.

### ***6.2 SCHOOL RESOURCE OFFICER***

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This is an asset for the community. A School Resource Officer provides security for the schools and provides mentorship and guidance to many of the students. This type of program helps to maintain the trust and respect the community has for the Department.

There were no specific issues or findings for this program.

The number of Officers assigned to this program will need to be increased as the number of schools and student population continue to grow.

### **6.3 CRISIS INTERVENTION TEAM**

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This program was embraced by the Department to train its personnel how to better handle mental health issues in the community. There is a one-hour course and a more in-depth 40-hour course. The goals are to develop better tools for handling mental health issues, de-escalating situations, and providing better solutions for those in crisis.

This is a commendable program, and there are no issues or findings for it.

### **6.4 CRIME PREVENTION / COMMUNITY RELATIONS UNIT**

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This Unit is charged with being the Department's direct point of contact with the community in matters of crime prevention, nuisance issues, blight, and general quality of life issues. It performs tasks such as risk assessment, which involves evaluating a residence or business for vulnerabilities that could be exploited by criminals. It assists each victim of burglary in identifying proactive measures to take to minimize future victimization. It works with neighborhoods to clean up areas of blight. The Unit attends neighborhood meetings, block parties, and other community events to spread the message about crime prevention and to build rapport with the community.

This Unit administers the Department's Explorer Program and is responsible for the administration of the Citizen's Patrol.

The functions performed by this Unit are valuable to the community. Not all the tasks performed require sworn staff members. Many agencies have allocated the majority of these functions to civilians because of costs. The model currently used by the Department is another example of the excellent level of law enforcement service it provides. It is a standard that the community has embraced.

This could be an excellent area for the Department to consider the addition of Community Service Officers as the population continues to grow. Sworn staff would still exist in this Unit to perform those tasks that require peace officer powers, and they would be augmented by CSOs who could perform those tasks that do not require peace officer powers. The Unit would be able to expand its capabilities with some cost savings compared to staffing entirely with sworn staff, with minimal impact on the quality of service delivered.



**Finding #14:** The Department currently staffs the Community Relations Unit with only sworn staff members. The service to the community is excellent, but could become costlier as staffing increases to keep pace with population growth.

#### **6.4.1 Citizen's Patrol**

The Citizen's Patrol is a large and enthusiastic group of community volunteers that performs a multitude of tasks for the Department. These volunteers are performing tasks every day inside the office, assisting with traffic control at major events, as well as performing vacation checks, limited parking enforcement, and numerous other tasks.

It was obvious through the multitude of interviews conducted that the Citizen's Patrol is wholeheartedly appreciated by the members of the Department. The program was summed-up by one interviewee who stated, "We could not function without them."

There are no issues or findings for the Citizens Patrol. Its inclusion in this master plan is due to the impressive work being done and because it is such a point of pride for the Department members.

#### **6.4.2 Property and Evidence**

The storage of property and evidence is a critical function in law enforcement. It is a complex job that has been made more difficult due to factors such as court rulings, chain of evidence issues, hazardous materials, DNA evidence handling, biological substance hazards, valuables (currency, jewelry, etc.), firearms, and narcotics. A law enforcement agency is expected to safely care for all the items it receives, verify the handling of each item, deliver it as evidence to the courts, then return it to its proper owner or properly dispose of it. A documented chain of custody must be maintained throughout this process. The adequacy of the facility needed for all of this is paramount to the security of the evidence and the agency's success.

The Police Department's facility was not designed to be a law enforcement property and evidence facility; rather, it was a retrofitted warehouse. Although it has functioned adequately in the past, it will soon be too small to handle the requirements of the growing Department and City. Furthermore, many of the amenities found in modern law enforcement property and evidence facilities are impossible or cost prohibitive to include in the current facility.

The following is a list of some of the issues that can occur with the improper handling and storage of property and evidence:

- ◆ Non-successful prosecution of a criminal case
- ◆ Loss of valuables costing the public entity to replace those items

- ◆ Contamination of the work area causing harm to employees/visitors of the facility.

Another primary concern of a property facility is the physical security of the building. There are guidelines about materials and construction techniques to develop a modern and secure facility. Retrofitting an older building to these guidelines would be cost prohibitive. The purpose of the high level of security is in consideration of the types of property often found in law enforcement property warehouses: firearms, currency, narcotics, jewelry, collectibles, and antiques.

The overwhelming consensus of staff is that the current facility is no longer adequate. It is nearing capacity, and much time and effort is being expended trying to remove items from the facility to free up space. The ceilings are too low to accept higher shelving racks. The low ceilings also present issues with field of view for the interior security cameras and with the coverage of the fire sprinkler system. The area for narcotics storage and handling is poorly ventilated.

A purpose-built facility would include key amenities missing in the current facility: separate entrances for Officers and the public; more robust security measures, especially relating to the public lobby; a larger room for currency and additional safe storage; a long-term storage area for larger items; a drug drying area with proper ventilation; covered or indoor parking for vehicles held as evidence; and a bicycle cage.

Currently, an upgraded property and evidence module of the Spillman RMS is being used as the tracking system for the property warehouse. It is an upgrade from the manual process that was used before and is still utilized for property and evidence entered prior to the system upgrade. There is a backlog of property and evidence entered into the facility prior the implementation of the new system that has not been added to the newer barcode tracking system. It will take resources above those currently employed to clear the backlog of items that need to be entered into the better tracking system.

In short, the property and evidence warehouse has lived beyond its usefulness. The Department and City leaders need to work together to identify funds, a location, and a building design for a purpose-built, modern police property and evidence warehouse.

**Finding #15:** The current property warehouse is no longer meeting the needs of the community and is unnecessarily exposing the Department to known risks.

**Finding #16:** The newer property tracking system employed by the Department has not fully captured all the pre-existing items in property and evidence. Efforts will be needed to clear the backlog of items needing to be entered.

## **6.5 RECORDS AND COMMUNICATIONS UNITS**

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### **6.5.1 Records Unit**

The Records Unit is responsible for reviewing, updating, storing, producing, and disseminating the Department's police records, reports, and citations. Records Technicians must research records and provide requested information to law enforcement personnel, courts, and the public, as appropriate, routinely using the Spillman Records Management System (RMS). In doing so, they must adhere to complex regulations regarding the release of information and public records requests, both statewide and nationwide. The Records Unit must also respond to subpoena requests, discovery orders, and other requests for information in accordance with applicable legislation. This requires a thorough understanding of the Arizona Public Records Law (APRL) and the Federal Freedom of Information Act (FOIA).

The Records Unit has realized staffing increases over the years and is performing at a level to meet the Department's ongoing workflow, but any additional projects or staffing issues upset that fine balance. The Records Unit is generally able to meet reporting deadlines with regard to uniform crime reporting (UCR), document production due dates, data and telecommunications entries, and court demands. It is unlikely the Records Unit will be able to absorb the upcoming change to National Incident-Based Reporting System (NIBRS) with the existing staff.

#### ***Staffing and Deployment***

Over the years, the Records Unit staffing levels have increased in an effort to keep pace with rapid increase in population and Department growth, as well as increases in workload. The staggering population growth from 30,848 in 2000 to 130,932 as of July 1, 2016 represents an astounding 324 percent increase in population over this 16-year period.<sup>4</sup>

While there is no national standard for the number of Records Technicians that are required based on population or agency size, Citygate's experience has shown that a working volume and population comparison will garner a preliminary baseline rationale for staffing. As such, if two Records Technicians were adequately handling the workload for 30,848 residents in 2000, each one was managing the workload of 15,424 residents.

Assuming that the level of service was acceptable and all required tasks at that time were being met, following this formula, the Department would need at least eight Records Technicians to perform the workload generated with 130,932 residents ( $130,932 \div 15,424 = 8.48$  Records Technicians). Although a rudimentary formula, it provides a baseline that is specific to the Surprise Police Department. However, it does not take into account any new tasks or upgrades in technology that have been added since 2000.

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<sup>4</sup> 2000 data source: US Census Data; 2016 data source: Arizona.hometownlocator.com

In 2006, the Records Unit added two Records Technician allocations and a Records Supervisor allocation, bringing total staffing to four Records Technicians and one Records Supervisor. In 2013, an additional Records Technician allocation was added due to increased general workload. In 2015, one Records Technician was added due to the implementation of body-worn cameras and the highly complicated public record requests that came with it. An Administrative Analyst, who is responsible for vehicle impounds, alarm permits, and duties associated with off-duty employment of sworn personnel, was transferred into the Records Unit from another unit within the Department, retaining these same duties. This individual is not cross-trained with regard to records functionality and responsibilities.

Today, the Records Unit is supervised by one Records Supervisor, who functions as a quasi-manager and reports to a Commander. Staffing includes six full-time Police Records Technicians and one Administrative Specialist. There is a Volunteer in Policing (VIP) who spends four hours a week entering approximately 15 traffic and parking citations (that are manually completed) into the RMS. There is also a VIP who is responsible for scanning documents into the RMS and shredding them after entry.

The current staffing level is such that the Records Technicians and the Administrative Specialist are busy and able to keep up with the current workload, most of the time. Even without staffing during the weekends, the Records Unit is able to complete weekend workload by Wednesday or Thursday morning. If this delay is acceptable to the Department, no change is needed. Otherwise, it may be worth exploring schedules that provide weekend or after-hours coverage. This would allow at least one Records Technician to work in the Records Unit without distractions from the public, thereby facilitating the completion of workload in a much timelier manner.

According to the Records Supervisor, Tuesday is the busiest day of the week in terms of paperwork received in the Records Unit. She attributes this partly to receiving reports that were completed during the weekend and reviewed by a Sergeant on Monday.

The Records Technicians work four 10.5- or 11-hour shifts, with a 30-minute or 60-minute meal break. All Records Technicians work dayshift hours, with three on duty Mondays and Fridays and six on duty Tuesdays, Wednesdays, and Thursdays. The slightest increase and/or change in records personnel (vacancy) or assigned tasks (adding NIBRS), or the addition of new sworn positions, easily disrupts this fine balance. Also, it allows very little, if any, time during normal work hours to address backlogs or allow for detailed audits. The Records Unit could benefit from changes in deployment and the addition of at least one full-time Records Technician.

The Front Desk is staffed and open to the public Monday through Friday, 8:00 am to 5:00 pm. One Records Technician is assigned to the Front Desk Monday through Thursday, and three Records Technicians staff the Front Desk (one at a time, at scheduled intervals) on Friday. This appears to provide adequate access to the public.

**Finding #17:** Current Records Unit staffing levels have kept pace with today's workload, albeit with delays in completing the workload. This tenuous balance does not allow for any disruption in availability of existing personnel or adequately address backlog issues.

The Records Supervisor functions as a quasi-manager and reports to a Commander.

Over the years, the duties associated with managing the Records Unit have changed dramatically. In addition to the need to possess a thorough understanding of APRL and FOIA, the Supervisor has to respond to an increasingly knowledgeable and curious media and public, ensuring the appropriate information is released under the right circumstances.

The Supervisor also acts as the Arizona Criminal Justice Information System (ACJIS) System Security Officer (SSO) and Agency Terminal Coordinator (ATC), ensuring that security is maintained for all Department personnel and regulations are strictly adhered to for computer access to state and national crime databases. These include, but are not limited to, Stolen Vehicles, Motor Vehicles Division, Wanted Persons System, Automated Property System, Restraining Order System, National Crime and Information Center, Automated Weapons System, and Uniform Crime Reporting (UCR). In addition, there are new reporting requirements that legislatively will require complex audits on use of force incidents and racial profiling.

The Records Supervisor is the sole source of supervision in the Records Unit but is highly involved in the daily activities and workload of the Unit. She is responsible for providing general directions, assigning work, reviewing work product, determining scheduling, establishing methods for providing services, evaluating employees, developing policies and procedures, ensuring compliance with policies and procedures, implementing goals and objectives for the Unit, ensuring compliance with applicable rules and regulations related to law enforcement records management, serving as the agency's terminal coordinator for law enforcement telecommunications databases, coordinating records sealing and purging of documents, responding to court orders and requests for records, participating in the budget process for the Records Unit, ordering supplies, and accounting for the Department's cash register. In addition, she is solely responsible for overseeing six Records Technicians, one Administrative Specialist, and two volunteers. There is no one designated to provide relief in her absence.

The current span of control in the Records Unit is at capacity with one Records Supervisor overseeing six Records Technicians and one Administrative Specialist. Staff should not be increased without consideration given to developing a lead or senior position. Also, there is no supervision when the Supervisor is not present for any reason, including training, meetings, vacations, or days off. As a result, the more tenured staff members serve as quasi leaders to provide direction and make decisions. This added level of responsibility is performed without compensation or official recognition.

The Records Unit would benefit by upgrading one existing Records Technician position to a lead/senior position. This position would be tasked with assisting with the more complex work of the Unit, training new employees, verifying work product quality, and serving as a leader and resource when the Records Supervisor is unavailable for any reason. In addition, it provides a career path for employees and is beneficial with regard to succession planning.

**Finding #18:** The Records Supervisor is the sole supervisor for the Unit.

### **Workload**

In 2015, the Records Unit processed 7,997 record requests and 5,102 citations. It assisted 7,120 citizens, processed 672 subpoenas, handled 6,657 phone calls, and logged 1,223 Uniform Crime Reporting (UCR) hours.

In 2016, the Records Unit processed 8,144 record requests and 660 citations. It assisted 4,905 citizens, processed 648 subpoenas, handled 14,263 phone calls, logged 843 UCR hours, and scanned 47,402 documents.

In 2015, Records personnel duties expanded with the addition of body-worn cameras, and a full-time employee (FTE) was added to the staff. In 2016, this technician handled 425 Taser International (which is now Axon) body-worn cameras video requests that required more than 613 hours to process.

The decrease in citations for 2016 is attributed to the implementation of Brazos Electronic Citation Software. This technology, offered through Tyler Technologies, is integrated with the Spillman Records Management System (RMS), which allows field personnel to enter citations via computer or a handheld device. However, the Records Unit must manually batch upload the data into Spillman RMS. In addition, although criminal offense citations are entered by the issuing Police Officer, the Records Unit reviews the citation if it includes an arrest.

The Records Unit receives approximately 15 traffic citations each week that have been manually completed by Patrol personnel. A Records Unit volunteer spends four hours a week entering these citations into the RMS.

Community Service Officers (CSOs) are civilians who handle some duties that were previously handled by other personnel. For the Records Unit, the CSOs handle all fingerprinting, though the Records Unit handles the collections of fees for these services, and they can accept and finalize a Stolen Vehicle Affidavit if a community member brings it to the station.

The Records Unit also handles and/or responds to prosecutor's case dispositions, citation logs, the cash register, property list entry, court information sheets, insurance letters, and the "Workflow" process within the Spillman RMS.

The Records Technicians and the Administrative Specialist work diligently and are able to keep up with the current incoming workload, exclusive of the pending backlog workload, most of the time. Even without staffing during the weekends, the Records Unit is able to complete weekend workload by Wednesday or Thursday morning of the following week.

### ***Backlog***

It is noteworthy that the Records Unit is timely on report review and citation entry. They are also diligent about submitting their UCR data by the 15<sup>th</sup> of each month. Their data is accurate and relatively error free. A strong indicator of the data submission accuracy is that the last time the Federal Bureau of Investigation (FBI) performed a UCR audit, in 2006, less than four errors were found out of 146 cases reviewed. Comparatively, this is an outstanding result and speaks volumes to the performance of all those involved in the record submission process.

However, as of May 17, 2017, the Records Unit has considerable backlog in five areas. There are more than 30,000 workflow reports pending review, 12,000 case dispositions from the Arizona Department of Public Safety and Maricopa County Sheriff's Office to be reconciled, 11,000 duplicate names in the RMS to be reviewed and possibly merged, backup document files dating back to 1997 to be sorted, and citation files from 2008–2011 to be purged.

The Records Supervisor states that the current staffing is scarcely sufficient to keep pace with daily activities and tasks. This makes it nearly impossible to reduce the aforementioned backlog. Overtime has not been utilized, primarily to preserve employee time off and in consideration of budget limitations, but light duty Officers have been utilized to assist with reconciling duplicate names in the RMS with measured success.

In 2008, the Department activated the “workflow” feature in the RMS. As the name suggests, it allows the user to manage the workflow of specific incidents. When the user, usually a Sergeant, reviews an incident and believes that there is no follow-up information or suspect information that needs to be completed, the Sergeant selects option 205 on the computer screen. This action causes the computer to forward the incidents to the Records Unit for final review. Records personnel are taking the time to review these incidents, as there is a perceived responsibility, whether accurate or not, that they are the final determination that a crime did not occur and a report is not needed.

Unfortunately, despite training and occasional reminders, option 205 is overly and incorrectly utilized. The majority of these incidents forwarded to the Records Unit are incidents without reports that do not require any additional action or further review, other than being closed. The Sergeants should be selecting option 5002 on the computer screen to close incidents that do not involve a report and do not require additional follow up, thereby bypassing the Records Unit review and reducing the superfluous workload.

**Finding #19:** There is a backlog of approximately 30,000 workflow incidents that needs to be cleared and closed by the Records Unit.

**Finding #20:** The workflow feature is being overly and incorrectly utilized to forward incidents to the Records Unit without reports and not in need of follow-up.

The Records Unit receives approximately 125 case dispositions each week from the Maricopa County Sheriff's Office and an additional 50 case dispositions each month from the Arizona Department of Public Safety, in addition to the 12,000 that are pending. The process for clearing each case disposition requires a Records Technician to check the RMS and read the narrative and any arrest documents to verify the information on the disposition sheet. If everything is accurate, it is forwarded to the prosecutor or the court. If there are discrepancies, the Records Technician completes forms explaining the issue and forwards them to the Department of Public Safety and the prosecutor or the court. There is a high level of concern for the accuracy of these dispositions as an error can result in an inaccurate, permanent court record.

In an attempt to reduce the case disposition backlog, the Records Supervisor again utilizes a periodically scheduled “Project Day” that tasks four Records Technicians with working on case dispositions while the two other Records Technicians handle the daily duties. This single effort can resolve and clear approximately 300 case dispositions per day. The Records Supervisor estimates that it would take a full-time employee six months to completely clear out the backlog.

There are more than 11,000 duplicate names in the RMS that need to be reconciled. This can occur when, among other things, a driver's license or identification card is scanned on a Brazos device and, although a near miss, the information does not exactly match data already contained in the RMS. For instance, a duplicate entry can occur when an individual's name is spelled differently, the person may have been identified by a nickname at some point (e.g., Jim for James), a middle initial is included, the person has a new address, or a date of birth is transposed on a report, citation, want, warrant, etc. and entered into the RMS. The duplicate names can make it challenging when attempting to build the involvements or relationships in the RMS attempting to confirm a want/warrant or positively determine an individual's identity. Errors of this nature cause the same person to have multiple records in the system, creating confusion and inaccurate records, as well as diminishing the value of a master name index system.

Generally, the process of reconciling the duplicate names is one that can be taught to, and accomplished by, a volunteer. As the duplicates are correctly merged into one record, it should reduce future recurrences as the slight difference in the records will be captured as an also-known-as (AKA) and identified by the system in the future. There will be some more complex records wherein it is not readily apparent that two records should be merged. Those should be

reviewed by a Records Technician before a final determination can be made that the records should be merged, but those can be set aside by the volunteer for further review. These exceptions should be relatively low in number.

It may be possible that the Brazos handheld device used by field personnel to scan driver's licenses and identification cards can be programmed to require additional match points to narrow the possibility for duplicate name files. This type of refinement should be explored with the device vendor.

- Finding #21A:** There is a backlog of approximately 12,000 case dispositions that needs to be cleared, and the current staffing and existing workload prevent staff from working on them.
- Finding #21B:** There is a backlog of approximately 11,000 duplicate names that need to be reviewed and reconciled in the Spillman RMS.
- Finding #22:** The Brazos Electronic Citation Software creates a new name record if the data being scanned is not an exact match.

The Records Unit houses paper files for report backup documents dating back to 1997 and traffic citations dating from 2008 to 2011. With some exceptions, these documents exceed the statutory requirements for retention and should be purged. Maintaining these files can create a heavy burden with regard to requests for information and/or litigation requests for production.

Conduct an inventory of the backlogged documents and appraise the value of the now stale documents. Once completed, determine if it is possible to create a template to identify elements and legal justification that support retaining any of these documents. If that information can be outlined and taught to a volunteer, then with oversight from the Records Supervisor, have a volunteer accomplish this task. If a template is not a solution, utilize overtime to clear the backlog. Once completed, the backlog should not occur again due to the implementation of new technologies.

- Finding #23:** Backup documents and citations have been retained longer than is required, statutorily, and should be purged.
- Finding #24:** Some records may be stored beyond the retention schedule.

As previously described, the Records Supervisor occasionally selects a day as a "Project Day," wherein four of the six Records Technicians are tasked with working on a specific project, usually a backlog of pending work such as case disposition reports. When this occurs, the two

remaining Records Technicians are able to manage the workload that occurs during the day, without incurring backlog in daily tasks.

**Finding #25:** “Project Day” appears to be a successful method for making

The Records Manager also expressed concern with regard to the increased extensiveness of Public Records Act requests. Although they have been able to stay current to date, she describes the level of sophistication and complexity of the requests to be building. One such request consumed over 200 staff hours to complete. This is a situation that will need to be monitored.

**Finding #26:** The volume of Public Records Act requests has been increasing and is becoming more extensive and complex.

***Uniform Crime Reporting (UCR) / National Incident-Based Reporting System (NIBRS)***

Since 1930, the Federal Bureau of Investigation’s Uniform Crime Reporting (UCR) program has collected crime data through the Summary Reporting System (SRS), compiling and reporting total figures on key categories of crimes from participating law enforcement agencies. The SRS has evolved over the decades, but is still limited and very outdated in its basic concept.

On February 9, 2016, following recommendations from stakeholders, the FBI announced that it will retire the SRS on January 21, 2021, and will collect crime data only from the UCR National Incident-Based Reporting System (NIBRS). This placed every law enforcement records unit on notice that they must upgrade or implement technology, change policies and practices, train existing staff, and, if necessary, hire additional staff to enable the transition to NIBRS no later than the stated date.

The data collection and reporting process for NIBRS is projected to be much more in depth and, as such, is expected to be more time consuming. NIBRS will count more crime types and does not utilize a hierarchy that reports only the highest ranking crime. NIBRS will report up to 10 crimes per incident. It will provide more details with regard to the reported crimes and will capture a more accurate counting of crime activity.

The Records Unit is already preparing for this change and has requested an additional Records Technician allocation to supplement staffing and handle this task. Although the new position was initially approved at the Department level to continue through the budget process, this request has been postponed until closer to the new mandatory NIBRS reporting date. The request for an additional Records Technician will be presented to City staff in the future in an attempt to secure the allocation and funding prior to the 2021 deadline. At the time of this master plan, there is a high confidence level from command staff that the position will be approved.

Additionally, the Spillman Records Management System utilized in the Records Unit is not NIBRS compliant. Citygate was informed that an upgrade to version 6.3 occurred in late June 2017 and does not offer the capability to report in the NIBRS format. The NIBRS module is an additional upgrade that must be purchased and installed before training can take place. This purchase needs to occur sooner, rather than later, to allow sufficient lead-time for installation and training to occur prior to the mandated transition date.

- Finding #27:** The Spillman Records Management System has not been upgraded to include the required software for NIBRS compliance.
- Finding #28:** The transition to NIBRS will include much more comprehensive data collection and reporting, thereby necessitating additional staffing.

### ***Report Review and Input***

Patrol personnel complete and enter the majority of their reports using their mobile data computer (MDC) that interfaces with the RMS and submit supporting documents that cannot be entered via the MDC to the Records Unit for processing. After the report is entered, a Sergeant reviews it and, if the Sergeant approves the report, deeming all elements present and all information accurate, the report is electronically forwarded to the Records Unit. If the Sergeant does not approve the report, it is returned to the Officer electronically for correction.

When the Records Unit receives the report, the Records Technician is expected to review the report, again, to ensure that all elements are present, all information is accurate, and all required forms and documents are attached or submitted. If the report is complete, the Records Technician proceeds to close the incident and is done with it. However, if during this second review, it is determined that the report is incomplete or inaccurate, the Records Technician returns the report to the Sergeant, who returns it to the Officer for correction and the process starts over again.

The process can be time consuming and cumbersome. While the process may be intended to ensure that erroneous or incomplete information is not captured in a report and that all necessary documentation is included, it often displaces the Sergeant's responsibility and authority to the Records Technician.

In addition, this process also does little, if anything, to reduce the error rate of the submitted reports. To that end, the Records Supervisor should take steps to lower the error rate by identifying the worst offenders with regard to report writing, the most common errors, and the Supervisors who are the most negligent in allowing substandard reports to be approved. The Records Supervisor should routinely publish the most common errors for the entire Department to view, without names, and then work with the employees experiencing difficulties with the

process, even if it is on an individualized basis. Reducing the error rate will serve to improve the turn-around time for reports that are available for the public and courts, which is the ultimate goal. Additionally, if the same errors appear repeatedly, the report writing manual should be reviewed to ensure that the direction provided to report writers is complete, correct, and understandable.

**Finding #29:** Records Technicians are responsible for reviewing reports after the review and approval of a Sergeant, thereby duplicating efforts. The responsibility of the Records Technicians to send back the report if it is incomplete or contains errors places the Records Technician in a quasi-supervisory role over sworn personnel.

**Finding #30:** Records Unit personnel identify the most common errors and Officers that commonly repeat report-writing errors.

### *Distribution of Workload*

The Records Unit utilizes a deployment schedule that clearly identifies who is working specific days and hours. In addition, the schedule very clearly delineates the specific tasks that each team member is responsible for completing on a daily basis. It also defines additional tasks that each Records Technician is responsible for on an intermittent, but scheduled, basis. For instance, one Records Technician is responsible for checking Records Unit voicemail every Monday and another is tasked with this on Tuesdays.

The deployment schedule also identifies certain hours each Records Technician will work at the Front Desk when the person assigned to work the Front Desk is on a scheduled day off or otherwise absent. This well-thought-out schedule provides a backup plan that should provide constant staffing during the hours the Front Desk is open to the public.

The deployment period is well defined, with tasks and responsibilities rotating among the Records Technicians at six-month intervals, which is very beneficial and provides for a proficient staff. This system provides built-in cross-training, as each Records Technician is responsible for specific tasks, which change every six months. As a result, team members are much more diverse in their skillset and should have a more thorough understanding of the overall functionality of the Records Unit and the specific and numerous tasks for which they are responsible.

While most of the tasks can be learned and easily mastered within the six-month rotation, the one exception is the UCRs. The UCR process is more complex and requires more time to become proficient. There is a sense that the Records Technician responsible for the UCR is finally mastering the process at the six-month mark and then moves on to another set of tasks.

Rather than rotating the UCR and associated tasks every six months, it may be more beneficial to have these tasks assigned to one Records Technician for a period of 12 months. This would allow the Records Technician to fully develop and utilize the requisite skillset and knowledge, thereby solidifying proficiency and retention through repetitive and prolonged use. The remaining Records Unit tasks could still be rotated every six months. This will undoubtedly become further complicated with the introduction of NIBRS when detailed information will need to be reported and a greater number of crime incidents entered.

**Finding #31:** The current six-month rotation of tasks is beneficial with one exception, Uniform Crime Reporting (UCR). It may be even more beneficial for the Records Technician handling the UCR process and other associated tasks to rotate on an annual basis.

### *Facilities*

The Records Unit is located within the Police Department, in an area that is behind and includes the Front Desk. The Front Desk is staffed by a Records Technician and is utilized to assist community members with public record requests, report requests, payment processing, and other services as requested by the public. The Administrative Assistant assigned to the Records Unit also utilizes it to assist community members who are attempting to have their impounded vehicle released by the Department or appealing the impound/tow process.

As background, the vehicle impound process is often an emotional situation for the person whose car has been towed or impounded. It often includes an arrest for criminal activity, including allegations of driving under the influence, that can be embarrassing and even life-altering to the vehicle owner. The process may be made even more humiliating when the vehicle owner has to explain the situation to the Administrative Assistant at the Front Desk while there are other community members present in the lobby, even possibly sharing the same window to interact with the Records Technician working the Front Desk on an unrelated situation. Additionally, the vehicle release process can be time consuming, which requires other community members to wait.

This situation can be remedied by adding another, smaller window to the left of the current window when facing the lobby, as well as a partition to separate the impound window from the current window. While it still is not completely private, it would offer the vehicle owner a chance to carry on a discussion with the Administrative Assistant without other community members hearing and without interruption for activities unrelated to the impound. It will also help reduce unnecessary wait times for community members who need to interact with the Front Desk Records Technician. It also maintains a safe separation from the involved party who may become upset or irate during the process. The second window could also function as a second

regular window in the event that a Records Technician is involved in a lengthy exchange with a citizen and others are waiting for service.

**Finding #32:** The Front Desk window is used for vehicle impound releases in addition to routine Records Unit activities.

The Records Unit has two open-style workstation cubicles and a table that can be used for meetings in one area. There are five open-style workstation cubicles adjoining and open to this area, as well as an office for the Records Supervisor.

In the current configuration, each workspace is assigned to a specific team member, who can organize it according to personal preference. However, the space is cramped and adding even one more Records Technician to the team will require procuring additional space outside the Records Unit or a policy change that requires Records Technicians to share a desk and workspace. The volunteers and/or light duty Officers assisting the Records Unit have to find an available work area outside of the Records Unit. This situation creates inconveniences when these individuals have questions of or need direction from Records Unit staff as they perform their tasks.

There is a very large open area immediately behind the Records Unit that is unoccupied. Ideally, the Records Unit could move/expand into this area, while leaving the Front Desk area as is. If configured, the area provides ample room for existing and future needs. The Records Unit could add partitions to define the space and maintain control of the work environment to avoid unnecessary interruptions.

**Finding #33:** The Records Unit work area has reached capacity and is somewhat cramped, leaving no room for current and future growth. It already is unable to house ancillary personnel assisting the Records Unit.

### ***Equipment***

Records personnel utilize a robust RMS offered through Spillman Technologies, which was recently acquired by Motorola Solutions Company. This system is designed to operate using a master name relationship concept, allowing for easily linking involvements, vehicles, property, flags, warnings, and associates. It offers powerful searching capabilities to respond to complex data entry and extraction requests and is able to meet the needs of the Records Unit.

Law enforcement agencies have long struggled to garner the needed upgrades and changes for the CAD/RMS to address the business processes of their individual agencies. “User groups” consisting of end-user police agencies utilizing the same provider (Spillman) have formed to

help share ideas and identify needs for enhancements in the software. This may be as simple as a native report or the need to add a shortcut for a frequent query of information or another system.

Most law enforcement agencies assign a member of the communications unit to these group meetings. This is essential because the working knowledge of commands and key strokes to utilize the functions of the software are essential to understanding and championing the need for an enhancement. In Surprise, the liaison with Spillman is in the Information Technology Department. There are some advantages to having the expertise from information technology in working on general upgrades. However, Citygate has found it most beneficial when the user group representation is from communications, records, and information technology. Their interaction with the company representative more readily can convey the business needs and inquiry, when necessary.

### ***Information Technology Issues***

The Department offers public access to motor vehicle accident reports and some public records requests online. It also offers access to forms that include a Stolen Vehicle Affidavit, Vacation Watch Request, and Identity Theft Victim's Packet.

The online access is described as easy to use and understand, with the process and fee schedule clearly stated. However, it is not known how often the public utilizes the online resources to make these requests.

Even if a community member chooses to complete the Stolen Vehicle Affidavit, the completed form must still be taken to the Police Station for a Community Service Officer (CSO) to assign an incident number and sign it, or a Police Officer has to respond to the community member's location to assign an incident number and sign the form. Either way, it may not be convenient to the community member and may not provide much relief in terms of available Officer time if an Officer still has to respond to the community member's location.

The online services should be re-evaluated for ease of use, efficiencies, and services offered. Once this review is completed, any upgrades or changes implemented should be broadcast to the community by utilizing social media, traditional media, community meetings, and utility bill inserts to promote the use of online services to the public.

**Finding #34:** The Department offers public access to certain reports and forms online, but in its present form the public may underutilize this service.

### **6.5.2 Communications Section**

Communications centers are dynamic environments that fluctuate from calm to frenetic with little or no warning. As the first point of contact with the public, and with the omnipresent threats to public, officer, and firefighter safety, the communications center requires state-of-the-art technology, workstations, and facilities, as well as skilled personnel and sufficient staffing levels to efficiently respond to rapid escalations in workload volume and complexity.

The Department leadership expressed tremendous confidence in its Communications Section and requested a limited review of this particular unit. Therefore, the focus for this master plan was centered primarily on key performance indicators.

Communications Section personnel are responsible for handling emergency and non-emergency requests for service and information from the public via the telephone and via the radio from Police Officers and Animal Control Officers. They interact with other city and county agencies and utilize the Computer-Aided Dispatch (CAD) system to coordinate field resources.

Communications Operators monitor all radio traffic on the police radio and utilize the primary radio to dispatch police and animal control units to calls for service, receive unit status updates, and receive information from field units. They utilize a second radio channel, the main information channel, to process wants/warrants and other requests from Officers, as well as communicate with volunteer personnel.

#### ***Staffing***

The Communications Section is a 9-1-1 communications center that serves the Police Department. It also provides dispatch services for Surprise Animal Control and El Mirage Animal Control. Although the initial call for service is received in the Center, fire and emergency medical services are dispatched by the Phoenix Fire Department Regional Dispatch Center.

It should also be noted that until January 2017, dispatch services were provided for El Mirage Police Department. When this separation occurred, the Communications Center experienced a reduction of 25 percent of the overall workload. Staffing was originally going to be reduced by the number of allocations associated with the El Mirage contract—one Supervisor and five Operators. Ultimately, four Operator allocations were retained in recognition of the need to maintain staffing commensurate with the rapid growth of the City.

#### ***Workload***

In 2016, the Communications Section handled 211,483 incoming and outgoing telephone calls, which represents an increase of 2,152 telephone calls overall compared to 2015. Included in the 2016 total are 59,070 wireless 9-1-1 calls, an increase of 2,328 compared to 2015.

In 2016, 47.01 percent of the wireless 9-1-1 calls entered the Communications Section as a Phase 1 call, meaning the caller's location information was not automatically provided to the Operator. This is a small improvement from 2015 when 52.39 percent of the wireless 9-1-1 calls were Phase 1. This is noteworthy, as Phase 1 wireless 9-1-1 calls require the Communications Operator to take more time to question the caller to pinpoint the caller's location if the caller is unfamiliar with the area or not capable of providing a location.

The majority of United States public safety answering points (PSAPs) utilize the 9-1-1 call answering standards established in 2006 by the National Emergency Number Association (NENA) to measure PSAP performance and a segment of PSAP workload. The NENA Operational Standard / Model Recommendation Call Taking Standards are that, "Ninety percent (90%) of all 9-1-1 calls arriving at the Public Safety Answering Point (PSAP) shall be answered within ten (10) seconds during the busiest hour (the hour each day with the greatest call volume). And, ninety-five percent (95%) of all 9-1-1 calls are to be answered within twenty (20) seconds."

The Communications Section's average for answering all incoming 9-1-1 calls within 10 seconds during the busiest hour was 91.07 percent in 2016. From January 1 through June 30, 2017, the Communications Section's average for answering all incoming 9-1-1 calls within 10 seconds during the busiest hour was 91.86 percent.

It is important to note that the Communications Section's formula for capturing this data involves identifying the busiest hour of each month and analyzing the data for that hour for every day of the month. For instance, if the busiest hour for a day in June was the 1600–1700 hour, the monthly report shows the Communications Section's ability to answer all incoming 9-1-1 calls within 10 seconds during the 1600–1700 hour for each day in June. Likewise, if the 1500–1600 hour was the busiest hour for a day in May, the monthly report captures the Communications Section's ability to answer all incoming 9-1-1 calls within 10 seconds during the 1500–1600 hour each day in May.

As a result, the answer times captured in the monthly report and noted above are actually monthly averages, and while they are not entirely consistent with the NENA standard, NENA accepts this as a standard practice to calculate the data. As a result, the Department has met the NENA standard for call answer times for 2016 and 2017 through June.

With regard to the second standard of 95 percent of all 9-1-1 calls being answered within 20 seconds, the Communications Center easily surpassed this standard by answering 99.39 percent of all 9-1-1 calls within 20 seconds in 2016 and 99.27 percent in 2017 through June.

There is no separate call answering state standard for the State of Arizona.

**Finding #35:** The Communications Center has met NENA standards with regard to answering 9-1-1 calls for the past two years.

The Communications Section dispatched 54,932 police calls for service in 2016, 40,385 for Surprise and 14,547 for El Mirage, representing an increase of 1,669 calls for service compared to 2015. It also handled 67,191 Officer-initiated events in 2016, which represented a decrease of 11,556 events compared to 2015. It entered 1,707 warrants and handled 639 audio requests in 2016, marking a reduction in warrant entries by 13 and an increase in audio requests by 31 when compared to 2015.

The Communications Section excels in the area of dispatching Patrol resources to calls for service within the priority guidelines established by the Department. As illustrated in Table 16, Priority 1 calls for service are consistently dispatched in less than one minute.

**Table 16—Calls for Service – Average Dispatch Time – 2013–2016**

Year	Priority 1	Priority 2	Priority 3	Priority 4
2013	0:00:50	0:01:35	0:15:15	0:21:16
2014	0:00:52	0:01:31	0:13:51	0:18:09
2015	0:00:49	0:01:27	0:14:33	0:21:27
2016	0:00:49	0:01:31	0:16:50	0:26:56

Priority 1 calls for service are those in which there is an imminent danger to life, major damage/loss to property, or an in-progress or just-occurred major felony. These would be of a serious nature or have a degree of immediate personal danger or harm. This includes business and residential hold-up and panic alarms. Priority 1 calls will be dispatched immediately with a hot tone on the main talk groups.

Priority 2 calls are those in which a crime in progress might result in a threat of injury to a person, major loss of property, or immediate apprehension of a suspect. These calls are urgent, but not known to be life threatening. This includes traffic accidents with injuries, traffic accidents blocking a roadway, and silent alarms, both residential and business. All Priority 2 calls will be voice dispatched to assigned units.

Priority 3 calls are non-emergency requests for service to report a crime after the fact. This includes audible residential and business alarm calls. Priority 3 calls for service will be held for the beat unit and dispatched as soon as the beat unit is available.

Priority 4 calls are those that can be taken by a Community Service Officer (CSO) or station Officer by telephone. Reports handled by phone generally have no suspect information, have no need of immediate follow-up, do not entail evidence, or are needed for documentation purposes only.

At a glance, the dispatch times are remarkable, especially with the consistent average dispatch time of less than 50 seconds on Priority 1 calls for the past two years. However, a closer look at

each priority level reveals that there are calls contained in the Priority 2 category that may be more suitable in the Priority 1 category. Specifically, injury accidents, traffic accidents blocking a roadway, and silent alarm calls are usually assigned the highest priority, in this case Priority 1, due to known injuries and potential risks for injury, thereby requiring immediate dispatch.

Also, audible residential and business alarm calls are categorized as Priority 3, whereas many agencies prioritize these as Priority 2.

**Finding #36:** Priority 2 calls include events involving injury and risk to injury.

### ***Staffing***

The Communications Section has one Communications Manager allocation, five Communications Supervisor allocations, and 17 Communications Operator allocations.

As of June 13, 2017, the Communications Section is fully staffed with the Communications Manager and Supervisors. However, there is serious concern that line-level staffing has fallen to almost 50 percent, with only nine Communications Operator allocations filled out of 17. One of those nine is an employee who is in “re-integration” training, having suffered a significant medical event in early 2016. This particular employee should not be considered as a fully trained employee until she is capable of working independently. There are also three trainees who currently do not count toward staffing, as they are not assigned to their own shift and are unable to perform tasks on their own until they are out of training.

The decline in staffing happened rapidly and is described as uncharacteristic for the Center. Unlike many departments, the most recent changes, involving four tenured employee departures, occurred because the former employees were making life changes. They had all completed training and successfully held their position for many years. This makes the staffing decline even more difficult for those remaining due to the significant loss of knowledge, skills, and abilities of these tenured employees. In addition to these vacancies, one Communications Supervisor was terminated just over one year ago.

To assist with this challenge, the Department has assigned four light-duty Officers to work as call takers in the Communications Section. While this provides some relief, it should only be used as a stopgap. The use of light duty Officers can create instability in the Communications Section.

Light-duty Officers heal and return to their regular assignment, which creates a sense of a revolving door, and the benefits of training are barely realized before they return to their usual assignment.

In severe staffing situations such as this, it is beneficial to maintain stability. This can be accomplished by assigning Officers, including able-bodied Officers, to work in the Communications Section for no less than six months. This provides ample time to train the Officer as a call taker and also provides the staffing relief that is desperately needed.

Citygate is cognizant of the cost associated with this approach, but there are other factors to consider. High vacancy rates in smaller units, such as the Communications Section, can have devastating and long-term consequences. Employee burn out, additional attrition, and workers' compensation issues are not uncommon outcomes.

**Finding #37:** The Communications Section is significantly understaffed due to a combination of rare circumstances, with only nine of 17 Communications Operator allocations filled. Limited and minimal relief is being provided by four light-duty Officers temporarily assigned to this Section.

Operator overtime is still required to maintain minimum staffing, and even if the experienced Operator who is re-integrating and the three trainees successfully complete training, the Communications Section will still be understaffed.

It was determined at the time the Department was dispatching for El Mirage Police Department that the staffing of one Manager, six Supervisors, and 18 Dispatchers was able to handle the call load in an acceptable manner. With a 25 percent reduction in call workload when the contract was dissolved with El Mirage, the Center was able to maintain staffing of one Manager, five Supervisors, and 17 Dispatchers. This represents only a 16.6 percent decrease in Supervisors and 5.5 percent decrease in Dispatchers. If the Communications Center was not experiencing such a high vacancy rate, it would be in a good position to absorb a portion of the anticipated growth in the City due to 22 allocated working positions performing 25 percent less work than when there were 24 allocations.

Once staffing has stabilized, the Department should reevaluate the Communications Section's performance in all areas to determine when additional staffing will be needed. This includes evaluating answer times for 9-1-1 and 10-digit telephone calls, event entry times, the quality of event information, dispatch time for calls for services in all priorities, return time for Officer requests, overtime used to maintain minimum staffing, employee well-being, and internal and external complaints. If the Communications Section is meeting standards in all areas, it would seem, as predicted by previous performance, that a staffing level of 17 Operators, five Supervisors, and one Manager is sufficient to meet the City's current needs.

For the future, the ratio of personnel to population, incoming telephone call volume, calls for service, and Officer-initiated activity needs to be carefully examined to determine the increase in staffing that is needed to meet the City's needs.

Considering that 24 working positions in the Communications Unit (six Supervisors and 18 Dispatchers) were able to provide an acceptable level of service in 2016 for the communities of Surprise (population 130,932) and El Mirage (a community of 31,797), for a total of 162,729 citizens, then each Dispatcher effectively served 6,780 members of the community.<sup>5</sup>

Assuming workload, duties, and expectations of the Communications Center remain relatively constant, with the dissolution of the contract with El Mirage, the Communications Center has seen a 25 percent reduction in the workload and only an 8 percent reduction in line staffing. With history establishing that each Dispatcher can effectively serve 6,780 members of the community, the Communications Section should be able to absorb an increase in the population of Surprise to approximately 162,720 with the current staffing levels. Once the population swells above that threshold, consideration should be given to increasing the Communications Section's staffing as the City's population grows in increments of 6,780 new members. It is also assumed that sworn members of the Department will increase with the growth in population, thereby adding to the workload in the Center.

**Finding #38:** With the current staffing level in the Communications Section, 22 working positions are providing an acceptable level of service for a population of 130,932 and should be able to maintain that level of service until the population increases to approximately 162,720.

### *Recruiting*

The Department has been making recruiting efforts to fill the vacancies in the Communications Center. Recruiting seems to be limited to relying on applications from those who apply online or in person. Even under the best of circumstances, it is challenging to find candidates who are a good fit for public safety answering points.

Many agencies struggle with recruiting and staffing for Communications Centers. Some are reaching out to high schools, job fairs, technical schools, police reserve academies, and community colleges, with varying degrees of success. Others are revitalizing their online presence with Twitter, Facebook, and agency websites to become more omnipresent and contemporary.

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<sup>5</sup> Data source: US Census Data

Some agencies have had success offering recruiting bonuses to current employees. These bonuses are paid if, on the application, an applicant credits a specific employee with recruiting the applicant and after the applicant successfully completes the probationary period.

The Department may also increase applicant success ratios by reducing the amount of time it takes from the time a person applies for employment to the time of being hired. This means aggressively planning and accelerating the schedule for applicant testing, interviewing, and background, medical, and psychological examinations. A good applicant will not wait four to six months to be hired.

The City's website had a listing for Public Safety Communications Officer that appeared to be a position within the Communications Section. As part of the supplemental questionnaire, a question was posed to candidates regarding whether they "...have or are able to attain Level A ACJIS [Arizona Criminal Justice Information System] certification within six months of hire." This language is daunting to an experienced communications professional and is foreign to newcomers. It is likely to cause a significant number of potential candidates to move on to other job listings.

**Finding #39:** The requirement in the supplemental questionnaire for the applicant to possess or be able to attain the Arizona Criminal Justice Information System certification is daunting to the experienced professional and could be a roadblock for an inexperienced, but otherwise qualified and capable, candidate.

**Finding #40:** Recruitment efforts have not yielded enough Communications Operators to keep pace with the vacancies.

There are extensive discussions about bringing millennials into the workplace. Government agencies, which often run on tradition, have been slow to embrace this new workforce. However, millennials are the largest demographic group of potential new hires. Efforts must be made to accept and welcome this new and different workforce.

To attract these potential employees, recruiting strategies must change. Changes may involve revamping the website, optimizing social media presence, presenting benefits of shift work with regard to work-life balance, emphasizing flexibility, ensuring candidates understand the positive difference a 9-1-1 Dispatcher can make, emphasizing the ability to help people, and discussing the team environment in the Center. If prohibited, allow cellphones in the Center, and be liberal with regard to taking earned time off.

### ***Training for New Hires***

The Communications Section is definitely feeling the loss of the recent talent that separated from the Center. The recruiting, background process, and training required to fill the existing vacancies seems daunting.

The line Operators are responsible for training new Dispatchers in the Communications Center. They receive additional compensation while performing this added task. Training new employees is estimated to take seven to eight months, which is not uncommon for this line of work. There is a training manual that is currently being revised.

Training a Dispatcher is a highly complex and arduous process. The majority of newly hired Dispatchers do not have experience in public safety dispatching and have not completed a basic academy to equip them with the fundamentals of the position. As a result of these limitations, they need to be taught even the smallest details of the job. Oftentimes, the success rate is lower than desirable.

While many of the costs are apparent, the soft costs associated with placing a Dispatcher are extensive and expensive, often not recognized or appreciated by line personnel. With the huge undertaking of trying to fill multiple vacancies at once and as quickly as possible, in addition to training pay, new incentives should be considered. As an industry-wide challenge, many agencies are implementing creative incentives to promote a greater success rate of trainees completing training and probation. While some have chosen a signing bonus for new recruits, which rewards the new employee rather than the employees performing the difficult task of training, the options of how an incentive could be modeled are endless.

Citygate believes that an incentive focused on trainer(s) success should be considered. One option would be to offer a bonus to the training team upon the trainee's successful completion of training and when the new Dispatcher assumes their own shift. To ensure that the incentive is not manipulated by the beneficiaries, determination of success could rest with the other staff members rather than the training staff. Again, the appropriate incentive could be determined by the agency and Communications Section supervision, but it should be substantial and incentivizing.

### ***Supervision and Oversight***

The Communications Manager is focused and dedicated, with a high degree of commitment to resolve any issues in the Communications Center. Her priorities are appropriate, with staffing, training, and developing and issuing a clear policy and procedure manual for staff as her immediate concerns. She is well aware of Next Generation 9-1-1 challenges and serves on a variety of committees up to the state level regarding the issues involved in transitioning to this new technology.

Five Communications Supervisors, who report to the Communications Manager, supervise the Communications Section. Until July 3, 2017, the Supervisors worked 10-hour shifts and the schedule was such that there were days during the hours of 0400–0800 when there was not a Supervisor on duty.

The importance of the Communications Supervisor is similar to that of a field Sergeant in Patrol. While Communications Supervisors can assist with the workload of the unit they supervise, the Communications Supervisor's primary responsibility is to provide oversight and management of the call load and ensure efficient and effective workflow in the Communications Section. This includes administrative work that is necessary to the daily, 24/7 operation of a mission-critical, high-risk 9-1-1 and radio communications center. Risk management, and thus supervision, is essential in the communications center, especially given the responsibilities of the Police Department including Animal Control.

The Communications Section is the first point of contact when people have an emergency that requires a police and/or fire response. The Communications Operators must make split-second decisions, and, currently, they are doing so without oversight during periods when there is not a Communications Supervisor. Absent a Communications Supervisor, the Communications Operators are in the position of having to make supervisory decisions without the benefit of the training and guidance that is provided to Supervisors. This is problematic, as it increases the possibility for inconsistent application of policies and practices and can increase the Department's exposure to risk and liability.

It was explained by the Communications Manager that one of the five Supervisor shifts is an overlap shift. This shift is intended to allow the Supervisors administrative time to work on tasks such as Monthly Employee Reviews and performance appraisals without the typical interruptions that occur during a shift.

While it is certainly desirable to have time set aside for the Supervisors to complete tasks without interruption, it is uncommon to sacrifice supervisory coverage for this convenience. Rather, it is common for Supervisors to complete the documentation for employee performance reviews while on duty and supervising a shift. Alternatively, agencies will pay overtime for the supervisor to stay after shift or work on these tasks, sometimes at home. Either way, the emphasis is placed on having supervisory coverage every hour of the day throughout the week.

On July 3, 2017, the Supervisors transitioned to a new schedule with each Supervisor working three 12-hour shifts and one six-hour shift. This includes two hours of built-in overtime and is intended to help increase staffing despite so many vacancies. The new schedule provides Supervisor coverage 24 hours a day and seven days a week. It also still provides overlap hours when two Supervisors are working. The stated intent for this schedule is to utilize the overlap Supervisor to supplement Operator staffing.

It is understood that the current schedule may be necessary to offset staffing deficiencies and provide some relief to the line-level Operators. At the same time, it offers the opportunity, when staffing has improved, to retain this schedule and utilize one Supervisor as a relief who can work various shifts when one of the Supervisors is on vacation.

**Finding #41:** The very recent staffing deployment provides supervisory coverage 24 hours a day and seven days a week and includes supervisory overlap during certain hours to offset line-level Operator vacancies.

### *Facilities*

The Communications Section was recently remodeled and features new, state-of-the-art workstations. These workstations are equipped to provide ergonomic comfort for any team member. There are ample workstations, and the work area is adequately sized for current use and should accommodate future growth.

The Communications Manager has an office adjacent to the Center that allows her to view activities within the Center and allows easy access for team members. However, the Supervisors do not have an office or meeting room in or near the Center.

This is problematic as it causes Supervisors to have to meet with employees in the lunchroom, which is not private, or use the Manager's office, which displaces the Manager. It also does not provide a space where they can work, without interruption on Monthly Employee Reviews, performance appraisals, or other projects.

**Finding #42:** The Communications Supervisors do not have an office of their own that can be used to meet with employees and work on projects.

The police facility is designed so that the Communications Center is in another part of the building and some distance away from the room that houses the computer equipment used in the Communications Center. Citygate is aware of other agencies that have used this approach in an effort to have all Department computers and servers in a centralized location to reduce interruptions in the work area during repairs and upgrades. However, the Communications Manager is unaware of the reason for doing this. Having the equipment such a distance away allows numerous points of failure and additional challenges when troubleshooting a problem with equipment. It also does not allow on-duty Communications personnel to quickly view, inspect, or reset equipment with which they should be familiar.

The Communications Manager noted that there is ample room in an area adjacent to the Center for a significant portion, if not all, of the computer equipment needed to support the Center.

**Finding #43:** The equipment that supports the Communications Center is a distance away from the Center.

### ***Equipment / IT Issues***

For purposes of this master plan, the following issues are highly complex and will overlap both information technology services for the agency as well as upgrading and updating current equipment.

Next Generation 9-1-1 (NG911) is on the horizon for all public safety answering points. The evolution from the legacy network will not be without challenges. Transitioning to the new capabilities of receiving text, videos, and photos will touch local networks and technology, as well as challenge existing communications personnel. The transition to NG911 is expected to be an evolutionary process involving every aspect of the 9-1-1 system, from the overall infrastructure to the local level equipment.

The Communications Manager is monitoring the NG911 developments and is involved up to the state level with regard to monitoring implementation of this technology. She will prove a significant asset when the transition is made. Information Technology staff will be involved at a local level with regard to new network elements that will be introduced to provide the new services and capabilities available with NG911.

In response to the September 11, 2001, attacks, The Middle Class Tax Relief and Job Creation Act of 2012 created the First Responder Network Authority (FirstNet) to provide emergency responders with the first nationwide, high-speed, broadband network dedicated to public safety. Congress allocated up to \$7 billion in funding for the construction of FirstNet, with a date of 2022 to have the network substantially operational. States, including Arizona, are in the process of determining if they will opt-in to FirstNet or seek their own network solution. A decision must be made before the end of the year.

### ***Disaster Preparedness and Continuity of Operations***

Discussions with the Communications Manager revealed the lack of a comprehensive disaster preparedness plan in the event of the need to evacuate the Center for any reason. There are plans in place that offer partial solutions, such as one for radio communications and one to ensure telephone connectivity, but none that encompass a total solution. Also, several of the alternate sites outlined in the plans were a considerable distance away from the City.

None of the plans offer a CAD solution. To date, there is no developed alternative plan or method to operate the Spillman CAD system at a different location, such as through a virtual private network or cellular mobile device solution. While CAD is not absolutely necessary to accept or dispatch calls for service, many Communications Operators have never been trained, tested, or worked on a manual system.

Consideration should be given to developing an alternate or satellite dispatch location. This will involve ancillary equipment and technology to create the redundancy needed to allow Communications Section staff to function away from the station.

**Finding #44:** Disaster preparedness for the Communications Center has not been resolved. There is no viable plan for evacuation and continuity of operations.

## **6.6 RECOMMENDATIONS**

### **6.6.1 Facilities**

**Recommendation #15:** The Department and City leaders need to work together to fund, locate, and design a modern property warehouse/evidence facility using recommendations standard to the industry.

**Recommendation #16:** Install a second, smaller window and a partition to the left of the existing Front Desk window when facing into the lobby to reduce wait times for routine Records Unit requests and provide improved private communication with owners attempting to have their vehicles released from impound. This will greatly increase the level of customer service while assisting the public at the Front Desk.

- Recommendation #17:** Relocate or expand the Records Unit, leaving the Front Desk area intact, to the large open area immediately behind the current Records Unit location and configure the area to ensure adequate room for existing and future needs. Work with spatial designers and ergonomic experts to utilize appropriate work areas and stations to define the efficient workspace and maintain control of the work environment. This will ensure that the Records Unit is able to absorb additional changes in staffing and workflow into the future.
- Recommendation #18:** Create a space adjacent to the Communications Center, such as the back room, that can be used as an office by the Supervisors. This will afford Supervisors the privacy they need to conduct business.

#### **6.6.2 Staffing**

- Recommendation #19:** The Department should consider utilizing Community Service Officers (CSOs) in the Community Relations Unit when staffing needs to be increased. CSOs would be able to perform tasks where peace officer powers are not required. The impact on service to the community would be minimal if managed properly.
- Recommendation #20:** The Department has undergone a transition from manual tracking of evidence and property to a more automated system that uses barcodes and barcode readers to track and locate these items. While all new items are being catalogued with the updated system, there is still an extensive backlog of items in property and evidence that need to be entered into the new system to ensure thorough and timely audit processes. The Department should prioritize the completion of this transition process with a date certain.

- Recommendation #21:** Explore Records Technician staffing options to include weekend and/or evening schedules and add at least one full-time Records Technician to strengthen the fragile balance in the Unit. This will increase the stability of the Records Unit, making it less fragile to the slightest event.
- Recommendation #22:** Reclassify one of the existing Records Technician positions into a lead/senior Records Technician position or, in lieu of adding one Records Technician allocation as previously recommended, add a lead/senior Records Technician allocation. This will develop a chain of command for the Unit, provide more hours of supervision, especially if the hours of operation are extended, and assist with succession planning.
- Recommendation #23:** Determine if, once the backlog is cleared, the current allocation of Records Technicians can handle this workload without falling behind. If so, utilize overtime on weekends and evenings for Records Technicians to work on the pending case dispositions and eliminate the backlog. Then, monitor this workload each week and clear all dispositions prior to the close of business on Thursdays, a day when the Records Unit is fully staffed. If unable to meet this deadline, utilize overtime on that day to clear the requests from that week. This will allow the Department to determine if there is sufficient staff to keep up with this task and eliminate a backlog of vital updates.
- Recommendation #24:** Provide the necessary training and task a volunteer to identify and reconcile duplicate names. More complex records or dispositions can be reviewed by a Records Technician for final determination. Implementing these processes would create more accurate records in the Records Management System and eliminate the backlogs.

- Recommendation #25:** Utilize overtime on weekends and evenings to have a Records Technician review and purge those documents that have been retained longer than the statutory requirement. As an alternative, or in addition, create a template to identify elements that support retaining any of these documents and train a volunteer to accomplish this task. This will eliminate the volume of outdated files and records that are retained but are of no value.
- Recommendation #26:** Monitor the activity and trend with regard to Public Records Act requests and ensure there is adequate staffing and expertise to respond to such requests. Also ensure that the Records Unit adheres to the developed retention schedule for records, thereby limiting the responses to a manageable size. This will assist in trying to keep these requests manageable.
- Recommendation #27:** Retain the six-month rotation for all other tasks and extend the rotation to 12 months for the Records Technician handling the Uniform Crime Reporting process and other tasks associated with that desk, such as the Court Information Sheets, Property List, and Maricopa County Attorney's Office discovery. This will become even more critical with the implementation of the more complex National Incident-Based Reporting System. This policy will allow for adequate training to assist in creating subject matter experts in certain aspects of the Records Unit responsibilities.
- Recommendation #28:** For an immediate solution, assign four Officers, whether light-duty or not, to work in the Communications Section for at least six months to work as call takers and help stabilize staffing. This will help avoid employee burnout and increase consistency and stability in the Communications Center until vacancies are filled.

- Recommendation #29:** Once the City has reached a population level of 162,720, consideration should be given to increasing the Communications Section staffing as the City's population grows in increments of 6,780. This will prevent the Department from falling behind and understaffing the Communications Center.
- Recommendation #30:** For Public Safety Dispatch applicants, remove the Arizona Criminal Justice Information System certification verbiage from the supplemental questionnaire and include it as part of the hiring process as a condition that must be completed within six months of being hired. This should result in more candidates applying for vacancies and provide a bigger pool of potential applicants to consider.
- Recommendation #31:** Increase recruiting efforts to fill current vacancies and expedite the hiring process. Also, change the message and techniques utilized in the recruitment process. Consider relaxing some standards. This should increase the number of qualified candidates making it through the entire process.
- Recommendation #32:** The Communications Section needs to be creative in promoting the greatest environment for success, such as considering an incentive of at least \$1,000 to each trainer involved in the trainee's success. This would be distributed to the training staff when a new Dispatcher is successfully hired and trained. This will support and encourage each trainer to perform at their highest level and afford new hires added opportunity to succeed.

**Recommendation #33:** Deploy supervisory staff in a manner that provides supervisory coverage 24 hours a day and seven days a week, with one Supervisor providing relief to cover supervisor vacations, even after Operator staffing has stabilized. Utilize overtime, when needed, for Supervisors to complete employee performance reviews. This will provide for around-the-clock supervision in the Center.<sup>6</sup>

### **6.6.3 Equipment**

**Recommendation #34:** As remodel, design, and expansion of the existing police facility occurs, critical equipment that supports the Communications Center should be relocated to a closer location, preferably the room immediately adjacent to the Center. This will shorten the time between when an equipment failure is discovered and addressed, while also allowing Center personnel to troubleshoot and possibly resolve minor workstation issues.

**Recommendation #35:** Communications and Information Technology staff should be monitoring the Next Generation 9-1-1 developments and make purchases and upgrades in the Communications Center with this change in technology in mind. This will ensure that the Communications staff is able to transition to Next Generation 9-1-1 as soon as the opportunity arises.

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<sup>6</sup> The Department implemented this schedule to use supervisors to cover vacant Operator positions and help with Operator duties. The recommendation is to continue this, or another schedule, even after Operator staffing has stabilized, to ensure supervisory coverage 24/7.

**Recommendation #36:** Explore resources to develop a viable plan for emergencies/disasters and continuity of operations for the Communications Center. Once developed, convey it to employees, as well as neighboring communications centers, and exercise the alternative center throughout the year to ensure familiarity and reliability of equipment. This will ensure the Communications Center can remain operable to serve the citizens of Surprise during desperate times.

#### **6.6.4 Information Technology**

**Recommendation #37:** Explore the possibility of reconfiguring the Workflow feature so that incidents without a report are automatically closed after the Sergeant's review and are no longer forwarded to the Records Unit for review. In lieu of this change, provide additional training to the Sergeants, as well as any other level of sworn personnel that approves reports, on the most appropriate option to efficiently close calls. This will improve the workflow of non-report calls.

**Recommendation #38:** Work with the Brazos vendor, Tyler Technologies, to explore additional match points to refine data match with existing names records before creating a new file. This will streamline the task of name merging.

**Recommendation #39:** Purchase and install upgraded software by the Records Management System vendor, Spillman Technologies, as soon as possible, but certainly within the next two years. Records Unit personnel will need to understand and train in the processes and workload of National Incident-Based Reporting System (NIBRS) reporting. This will allow Records Unit personnel to become accustomed with the processes and workload of NIBRS reporting before deadline implementation. Add at least one Records Technician allocation to the Records Unit to help absorb the additional workload that is expected to accompany the reporting requirements of NIBRS.

**(Add 1 FTE Records Technician)**

**Recommendation #40:** Review the current offerings through the Department's online system to increase the level of service to the public.

#### **6.6.5 General**

**Recommendation #41:** If no batch option is available to close all the “no report” final disposition calls simultaneously, thereby eliminating the backlog, train a volunteer to close incidents that do not have reports and/or utilize overtime to have a Records Technician accomplish this task and alleviate the backlog. This will help bring the Records Unit current with Workflow incidents.

**Recommendation #42:** Develop and/or review report retention schedules. Amend schedules in accordance with applicable statutes and Department policy. Enforce retention schedules, thereby eliminating liability and backlog. This will help reduce the liability for the Department regarding subpoenas and requests to produce records.

- Recommendation #43:** Establish a “Project Day” at the earliest sign of workload backlog and/or utilize overtime to alleviate current backlog and when a backlog occurs in the future. This will greatly assist in eliminating backlogs in the Records Unit.
- Recommendation #44:** Provide additional training to Sergeants and hold them accountable for the final review and for ensuring that the report is complete and accurate, thereby removing the Records Unit from this process. This should streamline the workflow for the reports drafted by Officers.
- Recommendation #45:** Records staff should make efforts to publish the most common report writing errors so they are not repeated and to work with the most egregious report-writing and approving offenders to improve their skill level. This will help reduce the most common report errors and, in turn, improve the quality of the submitted reports.
- Recommendation #46:** Revisit all priorities and ensure the calls contained within each priority, as well as agency-determined timelines for dispatch, are consistent with industry standards. This will help the Department confirm that calls are prioritized in accordance with the Department’s philosophy and industry standards.

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## SECTION 7—PROFESSIONAL DEVELOPMENT DIVISION

The Professional Development Division is responsible for recruiting new employees, training all existing employees, and maintaining the standards of the Department to ensure continued certification under the Commission on Accreditation for Law Enforcement Agencies (CALEA) guidelines.

This section reviews the Professional Development Division, which is divided into the following units (presented in the order in which they are discussed in this section):

- ◆ Training
- ◆ Recruitment
- ◆ Commission on Accreditation for Law Enforcement Agencies (CALEA)

While Citygate's assessment of the Division was thorough, for the sake of brevity and the usefulness of this document, certain units or squads for which there are no issues or elements of concern to be reported have been omitted from this master plan.

### **7.1 TRAINING**

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The Training Unit is staffed by a Sergeant and two full-time Officers. The Unit is responsible for most training received by the employees. This includes required annual training, range qualifications, night shoots, judgement shoots, use of force, and elective courses. There is some training that takes place off-site, and the Department does not run its own academy for new Officers.

The Training Officers in this Unit also serve as the Department Range Master and Department Armorer.

There is some administrative support provided to this Unit, especially for booking travel for out-of-area training.

One area of concern is the tracking and documenting of training records. It is critical that an agency can accurately disclose an Officer's training record if demanded to do so in court. The current training records management system requires the use of four separate computer systems to track this training. This process makes audits, including CALEA audits, more labor-intensive to complete.

**Finding #45:** There are four computer systems needed to track training records, making audits more difficult and increasing potential for errors.

## **7.2 RECRUITMENT**

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There is one full-time Recruiting Officer in the Department. This position also performs background investigations. There may be a need to expand the staffing in this critical area. A review of the 2015 annual report shows the Department hired 28 people across all job classes in that year. Some of those were promotions of existing personnel, but many were not. Multiple people need to be recruited and screened in the hopes of making a single hire. This is especially true with sworn staff and anyone applying for a position that requires confidentiality. As the Department continues to grow, the need for additional personnel in this area will only increase.

There are no specific issues or findings for this area.

## **7.3 CALEA**

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The Commission on Accreditation for Law Enforcement Agencies (CALEA) is a non-profit, nationally recognized accreditation board that has created standards of operation for law enforcement agencies. An agency seeking CALEA accreditation will be subject to rigorous inspections and audits to ensure compliance with CALEA standards. Seeking CALEA accreditation is voluntary, but has been beneficial to many agencies that strive for organizational excellence.

The Department has been CALEA compliant since 2007 and believes the program has value for the community.

There are no specific issues or findings for this program.

## **7.4 RECOMMENDATIONS**

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There were no recommendations related to facilities, staffing, or equipment in this section.

### **7.4.1 Information Technology**

**Recommendation #47:** The Department needs to identify system practices that necessitate the use of four programs to track training records. If it is a training issue, steps should be taken to correct the deficiency. If it is a technology-related shortfall, determine if there is a better product to streamline this critical system.

## **SECTION 8—CRIMINAL INVESTIGATIONS DIVISION**

The Criminal Investigations Division (CID) is responsible for follow-up investigations of all crimes classified as Part 1 by the FBI Uniform Crime Reporting statistics (UCR). These units are led by a Police Lieutenant, supervised by Police Sergeants, and staffed by Police Officers, each assigned to specialized aspects of investigations.

This section reviews the CID, which is divided into the following three distinct investigative units. These units are appropriately divided to allow Investigators to develop required expertise for their respective investigative responsibilities and to ensure necessary accountability.

- ◆ Crimes Against People
- ◆ Property Crimes Unit
- ◆ Neighborhood Response Unit
- ◆ In addition to these three units, the Crime and Traffic Analyst and Victim Advocate positions fall within the CID and are discussed in this section

The CID is appropriately configured to accommodate the investigative needs of the Department. The policies in place effectively outline the expectations of the personnel assigned to the Division and provide proper guidance to ensure the effective operation of the Division.

### **8.1 CASELOAD**

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The current caseload as identified by CID Supervisors is a range between 30 to 60 cases per Investigator. This range fluctuates and differs by investigative unit. Crimes Against People (CAP) numbers are regularly lower due to the complexity of investigation, while the Property Crimes Unit (PCU) routinely carries higher caseloads. This dynamic is consistent among police agencies.

The CID Police Lieutenant and Police Sergeants diligently monitor and manage these caseloads, adjusting them periodically to ensure no individual Investigator is over-burdened or falling behind. This method is also essential to identifying individual Investigators who are having difficulty managing their cases or failing to meet standards. Accomplishing this juggling act is often difficult given that the workload is not Officer-initiated, but rather dictated by the input of the Field Operations Division. The Surprise Police Department administration is to be commended for their leadership in actively monitoring the CID workload, as far too frequently police administrators allow conditions to devolve into a “management by crisis” mentality.

The Police Sergeants assigned to the CID use technology, experience, and policy to effectively manage caseloads. The practices include the use of an objective review of each case referred from the Field Operations Division for investigative opportunities, tracking all cases using

available technology, and effective policy to guide to the activities of personnel assigned to the CID.

**Finding #46:** The policies that outline the roles and responsibilities for Criminal Investigations Division are clear and accessible and outline the duties with adequate specificity.

**Finding #47:** Investigator caseload, which is assigned and managed by the first-line Supervisors, appears to be well within industry standard.

**Finding #48:** The practices in place to assign, monitor, and track caseloads are appropriate, effective, and consistent with industry standards.

### **8.1.1 Case Assignment**

CID Supervisors routinely review and assign each case that has information worthy of immediate follow-up, while pending those lacking investigative leads. This ensures cases with solid investigative leads receive priority, reducing the likelihood the information will become stale. Those cases with fewer or no investigative leads are classified as inactive and await the detail necessary to warrant additional investigation. Once a case is classified as inactive, an Investigator or Supervisor contacts the complainant to advise them of the change in status. Assigned cases and inactive cases are maintained in an Investigator's caseload and tracked using the Records Management System (RMS).

### **8.1.2 Case Disposition**

The policy that outlines whether a case is classified as Assigned (ASN), Closed (CLO), Inactive (INA), Unfounded (UNF), or Exceptional Clearance (EXC), and the respective definitions for each classification, are based on best practices. The use of these clearly defined classifications eliminates confusion when seeking information on any individual case and makes data collection consistent and reliable.

## **8.2 STAFFING**

The current staffing in the CID is appropriate, with two exceptions, which will be discussed in the following pages of this master plan. However, proper staffing is a moving target that can easily be disturbed by factors outside the Department's control.

One of those factors is increased population. Changes in population bring with it an increased strain on existing resources, requiring additional staffing, changes in policy, or amended expectations concerning level of service. The City is anticipating significant increases in

population over the next decade, which will necessitate a workload adjustment plan that contemplates one or all of these mitigation strategies.

Increased crime rates over a sustained period is another factor that will tax existing resources, making the benchmarks currently in place unattainable without additional support or a change in service philosophy. One such example is a current rise in burglary cases. In 2016, the City experienced a 59 percent increase in burglaries compared to 2012. This represents a significant increase in workload for the Investigators in the PCU, causing their caseload to expand beyond the stated benchmark of a maximum of 60 cases. If this condition continues, additional staffing or policy changes regarding expectations for the CID will be necessary to ensure the Division maintains an adequate level of service for City stakeholders.

The Police Department administration is well aware of these factors and routinely monitors conditions. Their regular review of real-time statistics and their goal to adjust staffing when necessary is a tribute to their professionalism and understanding of the importance of proper staffing.

**Finding #49:** Given existing conditions, the units as currently configured are appropriately staffed, with the exception of the Neighborhood Response Unit.

### **8.2.1 Neighborhood Response Unit (NRU)**

The one investigative unit within the CID that could benefit from additional staffing is the Neighborhood Response Unit (NRU). The NRU is a team comprised of one Sergeant and four Police Officers. This is not a critical shortage at this time. Their primary mission is specialized investigations not conducted by the other investigative units within the CID. This type of unit is an invaluable asset to the City, as the investigations conducted by these Investigators directly relate to quality of life concerns.

Unfortunately, as is the case in many law enforcement agencies, NRUs have a tendency to devolve into narcotics enforcement teams out of necessity. The result is a focus on investigations that are both time and resource intensive, limiting the Unit's ability to deal with other quality of life concerns.

Since successful narcotics investigations address neighborhood concerns, positively impact the community, and have the ability to incarcerate offenders that are involved in other crimes, the NRU's mission appears to be appropriately directed. Increasing the size of this Unit will diversify the Unit's impact on neighborhood issues and make possible increased customer satisfaction.

The size of the increase would need to be identified by the leadership of the Department, as only their experience with the community's concerns can adequately identify the resources necessary to address those concerns. This expansion should be considered when funding is available and only after the critical staffing needs identified in this assessment are filled.

### **8.3 TECHNOLOGY**

Investigations is one area of any department that can greatly benefit from enhanced technologies. Case management programs are vital in assuring balanced workloads amongst Investigators, confirming best practices in investigative measures are being utilized, and providing current information to prosecutors, administrators, and victims. Technology plays a role in cellphone and computer forensics. It is part of tracking and surveillance techniques. Mobile devices and laptops may be utilized to increase efficiencies in work performance.

The members of the Department are the most keenly aware of the technologies that may help them better perform their jobs. They learn this information from working closely with members of allied agencies on joint efforts, from attending schools and training, and from memberships in professional associations. There was some concern among interviewed staff that their requests for technology-related issues were not being considered.

The administration is keenly aware of the financial position of the Department, and must balance the requests from staff with the financial reality. They have a fiduciary responsibility to ensure any money spent on the behalf of the community will be well invested in technologies and strategies to improve public safety.

The City's Information Technology staff is keenly aware of the technologies that will interact with existing infrastructure, and have the responsibility to ensure the utmost integrity of the City's cyber-security.

**Finding #50:** A more collaborative approach to technology selection could benefit the productivity of the Department.

### **8.4 EQUIPMENT**

The Criminal Investigations Division could greatly benefit from enhanced technologies. Case management programs are vital in assuring balanced workloads amongst Investigators, confirming best practices in investigative measures are being utilized, and providing current information to prosecutors, administrators, and victims. Technology plays a role in cellphone and computer forensics. It is part of tracking and surveillance techniques. Mobile devices and laptops may be utilized to increase efficiencies in work performance.

The Criminal Investigations Division does not have laptops available to each Investigator. Given workload and the potential of system access, this addition can improve efficiencies and accessibilities that enhance the mission of the Criminal Investigations Division.

**Finding #51:** Investigators do not have laptops to use in the field.

## **8.5 CRIME AND TRAFFIC ANALYST**

The Department has one full-time Crime Analyst. The Crime Analyst is charged with creating data for the bi-weekly crime suppression meetings, creating monthly statistical reports, and assisting with the Department's annual report. The Crime Analyst is also charged with providing investigative support to the CID. The workload associated with these duties is significant, requiring creative prioritization of tasks to meet demands. This model is less than ideal and has caused the Crime Analyst to focus her attention primarily on data entry and administrative functions, limiting her ability to conduct true analysis.

The desire of the Chief and his staff is to utilize crime analysis to optimize the work capabilities of the sworn staff. The Department is moving in that direction, and the Chief and his staff are committed to maximizing these techniques.

The crime analysts in the region attempt to keep lines of communication with one another open. This is particularly helpful given the mobility of most criminals these days.

The Department is using limited heat map data and making it available for Patrol Officers. A heat map is a visual overlay of criminal activity by location on the City map. Hot spots indicate where crime is happening. The map areas grow larger and redder where above-average crime is happening. It is a tool that readily identifies where Officers would want to concentrate proactive patrol time. It should be noted that heat maps, which can be produced mere hours after criminal activity, are a historical snap-shot of crime. It is not a predictor of crime to happen.

The Department performs some future forecasting. This technique shows some success in cases where there is a crime series happening and the evidence suggests the crimes are being committed by the same suspect(s). One example is a residential burglary series where the method of entry, targeted rooms in the house, and type of items taken all start to look similar in several cases.

A Crime Analyst with the proper computer programs can enter all the cases that are suspected to be related. The computer program will generate a result that will define the likely geographical boundary, day(s) of week, and time of day that the next crime in that series could occur. There is no guarantee that it will be so, but it is a good place to have Officers concentrate proactive patrol. This type of forecasting works better as the data pool grows; that is, as the number of crimes in

the series increases. There is some limited forecasting information included on the bi-weekly crime suppression document.

Patrol is performing follow-up on the information created by the Crime Analyst. Information from the Crime Analyst is presented bi-weekly at crime suppression meetings. Patrol performs “on-viewed” proactive work in response to the data they receive. They respond to the Chief and the Crime Analyst through written follow-up reports. Each report describes the actions taken and explains any enforcement taken that may mitigate future related criminal activity.

It may be easier to track the activity of the Officers and relate it back to the Crime Analyst if a specific “on-view” code could be created and used exclusively for this type of follow-up. The Crime Analyst would be able to retrieve data from the CAD by searching for this on-view code. It would better ensure reporting of all activity specifically taken in response to crime analysis and show the benefit of this worthy program.

The Department could benefit from the addition of an Intelligence Analyst. While a Crime Analyst looks at raw crime data (e.g., event types, locations, times of occurrence, etc.), an Intelligence Analyst considers open source information (e.g., social media, blogs, news articles, identities of known suspects and associates, common addresses, telephone numbers, vehicle usage, etc.) to try to identify suspects and potential targets of criminal activity.

The Department gathers a tremendous amount of information on persons contacted through normal operations. This information comes from suspects, victims, witnesses, and reporting persons. All this data is available for use by an Intelligence Analyst. Data gathered from techniques such as link analysis, social media analysis, and phone analysis allows information to become organized visually, which can easily illustrate known associates and known activity types. Actionable intelligence provided by an Intelligence Analyst could be very helpful for detectives, patrol, and specialized units in plotting out associates of larger scale criminal activity, including gang networks and organized crime rings.

The two analytical fields complement each other for a broader picture of potential suspects, criminal activity, and crime hot-spots, as well as helping in the prosecution of criminal cases.

While the work product meets certain demands, the Department’s stated focus on intelligence-led or data-driven policing would be better suited with more robust analytical support. To accomplish this objective, additional support staff or reallocation of existing resources is needed. To reach a specific number of full-time equivalent positions necessary to meet the demands, the Department will need to conduct a detailed workload analysis (desk audit) to determine what functions can be accomplished with increased staff or a division of task responsibility. If task division is pursued, the Department must be careful not to burden existing support staff with the workload from other areas in the Department, which has the unintended consequence of task saturation or workload imbalance for the recipient.

**Finding #52:** The Department is using intelligence-led policing. There is good work being performed, with continuing efforts for enhancements.

## **8.6 VICTIM ADVOCATE**

The Victim Advocate assists victims and empowers them to regain control and a sense of safety in their lives. They assist victims in obtaining Orders of Protection, navigating through the criminal prosecution process, and obtaining any assistance needed for the victims to begin a long-lasting road to recovery.

There are no specific issues or findings for this area.

## **8.7 RECOMMENDATIONS**

### **8.7.1 Facilities**

There were no recommendations pertaining to facilities within this section.

### **8.7.2 Staffing**

**Recommendation #48:** Continue the practice of actively monitoring Investigator's caseloads to ensure proper workload balance.

**Recommendation #49:** Institute a policy of an annual audit of caseload and cases assigned to determine if the current assessment of cases is appropriate or in need of adjustment of caseload or additional staffing.

**Recommendation #50:** When funding is available, and only after the critical staffing recommendations are considered, increase the size of the Neighborhood Response Unit by four Investigators. Increasing the size of this Unit will allow the Department to maintain its strategy of providing a comprehensive response to neighborhood issues while continuing its efforts in narcotic enforcement.

**(Add 4 FTE Investigators)**

**Recommendation #51:** Conduct a comprehensive workload study to determine the appropriate number of personnel necessary to accomplish professional staff support for both the Criminal Investigations Division and the rest of the Department.

**51.1:** Continue the progressive efforts to enhance intelligence-led policing; ensure the Crime Analyst has the proper tools for this mission, with clear direction and expectations; and consider the addition of further support staff to eliminate unrelated workload from personnel primarily responsible for crime/traffic analysis, including an Intelligence Analyst to enhance the efforts already being undertaken.

### **8.7.3 Equipment**

**Recommendation #52:** Today's criminal investigators should have current technology (including laptops) to meet field responsibilities and improve efficiencies.

### **8.7.4 Information Technology**

**Recommendation #53:** Continue the transition of the technology working group to identify strategies to improve cost-effective use of existing or emerging technology.

**Recommendation #54:** Separate from the technology working group, establish a quarterly technology project request/implementation and status overview meeting, which should be held between executive-level personnel from both the Police Department and Information Technology.

### **8.7.5 General**

**Recommendation #55:** Consider the creation of a specific “on-view” code to be used for all follow-up related to crime analysis data. This would ensure better tracking of the program and its benefits.

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## **SECTION 9—OFFICE OF THE CHIEF OF POLICE**

This section reviews the Office of the Chief of Police. The Chief of Police is the Department Head of the Police Department. He has an executive officer, the Assistant Chief of Police. They are supported by four sworn Commanders, each of whom administers one of the Department's Divisions. There is a mixture of sworn and non-sworn support staff assigned to this office.

The Chief works closely with the City Manager, Assistant City Manager, and other Department Heads.

### ***9.1 PROFESSIONAL STANDARDS UNIT (PSU)***

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The Professional Standards Unit (PSU) is responsible for the documentation and investigation of all complaints against Department personnel. These complaints can arise from people in the community or other personnel in the Department. The Unit also maintains records on use of force, vehicle collisions involving Department personnel, pursuits, Department audits, and complaints related to discrimination and sexual harassment. The Unit reports directly to the Assistant Chief.

There are strict laws, regulations, and court cases that dictate the proper procedure for investigating allegations against a peace officer, including strict confidentiality. The personnel interviewed were very well versed on the best practices of their positions and the policies and procedures the Department has put in place for such matters.

The Department uses IAPro tracking software for their investigation purposes and BlueTeam data entry portal software for Supervisors to enter mandated data to be tracked.

The PSU Sergeants also oversee duties in the Department that could be potential areas of concern if not managed properly. This would include observing assigned personnel when it is time to dispose of seized weapons and narcotics. This is an excellent protective layer of redundancy should issues ever arise about the proper handling/destruction of such high-value items.

The PSU personnel are supported by staff at the City Attorney's office should they need legal guidance.

Staffing in this area appears to be adequate to handle the workload. However, it would be beneficial to have at least one other alternate trained in this area should one or both Sergeants become unable or unavailable to perform necessary duties.

The PSU exposes Sergeants to a tremendous amount of information and skills that would benefit any supervisor. It may be beneficial, as time and resources allow, to temporarily assign Sergeants on a rotating basis into the PSU. They would not need to be there long enough to be proficient in

all aspects of the job, but they would take away a tremendous respect for the liabilities of law enforcement and how to better protect their Officers, the Department, and the City from unnecessary exposure to civil liability and customer dissatisfaction.

**Finding #53:** The Department only has two Sergeants trained and capable of performing the tasks in the Professional Standards Unit. This could be an issue if one or both become unavailable. The PSU is an excellent learning environment for any supervisor.

## **9.2 POLICE ADMINISTRATIVE FACILITY**

The current police administrative facility (headquarters) is meeting the needs of the Department. There are some signs that it is reaching its potential to perform as designed. The current facility is over 10 years old, and was built when the Department had 25 fewer employees (of all classes, not just sworn). It is well positioned as part of the City's services center. There is good access for the public, and there is good access for police personnel to function with other City departments. Some of the signs that it is nearing capacity include a shortage of private office space and lack of secure parking.

The Department and City should prepare for the eventuality that additional space will be needed. Given the City's projected growth in population, and the corresponding need to add police staff, there will be no doubt the current facility will be outdated.

The Department and City leaders should conduct a space needs assessment and define adequate facilities requirements. There will also need to be a philosophical discussion as to how the additional space will be envisioned. There are a few possibilities when dealing with this issue:

- ◆ Expand/remodel the current facility
- ◆ Build an entire new, larger facility to house the Department in a single facility
- ◆ Maintain the current building as is, but add one or more substations in other areas of the community.

Cost, logistics, public sentiment, and many other issues will need to be considered before the decision can be made. It is not a matter of if, but when the current administrative facility will no longer meet the needs of an expanding city and department.



## **9.3 RECOMMENDATIONS**

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### **9.3.1 Facilities**

**Recommendation #56:** The City needs to plan for expansion of the existing Police headquarters facility. Consideration for one or more substations in other areas of the community could both meet the needs of an expanded Department and provide greater convenience to citizens who need to take care of business at a police facility. A space needs assessment and design will need to be performed to determine the best path forward.

### **9.3.2 Staffing**

**Recommendation #57:** Cross-train at least one other Sergeant to the point they could perform critical duties in the Professional Standards Unit if needed.

Consider temporary duty rotation of Sergeants to the Professional Standards Unit for educational purposes and skillset enhancement.

### **9.3.3 Equipment**

There were no recommendations pertaining to equipment within this section.

### **9.3.4 Information Technology**

There were no recommendations pertaining to information technology within this section.

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## **SECTION 10—ECONOMIC DEVELOPMENT CONSIDERATIONS**

Growth projections and the resultant impacts on police staffing can be projected based on articulable data and historical calls for service. Staffing impacts vary from jurisdiction to jurisdiction depending on the service delivery model, building and occupancy types, zoning, transportation planning, calls for service, and fluctuations of populations. For the City, there are two major influences on the population growth as it relates to police impacts and calls for service: impending growth through annexation and planned development, and occupancy type based on square footage and use.

There is a need to expand data collection on police calls for service demographics to understand and predict, to any degree, call type changes by differing populations, as well as including whether the types of buildings were dwellings, businesses, or permitted uses. This information can be easily added to dispatch incident history files to create retrievable data fields that track the impacts of new residents and building types.

With as little as one year of data, demand for service projections can start to provide a foundation for use permit conditions as they relate to occupancy, entertainment, Arizona Department of Liquor licensing type, and hours of operation.

The draw of the community—its climate, amenities, and quality of life—drives population growth and subsequent development of business and related service industries.

For residential growth in Surprise, the Planning and Finance Departments use an estimated population figure of 2.5 persons per dwelling unit. In August of 2017, the City received a consultant report for land use and population assumptions that will be used for City growth and development fee projections. In summary, for residential housing the report states:

*In FY2017 there were 525 new housing units permitted. Residential development in Surprise, and in the western part of the metropolitan region in general is on the cusp of a major expansion. Barring severe economic disruptions, housing development in Surprise has the potential for an extended period of growth. Several major projects will become active in the near term. These projects will be the major source of new residential development between 2017 and 2020 and extending out at least ten years. These indicators show the level of new home permitting in the Surprise Municipal Planning Area growing to about 2,400 units per year over the next five years.*

The report's projection tables estimate that in the next five years, from 2018 through 2022, a total of 8,469 dwelling units of all type could be built, with more of these being multi-family types. At a ratio of 2.5 people per unit, that is a resident population increase of approximately 21,172 people. It will take at least three years to reach 6,000 dwelling units.

The retail and office space growth rates are also modest, and over a 15-year planning horizon, the retail growth averages 414,473 square feet per year. For office space, the per-year projection averages 108,000 square feet. Using regional projections detailed specifically to Surprise, it is very difficult to project actual employment across these types or what the taxation will be, much less how constant that growth will be over the years.

The following list shows data categories that need documentation to aid in analyzing the impacts on police services. All of these coincide with the life safety issues that are similar to the inspectional processes the Fire Department conducts. They represent the additional data categories needed to augment current calls for service basic data:

- ◆ Residential calls for service
  - Single-family or multi-family residence or housing
    - Rental vs. owner occupied
    - Alcohol-related calls for service
- ◆ Restaurants / dinner house / entertainment venue / tasting rooms / grocery stores
  - Alcohol license type
  - Type of entertainment.
  - Live, recorded, dancing etc. (by use type)

**Finding #54:** Current policing demand data for commercial, industrial, and residential properties is not sufficient to provide verifiable police demand impacts for calls for service and the likely contributing influences.

## **10.1 MITIGATION MEASURES**

New developments provide the opportunity to implement mitigating measures to reduce not only calls for service but reduce crime, the fear of crime, as well as response times in certain environments. One of the ways to mitigate some growth impacts is to adopt regulations for security codes or standards of new developments. Many police agencies in Arizona have a Crime Free Multi-Housing Program, which is voluntary, and minimally addresses issues found in a typical building security code (regardless of the state).

As demand on services increases, these “mitigating measures” can supplement the need for additional personnel, but are tied directly to new development. Enhancing the Police Department’s proactive crime prevention function by having codes or standards will aid in

reducing criminal opportunity, reducing calls for service, reducing fear of crime, and in some cases, reducing response times to calls for service.

**Finding #55:** Adopting a security code can mitigate some of the growth impacts where new development or construction is proposed.

Mitigating measures should include active participation in the City's development planning process through Crime Prevention Through Environmental Design (CPTED) reviews and the use of building security codes or standards.<sup>7</sup>

## **10.2 NEAR-TERM POLICE STAFFING PROJECTIONS BASED ON EXISTING SERVICE GAPS AND POPULATION GROWTH RATES**

Many agencies try to use a projection analysis that is a ratio of calls for service versus population. This ratio does not estimate severity of different types of calls, which impacts the time Officers spend to handle the call.

Not every recommendation from this master plan can be funded immediately, and they do not need to be. As it has to date, the Department will continue to evolve as the City does. Some of Citygate's recommendations should be considered as soon as funds permit. Others are tied to trigger points, as detailed in Table 17 found in Section 11.

A variety of other factors could or should be considered as well, when the data is available:

- ◆ Socio-economic conditions
- ◆ Seasonality (tourism and schools)
- ◆ Volume of crime and statute violations, including local codes and ordinances
- ◆ Type and nature of arrests
- ◆ Geographic crime density.

Given the limited ability to project Officer demand, and the growth forecast for the next several years, Citygate uses and recommends a workload gap analysis method.

The first step in a workload gap analysis is to confirm that the current staffing level is providing the desired level of service to the City's residents. If the desired service level is not being met, the necessary changes and/or staffing increases must be determined as permitted by funding. Once the desired level of service is reached, a baseline for service levels and staffing is

<sup>7</sup> Huntington Beach, CA has standards and applies CPTED its reviews. Other cities with a security code are: Simi Valley, Santa Ana, Thousand Oaks, and Aliso Viejo, California.

established. Then, if one or more factors negatively impact the Department and cause the level of service to erode, the availability of increased funding will determine the City's ability to add police staff.

Throughout this master plan, Citygate identified service gaps that already exist or are emerging between staffing and desirable customer service measures. In Section 11 of this master plan, Table 17 prioritizes key recommendations including added positions by severity of need. If funds can be found more quickly, Citygate recommends the City add personnel faster. If funding remains severely constrained, then the service gaps will grow larger to the point where the Department can only handle serious emergencies and will not be able to provide the proactive community-oriented policing that it and the community desires.

Using the above population projections, the City could consider adding a staffing trigger statement goal based on its police unit Priority 1 response time of 5:00 minutes for an urban area. Measuring the second unit response for Officer safety would add a metric of 6:00 minutes for the arrival of the second Officer (backup unit). If one minute was added to that goal, to be conservative, then a trigger for adding Officers would be, *“When response time to 10 percent of Priority 1 calls exceeds 6:00 minutes response, adding Police Officer positions is necessary, revenues permitting at that time.”*

## **10.3 RECOMMENDATIONS**

There were no recommendations related to facilities, staffing, equipment, or information technology in this section.

### **10.3.1 General**

**Recommendation #58:** The Department needs to add categories to its report processes that will capture commercial and residential impacts based on land use, types of calls for service, and contributing influences by type of occupancy. Providing this data, along with adding development guidelines for law enforcement impacts, will aid in community safety and reduce the potential for calls for service.

**Recommendation #59:** To reduce calls for service, crime, the fear of crime, as well as response times in certain environments, adopt regulations for security codes or standards of new developments.



## **SECTION 11—NEXT STEPS**

In conclusion, Citygate has identified steps that can be taken by staff to immediately move the Police Department forward:

### **11.1 SHORT-TERM**

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- ◆ Absorb the policy recommendations of this police services master plan and adopt updated City performance measures to drive the deployment for police resources.
- ◆ Adopt and implement report processes that will capture commercial and residential impacts based on land use, calls for service, and contributing influences.
- ◆ Adopt standards and development guidelines for law enforcement impacts that will aid in community safety and reduce the potential for calls for service.

### **11.2 LONG-TERM**

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- ◆ Adopt the threshold for adding more police personnel based on response time and allocated workload time to ensure sufficient preventative crime fighting time.
- ◆ As additional personnel are added, ensure the budget process includes the needed supervisory (Sergeants), management (Lieutenants) personnel, and support personnel.

### **11.3 KEY RECOMMENDATION PRIORITIES**

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Table 17 prioritizes the most critical recommendations related to the master plan’s four strategic goal themes. If funds can be found more quickly, Citygate suggests the City implement key recommendations faster. If funding remains severely constrained, then the service gaps will grow larger to the point where the Department can only handle serious emergencies and will not be able to provide the proactive community-oriented policing that it and the community desires.

Priorities 2, 3a, 4a, and 5, which are the highest priority staffing recommendations, should be considered immediately upon identifying the funds that would be required to create the new positions. While other recommended positions may not be deemed as critical, Citygate’s opinion is they would all be needed to continue the optimal level of police services provided by the Department.

Also, the listing of priorities should not be interpreted to suggest that a lower priority is not needed as severely as a higher priority. These priorities are provided to identify the recommendations that will have the greatest impact on safety and service delivery. Where

multiple positions are listed for a staffing recommendation, the City can consider splitting or mixing new full-time positions by classification based on the Department's ability to hire, train, and assimilate multiple positions in the classification. For example, the City could hire two Community Service Officers (CSOs) and two Traffic Officers, deferring two CSOs and three Traffic Officers until the next capable funding cycle.

Adding CSOs to the Patrol shifts will relieve sworn staff of a portion of their current workload. An enlarged Traffic Unit will mean Traffic Officers are on the streets more hours and will be able to handle more traffic-related calls that would have otherwise fallen to the Patrol Officers. The addition of the CSOs and the strengthening of the Traffic Unit may reduce enough demand from the Patrol shifts that adding the additional five recommended Officers could be segmented over a longer funding period. In the interim, with constrained funding, the result could be four of the five needed FTE sworn officers to the Traffic Unit be delayed for the lesser cost of four FTE CSOs to Patrol. Alternatively, any combination of CSOs and Traffic Officers could be segmented based upon fiscal capabilities. Citygate recommends the City consider adding two CSOs and transferring two Patrol Officers to the Traffic Unit. The efficacy of expanding this model could then be demonstrated and ease the funding challenges.

There is an ongoing need to ensure that the staffing be maintained, a challenge most agencies face given turnover, retirements, on-the-job injuries, and other factors. The staffing recommendations are provided with anticipation that the authorized positions are filled. A viable option to bridge these ongoing staffing challenges is to approve, by policy, two to three ongoing over-authorized officer positions, once all vacancies are filled. This will aid in buffering the vacancies and keep overtime to a minimum for ongoing staffing.

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**Table 17—Key Recommendations by Priority (Related to Four Strategic Goal Themes)**

Priority	Item/Position	Fiscal Year	FTE/Amount	Trigger
1a	Fund and build a new evidence, property, and equipment storage facility	FY 18	1	Current coverage and simultaneous incident needs
1b	Re-purpose former property evidence building to a training facility	FY 18	1	Current coverage and simultaneous incident needs
2	Add Community Service Officers	FY 18	4	As funding is available
3a	Add Records Technician	FY 18	1	As funding is available
3b	Add NIBRS RMS upgrade	FY 18	1	As funding is available
4a	Add Officers to Traffic Unit	FY 18	5 (4 Motor Officers; 1 Commercial Enforcement Officer)	As funding is available
4b	Add motorcycles <sup>1</sup>	FY 18	6	Upon forecasted hiring of Traffic Officers
4c	Add Commercial Enforcement Vehicle	FY 18	1	Upon forecasted hiring of Commercial Officer
5	Add Sergeant to split Traffic Unit Supervisor duties	FY 18	1	As funding is available
6	Add Police K-9 Officers and assigned dogs	FY 18	2	As funding is available
7	Add Lieutenants assigned to Graveyard Patrol Shift	FY 19	2	As funding is available
8	Add laptops	FY 19	26	As funding is available
9	Add Investigators assigned to Neighborhood Response Unit	FY 19	4	As funding is available
10	Add Sworn Peace Officers / Community Service Officers	FY 19	To be determined	As needed to ensure recommended delivery model standards are met
11	Add Dispatchers	Per Population Increase	To be determined	When the City reaches a population level of 162,720, consider adding 1 FTE Dispatcher for every 6,780 increase in population

<sup>1</sup> One of these is for a riding Sergeant and one will act as a rotational spare during service times.

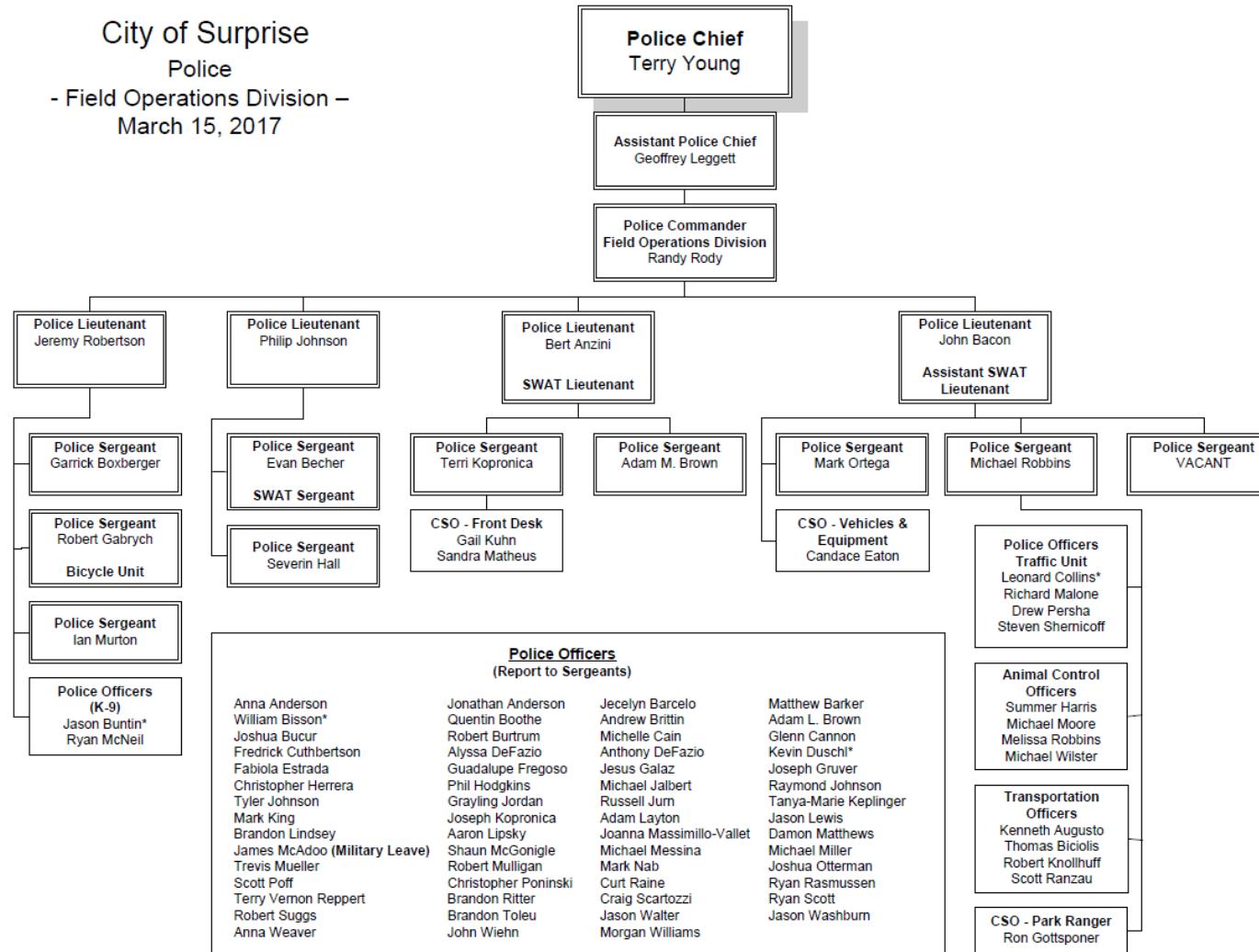
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## **APPENDIX A—DEPARTMENT ORGANIZATION CHARTS**

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Note: division and unit organizational charts are presented in the same order as they are discussed in this master plan.

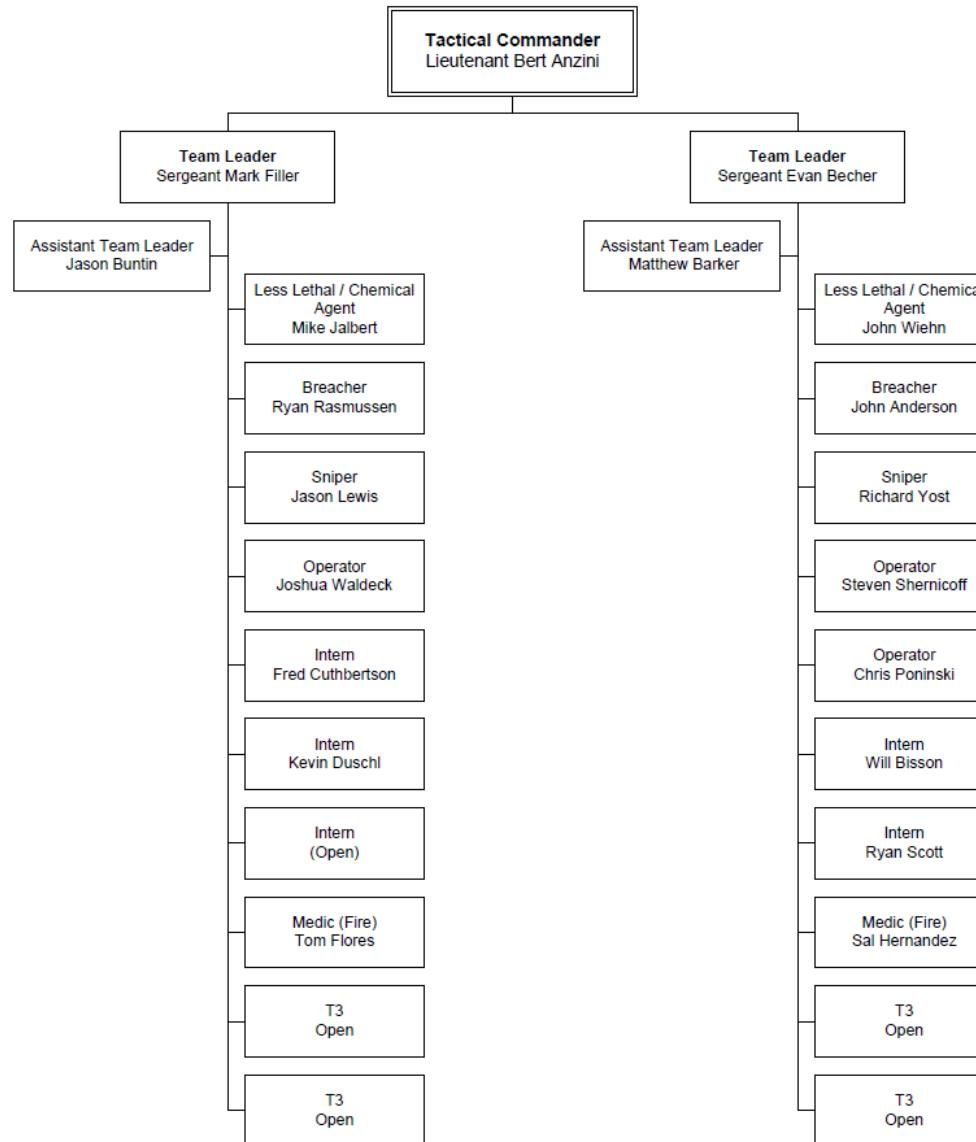


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**City of Surprise**  
*Volume 2: Technical Report—Police Services Master Plan*

**City of Surprise  
Police**  
**- SWAT Team -**  
(Special Weapons And Tactics)  
**March 15, 2017**

\* *SWAT is a secondary unit and not a full-time team.*



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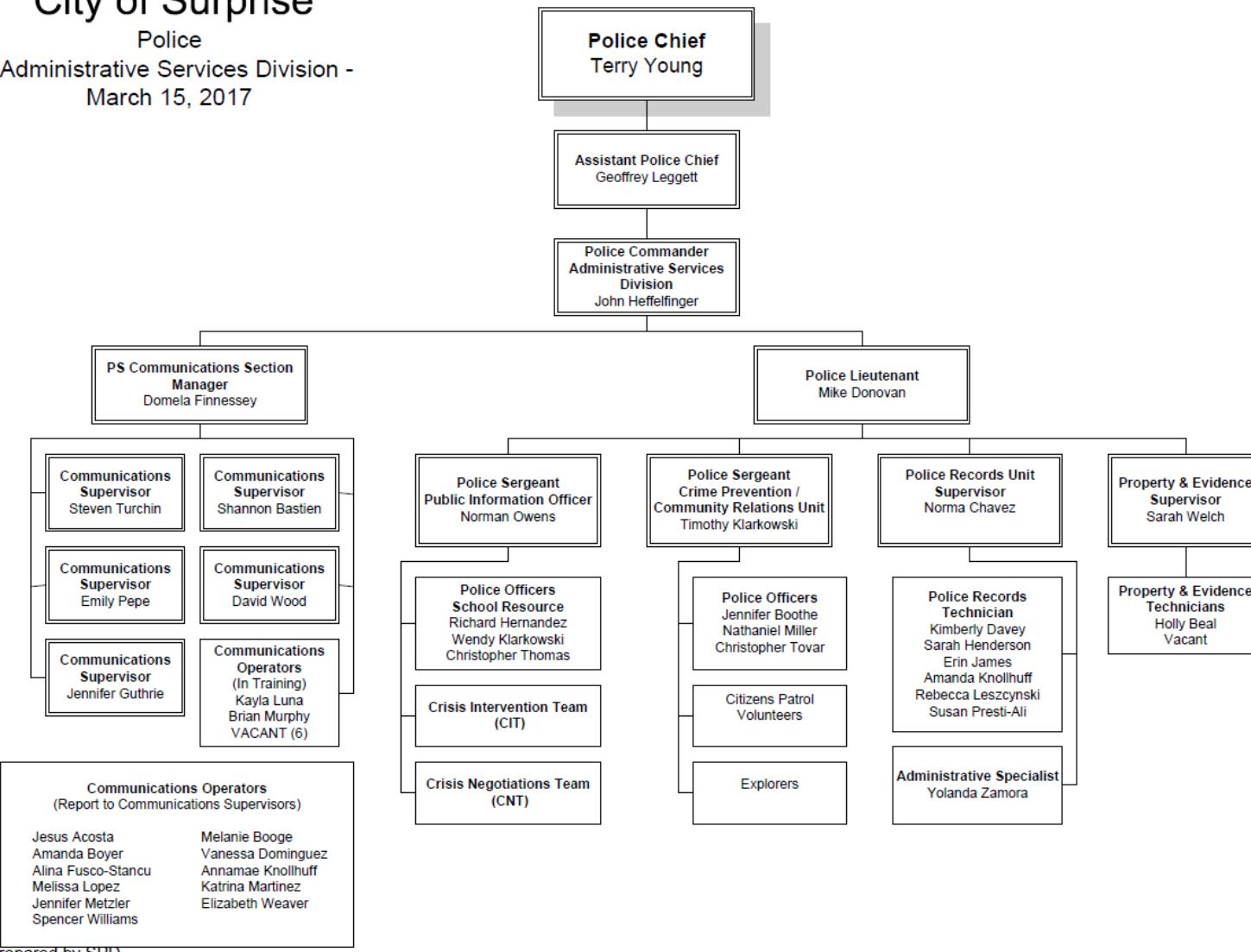


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Police

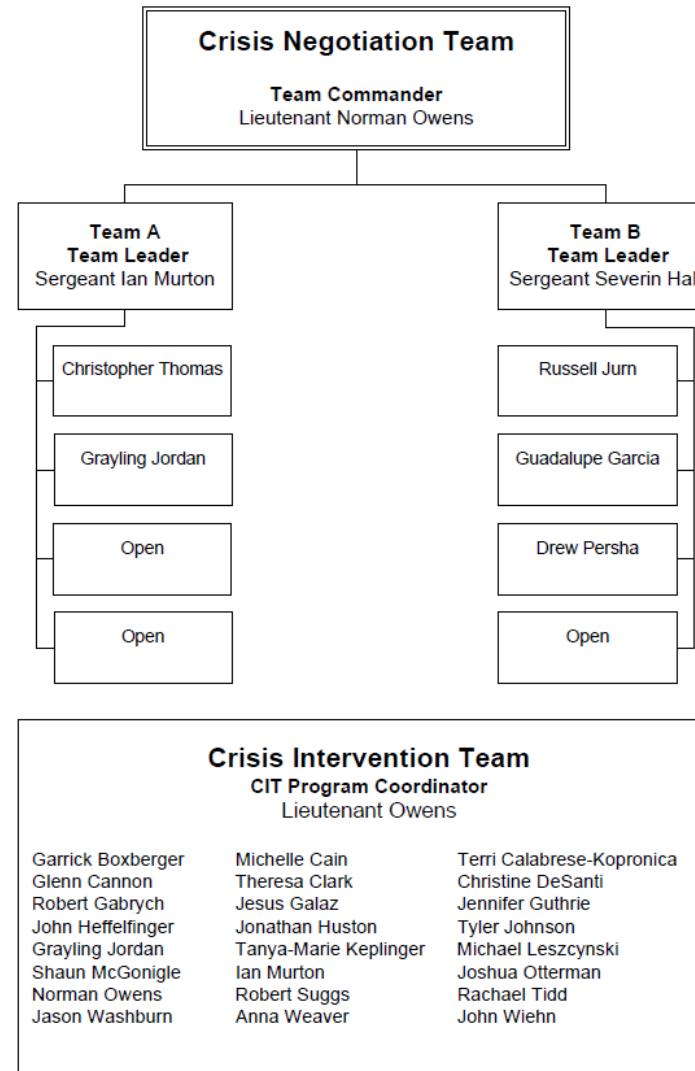
- Administrative Services Division -  
March 15, 2017



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City of Surprise  
Police  
- Special Assignment Units -  
March 15, 2017



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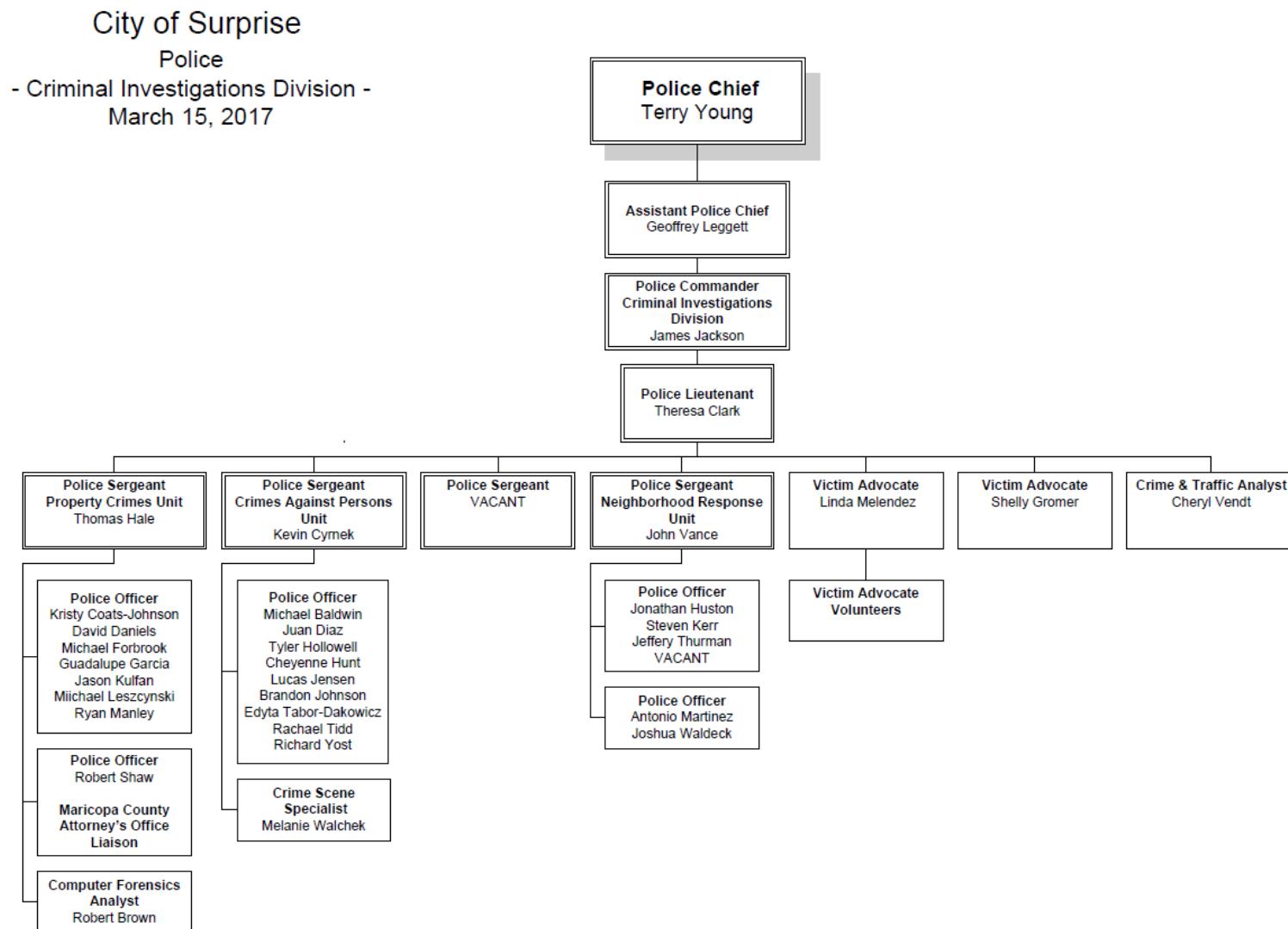


## City of Surprise

Police

- Professional Development  
Division -  
March 15, 2017

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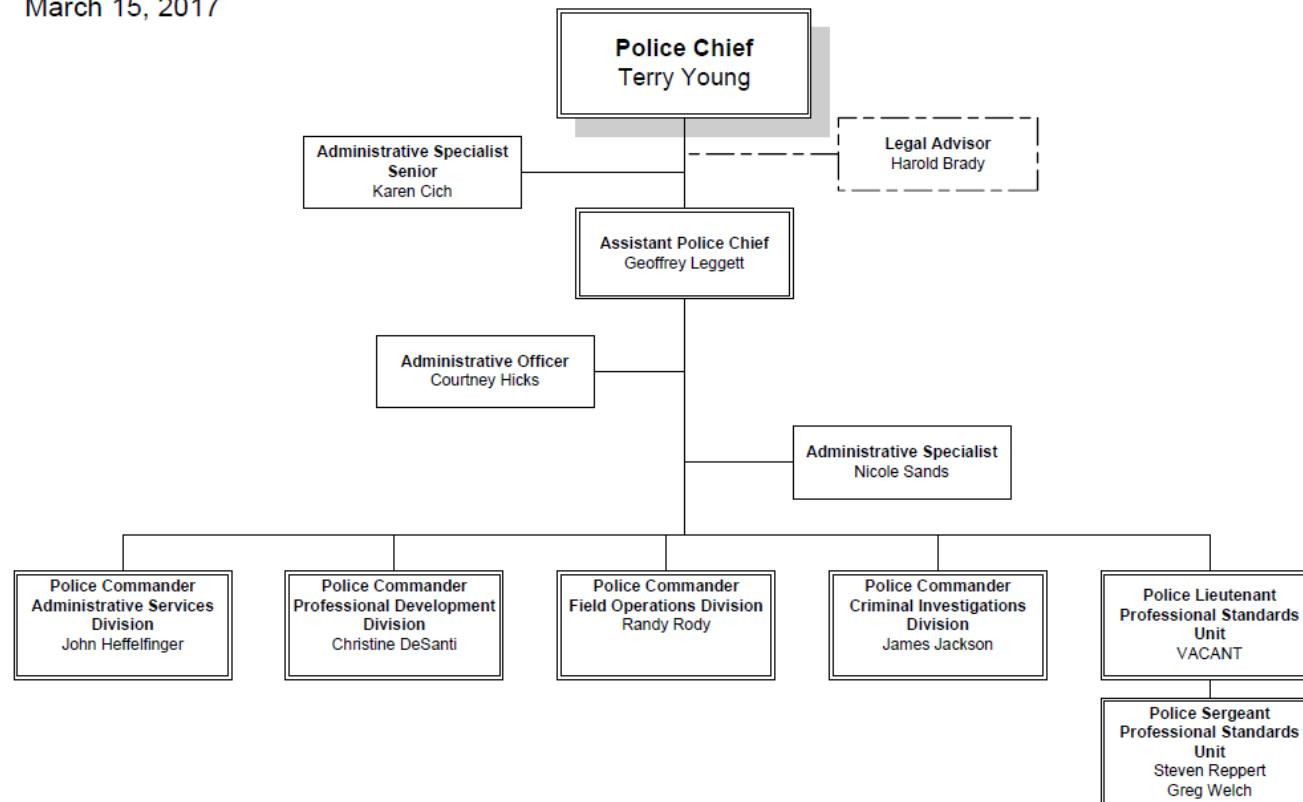


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# City of Surprise

Police

- Office of the Chief -  
March 15, 2017



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## **APPENDIX B—SUPPLEMENTAL RESPONSE TIME DATA**

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**B.1 RESPONSE TIMES**

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Current best practice, nationally, is to measure percent completion of a goal (e.g., 90 percent of responses) rather than an average measure. Mathematically, this is called a “fractile” measure.<sup>8</sup> This is because the measure of average only identifies the central or middle point of response time performance for all calls for service in the data set. Using an average makes it impossible to know how many incidents had response times that were way over the average, or just over.

For example, Figure 1 shows response times for a fictitious city police department in the United States. This city is small and receives 20 legitimate calls for service each day. Each response time for the calls for service has been plotted on the graph. The call response times have been plotted in order from shortest response time to longest response time.

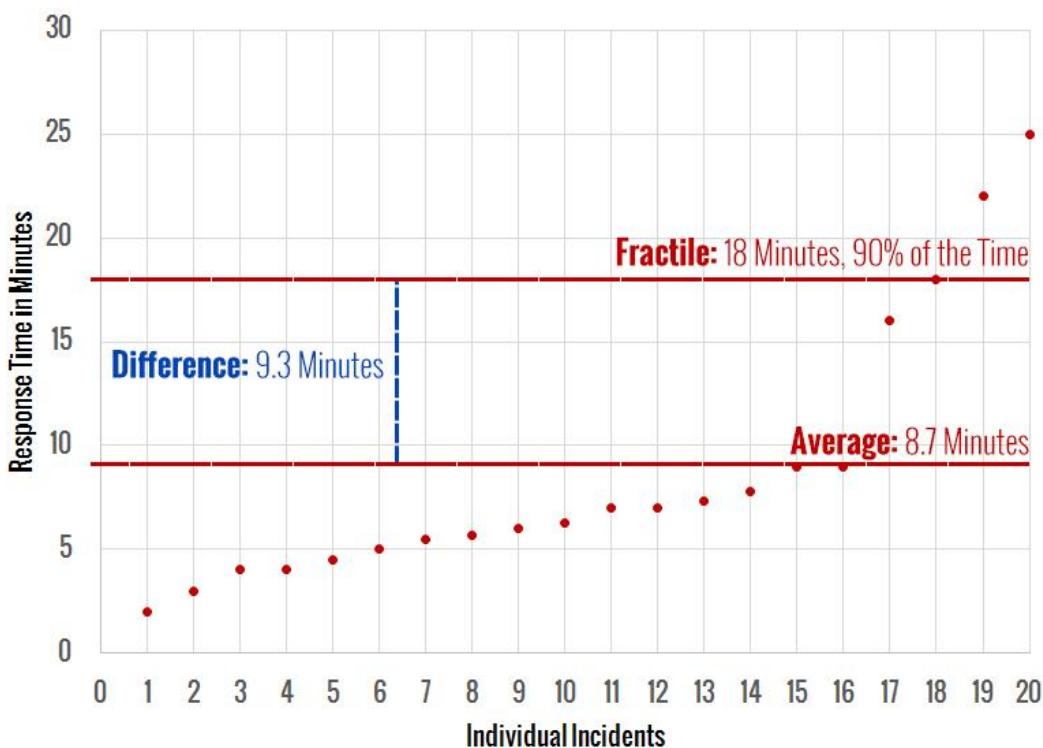
The figure shows that the average response time is 8.7 minutes. However, the average response time fails to properly account for four calls for service with response times far exceeding a threshold in which positive outcomes could be expected. In fact, it is evident in Figure 1 that, in this fictitious U.S. city, 20 percent of responses are far too slow, and that this city has a potential life-threatening service delivery problem. Average response time as a measurement tool for police departments is simply not sufficient. This is a significant issue in larger cities, if hundreds or thousands of calls are answered far beyond the average point.

By using the fractile measurement with 90 percent of responses in mind, this small town has a response time of 18 minutes, 90 percent of the time. This fractile measurement is far more accurate at reflecting the service delivery situation in this small city.

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<sup>8</sup> A *fractile* is that point below which a stated fraction of the values lie. The fraction is often given in percent; the term percentile may then be used.

**Figure 8—Fractile versus Average Response Time Measurements**



Another critical factor in measuring response time is to be realistic about what that time indicates. For example, for a life-threatening call for service, industry standards and academy instruction stresses the importance of an officer waiting for backup. Not only does the presence of a backup improve safety, it tends to reduce the risk of escalating violence at a call. With this in mind, emergency call response times should be measured based upon the arrival time of both units—the primary unit and the backup.

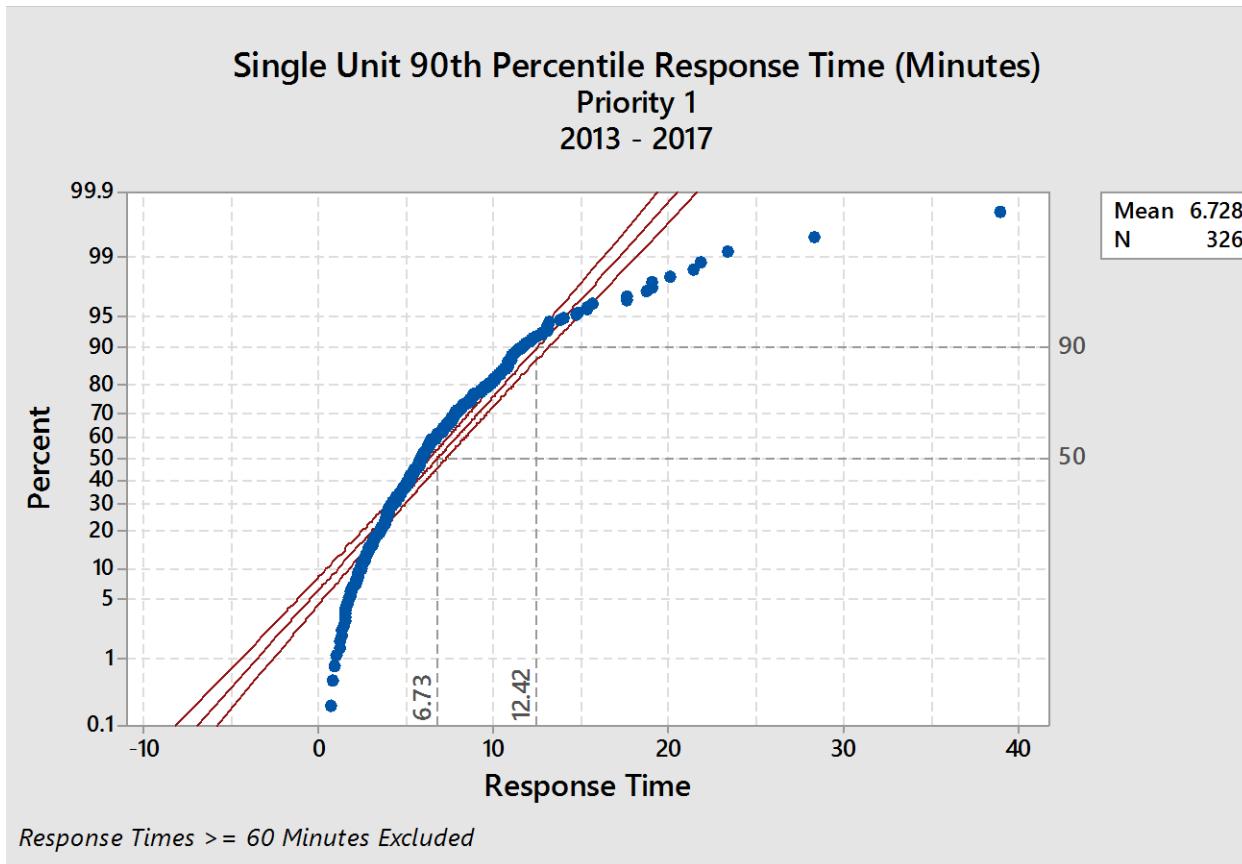
## **B.2 RESPONSE TIME ANALYSIS**

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Below, Citygate presents the 90 percentile response times for single- and multiple-unit Priority 1 and 2 calls for service.

### B.2.1 Single-Unit Responses

**Figure 9—Single-Unit 90<sup>th</sup> Percentile Response Time (Priority 1) – 2013–2017**

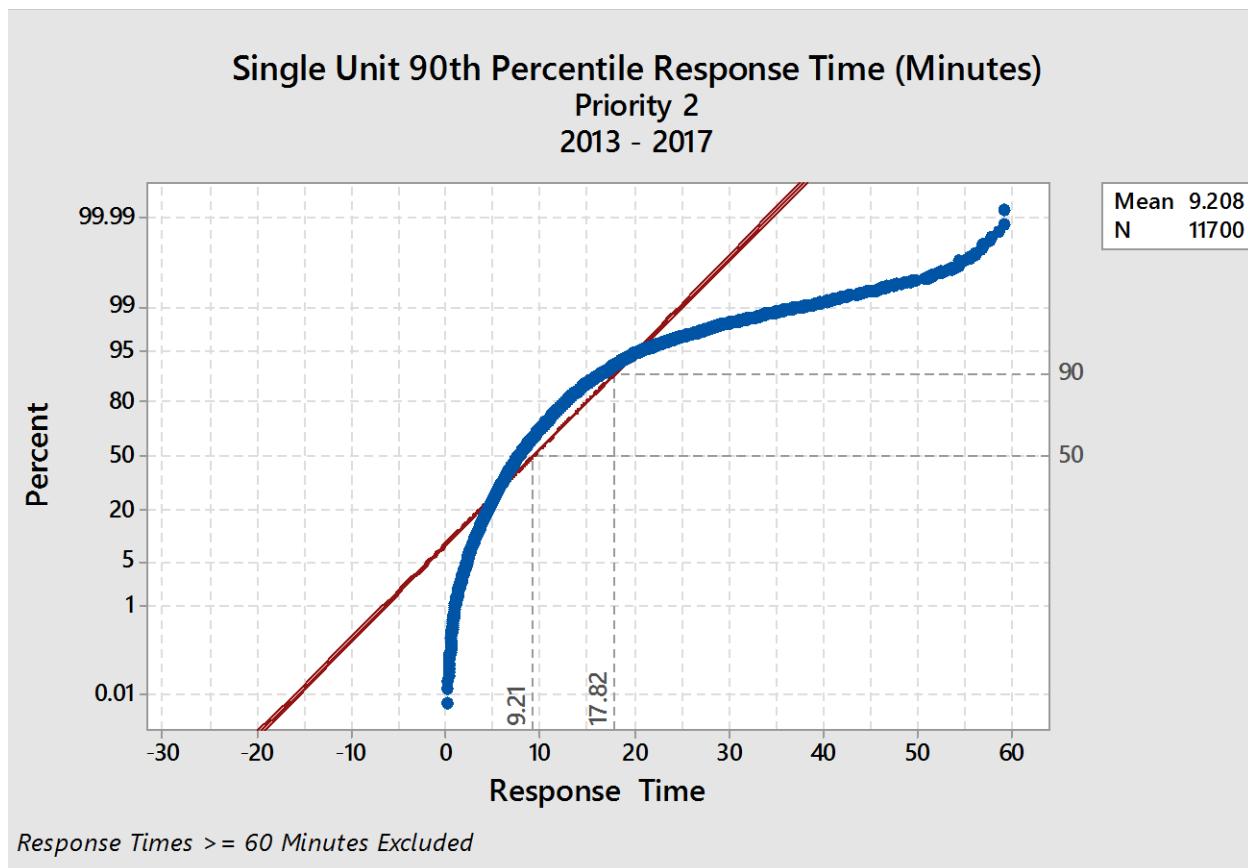


There is a very small volume of Priority 1 single-unit responses in the data. This is both good and bad; good because the need is low for this group of calls, and bad because the data is small and therefore prone to operational changes over time.

Also, Citygate traditionally removes calls from the analysis where units respond in less than 60 seconds or more than 60 minutes. Trimming off the tails, particularly on low volume charts such as this, helps illustrate the realities in the middle, but reduces the number of incidents from consideration.

With these caveats in mind, and all else held constant, the community could expect a unit to arrive in approximately 12.42 minutes or less, 90 percent of the time.

**Figure 10—Single-Unit 90<sup>th</sup> Percentile Response Time (Priority 2) – 2013–2017**

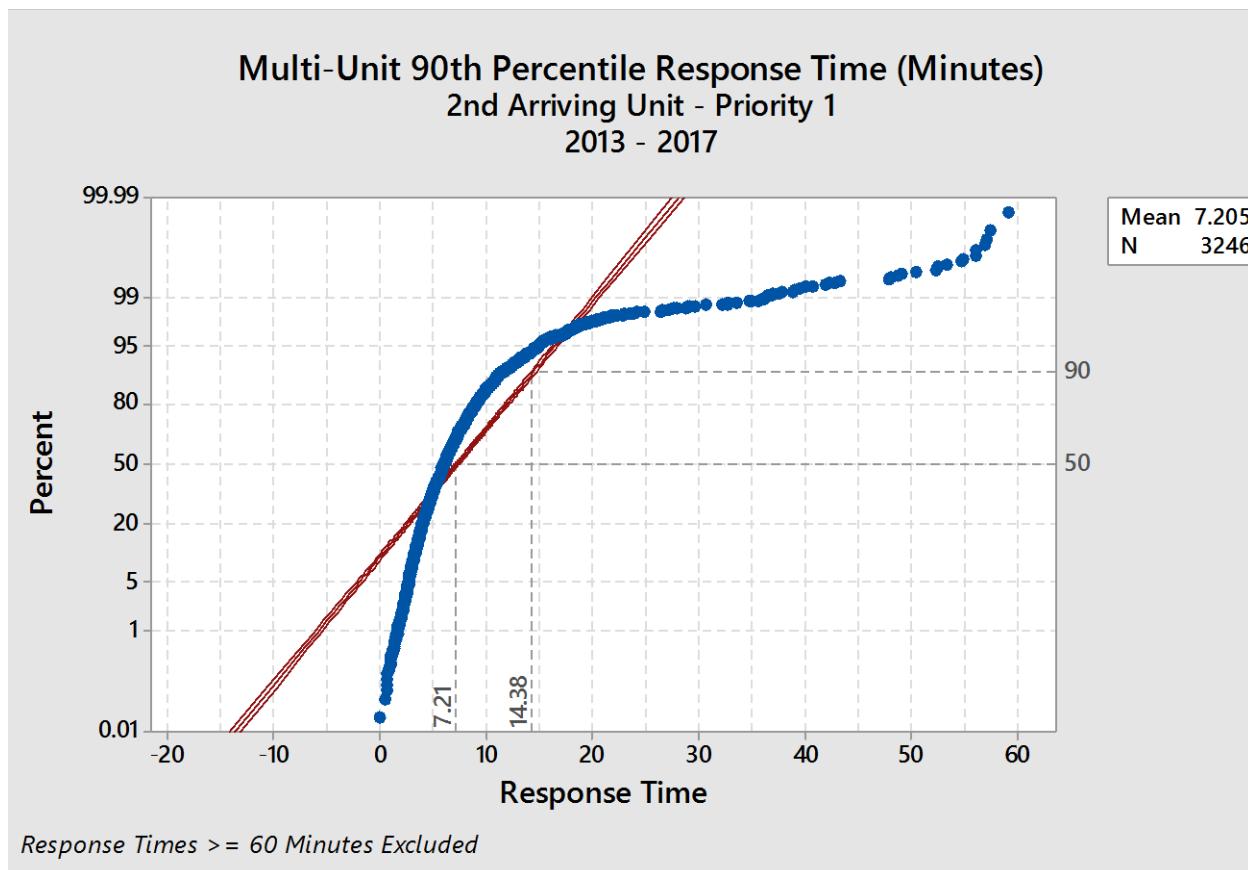


For Priority 2 calls, residents should expect a unit to arrive within 17.9 minutes or less, 90 percent of the time.

### B.2.2 Multiple-Unit Responses

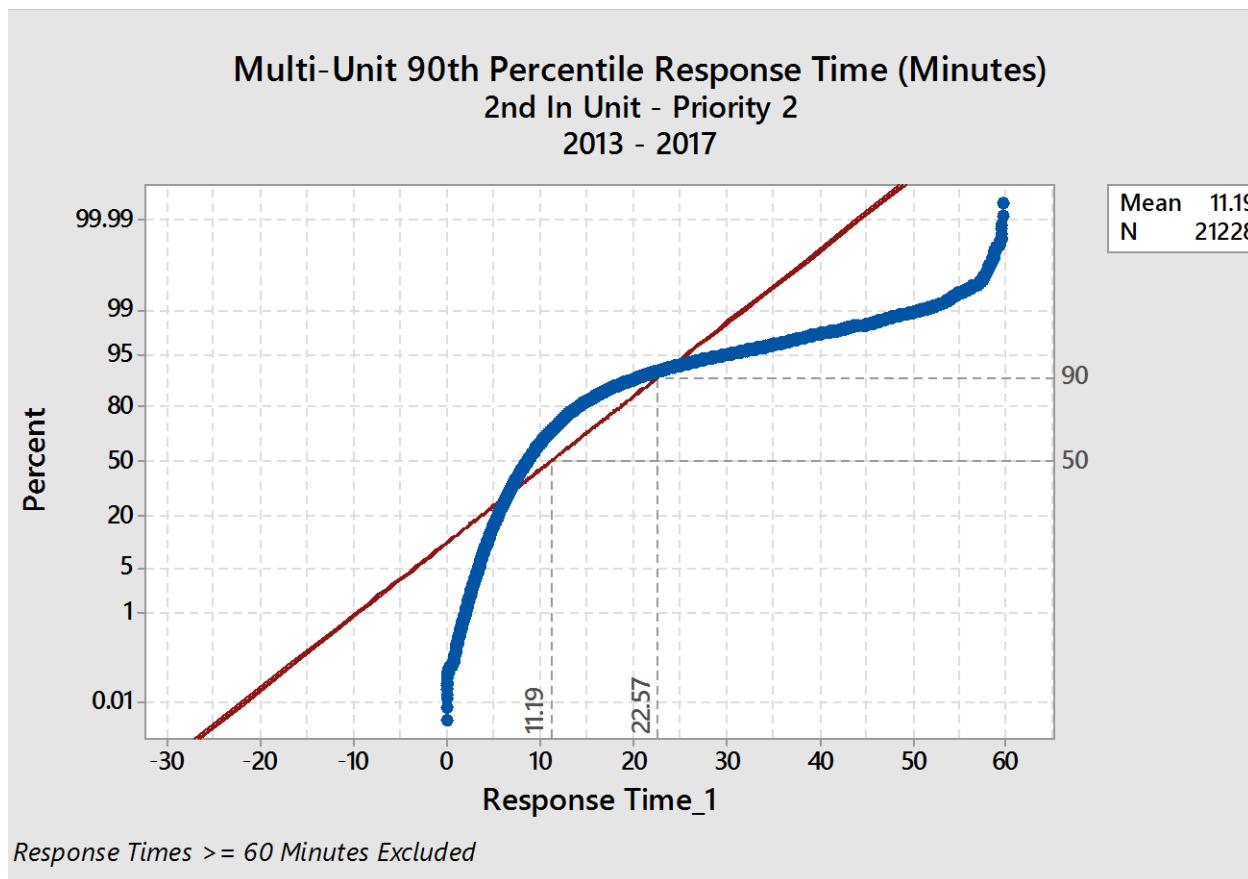
On multiple-unit responses, Citygate performs its response time analysis on the second arriving unit. The intent of this is to gauge the true effective response for these call types, given that procedurally, officer safety is typically a primary concern.

**Figure 11—Multiple-Unit 90<sup>th</sup> Percentile Response Time (Priority 1) – 2013–2017**



For Priority 1 multiple-unit responses, residents should expect the second unit to arrive in 14.4 minutes or less, 90 percent of the time.

**Figure 12—Multiple-Unit 90<sup>th</sup> Percentile Response Time (Priority 2) – 2013–2017**



For Priority 2 multiple-unit responses, residents should expect the second unit to arrive in 22.6 minutes or less, 90 percent of the time.

## **APPENDIX C—SUPPLEMENTAL WORKLOAD DATA**

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## City of Surprise

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As discussed in Section 4, Citygate traditionally conducts an analysis of its client's patrol unit's use of time based on the International Association of Chiefs of Police (IACP) 20/20/20 recommendation. That is, 20 minutes of every hour should be dedicated to calls for service, 20 minutes to administrative activities, and 20 minutes to proactive activities such as community engagement, traffic stops, etc.

Citygate uses CAD data to estimate the proportion of time Patrol Officers are spending in these three categories.

Citygate was informed that, within the Department, there is currently no report designed to handle reporting on the IACP 20/20/20 metric.

Given the data provided by the City, and using 1,800 hours as an average Patrol Officer annual deployment,<sup>9</sup> Citygate was able to calculate total proactive time. The average time per call, times the number of events, provides the total time by category by year.

**Table 18—Proactive Time (Hours) by Activity and Year – 2013–2016**

Year	Activity	Avg. Time (Minutes)	Events	Total Time (Hours)
2016	Directed Patrol	0:15:35	11,816	3068:52:40
	PR Contact	0:10:53	1,616	293:07:28
	Residential Contact	0:08:59	886	132:39:14
	Traffic Stops	0:10:49	12,645	2279:36:45
2015	Directed Patrol	0:15:45	15,184	3985:48:00
	PR Contact	0:10:24	2,155	373:32:00
	Residential Contact	0:08:11	1,755	239:21:45
	Traffic Stops	0:10:59	13,914	2547:02:06
2014	Directed Patrol	0:14:48	17,292	4265:21:36
	PR Contact	0:11:47	2,014	395:31:38
	Residential Contact	0:07:24	2,902	357:54:48
	Traffic Stops	0:10:43	15,440	2757:45:20
2013	Directed Patrol	0:14:05	18,962	4450:48:10
	PR Contact	0:10:50	2,413	435:40:50
	Residential Contact	0:06:55	3,472	400:14:40
	Traffic Stops	0:09:28	15,713	2479:09:44

Source for "Avg. Time": Spillman CAD Administrator

<sup>9</sup> 1,800 is based upon a total of 2,080 possible working hours per year, from which 80 hours is subtracted for vacation, and 200 hours is subtracted for training, sick leave, court appearances, and other non-patrol activities.

The hours in the table above were converted to days, and summarized in the following table.

**Table 19—Proactive Time (Days) by Activity and Year – 2013–2016**

Year	Directed Patrol	Traffic Stops	PR Contact	Residential Contact
2013	185.45	18.15	16.68	103.30
2014	177.72	16.48	14.91	114.91
2015	166.08	15.56	9.97	106.13
2016	127.87	12.21	5.53	94.98

To this Citygate then added its calculated Officer-initiated time from CAD.

**Table 20—Proactive Time and Officer-Initiated Time (Days) – 2013–2016**

Year	Directed Patrol	Traffic Stops	PR Contact	Residential Contact	Officer Initiated Time
2013	185.45	18.15	16.68	103.30	867.42
2014	177.72	16.48	14.91	114.91	763.64
2015	166.08	15.56	9.97	106.13	729.91
2016	127.87	12.21	5.53	94.98	670.53

In the following table, proactive time and Officer-initiated time are summed to produce values for Total Proactive Time by year. Citygate also added its calculated calls for service time. Summing proactive and calls for service time provides a Total Recorded Time in hours.

The distinct number of Officers were derived from CAD for each year, and assumed to operate 1,800 patrol hours per year. From this, Citygate could estimate the total amount of available time.

**Table 21—Calculation of Hours Recorded per Officer – 2013–2016**

Year	Total Proactive Time (Hours) [Proactive Time + Officer Initiated Time]	Calls for Service (Hours) [Committed Time <sup>1</sup> ]	Total Recorded Time (Hours)	Estimated Total Working Time (Hours) <sup>2</sup>	Number of Officers <sup>1</sup>	Hours Recorded per Officer
2013	28,584	55,599	84,184	99,000	55	1,531
2014	26,104	54,845	80,949	95,400	53	1,527
2015	24,664	52,553	77,216	95,400	53	1,457
2016	21,867	57,085	78,952	100,800	56	1,410

<sup>1</sup> Source: CAD

<sup>2</sup> Calculated by multiplying the number of Officers by 1,800 hours, which is based upon a total of 2,080 possible working hours per year, from which 80 hours is subtracted for vacation, and 200 hours is subtracted for training, sick leave, court appearances, and other non-patrol activities.

From this table, it is now possible to estimate the 20/20/20 ratios for proactive and calls for service time.

By dividing the recorded time into the total working hours, this produces a ratio for each element of the 20/20/20 analysis.

Non-designated time is therefore the remainder of the estimated working hours which have not been consumed by other activities.

Please recall that administrative time is not presently available.

**Table 22—Total Committed and Non-Designated Time (Hours/Minutes) by Year – 2013–2016**

Year	Calls for Service Time	Proactive Time	Admin Time	Total Committed Time	Non-Designated Time
2013	0:33:42	0:17:19	0:00:00	0:51:01	0:08:59
2014	0:34:30	0:16:25	0:00:00	0:50:55	0:09:05
2015	0:33:03	0:15:31	0:00:00	0:48:34	0:11:26
2016	0:33:59	0:13:01	0:00:00	0:47:00	0:13:00

This same table has also been produced in percentages.

**Table 23—Total Committed and Non-Designated Time (Percentage) by Year – 2013–2016**

Year	Calls for Service Time	Proactive Time	Admin Time	Total Committed Time	Non-Designated Time
2013	56.16%	28.87%	0.00%	85.03%	14.97%
2014	57.49%	27.36%	0.00%	84.85%	15.15%
2015	55.09%	25.85%	0.00%	80.94%	19.06%
2016	56.63%	21.69%	0.00%	78.32%	21.68%

In the following table, we present the workload data from Table 22 for 2016 only and compare it to the IACP recommended goal of spending 20 minutes of every hour on calls for service, proactive activities, and administrative activities.

**Table 24—Allocation of Patrol Officer Time as Recorded in CAD for 2016**

Description	Calls for Service Time	Proactive Time	Admin Time	Total Committed Time	Non-Designated Time
IACP Recommendations	0:20:00	0:20:00	0:20:00	1:00:00	0:00:00
Minutes of a Work Hour	0:33:59	0:13:01	0:00:00	0:47:00	0:13:00
Non-Designated Time	(0:13:59)	0:06:59	0:20:00	0:13:00	