

3. ANALYSIS OF THE OPERATIONS BUREAU – INVESTIGATIVE SERVICES

This chapter is focused on the various investigative functions of the Arlington Police Department. These functions include those which have been decentralized (i.e., the District investigative units) and those which are managed centrally (i.e., CID). In addition, this chapter provides the analysis and evaluation of the Victim Assistance unit.

The chapter is broken down into a number of sections, each focusing on a major area of investigative service delivery. In each case, the project team evaluates staffing and management issues. The first section, which follows, provides a brief summary of the allocation of cases by type between the various units of the Department.

1. THE DIVISION OF RESPONSIBILITY BETWEEN DISTRICT AND CENTRAL INVESTIGATIONS MATCHES GEOGRAPHIC RESPONSIBILITY FOR GENERAL CASES WITH SPECIALIZATION WHERE NEEDED.

The Arlington Police Department has developed a system of distributing criminal investigations between both centralized investigative units (including: Auto Theft, Crimes Against Persons and others) and District investigations (East, North and West / South) as part of its geographic policing model. The table, that follows, provides a breakdown of the cases (by type) that are assigned to each unit:

| Unit | Cases Assigned |
|---------------------------|---|
| Arlington Fire Department | <ul style="list-style-type: none">• Arson |
| Auto Theft | <ul style="list-style-type: none">• Theft of Motor Vehicles• Unauthorized Use of Motor Vehicles• Recovered Vehicles• Salvage Law• Theft of Services – Rental Motor Vehicles |

| Unit | Cases Assigned |
|---------------------------------|---|
| Crimes Against Persons (CAPERS) | <ul style="list-style-type: none"> • Life-Threatening Assaults (Death Imminent) • Death Investigations • Homicides • Kidnapping • Robbery • Theft from a Person • All Officer Involved Shootings |
| Domestic Crimes | <ul style="list-style-type: none"> • Sexual Assaults • Indecent Exposure • Domestic Assault • Domestic Terroristic Threats • Domestic Harassment • Domestic Stalking • Violation of Protective Order • Interference With Child Custody • Sex Offender Registration Violation |
| Economic Crimes | <ul style="list-style-type: none"> • Forgery • Credit Card Fraud • Insurance Fraud • Theft of Trade Secrets • Cellular Phone Fraud • False Application to Obtain Property or Credit • Counterfeit Money • Counterfeit Merchandise • Computer Crimes |
| Gang | <ul style="list-style-type: none"> • Graffiti Cases • Gang Related Crime |
| Geographical Units (Districts) | <ul style="list-style-type: none"> • Assault / Aggravated Assault • All Property Crime Offenses • Criminal Trespass • UCW • Harassment • Terroristic Threat • Non-Domestic Stalking • Prohibited Weapon • Deadly Conduct / Disorderly Conduct • Injured Person • Barricaded Person • Animal Cruelty • Resist Arrest or Search / Evade Arrest • Retaliation • Escape • False Imprisonment • Reckless Damage • Failure to ID • Seized Property |

| Unit | Cases Assigned |
|------------------|---|
| Juvenile | <ul style="list-style-type: none">• Sexual Assault of Child• Injury to a Child• Indecency with a Child• Endangering a Child• Abandoning a Child• Sexual Assault• Domestic Assault• Drug Offenses• Robbery• Theft of MV• Forgery• Credit Card Abuse |
| Narcotics | <ul style="list-style-type: none">• Any Drug Related Offense• Forged Prescriptions• Seized or Found Narcotics• Injured Persons involving an Overdose |
| Patrol Divisions | <ul style="list-style-type: none">• Class C Cases |
| Property Room | <ul style="list-style-type: none">• Found and Lost Property |
| Traffic | <ul style="list-style-type: none">• Hit and Run• DWI• Intoxicated Assault• Intoxicated Manslaughter• DWLS• DUIAM |
| Vice | <ul style="list-style-type: none">• Prostitution• Adult Entertainment Permit Offenses• Liquor Law Violations• Tobacco Law Violations• Gambling• 8-Liners• Gaming |

The Police Department's automated systems currently route cases to the proper unit depending on the way in which they are classified. The section, that follows, provides the project team's evaluation of the management and operations of the geographic District investigative units.

2. DISTRICT INVESTIGATIVE CASELOADS ARE IMPACTED BY THE DIFFERING NEEDS AND CONDITIONS AMONG THE DISTRICTS.

Each of the three Patrol District commands (West and South as one command) is staffed with a District Investigation Unit. The units are comprised of a Sergeant and a group of Detectives (a lateral position with Police Officer in the APD). The table, which follows, provides a summary of the current allocation of personnel:

| District | Sergeant | Detective (Police Officer) |
|-----------------|-----------------|---------------------------------------|
| East | 1 | 8 |
| North | 1 | 9 |
| South | 0 | 2 |
| West | 1 | 8 |
| Total | 3 | 27 |

Sergeants provide overall supervision for the units (note that South and West Districts operate as a single unified command in both patrol and investigations at this time) and Detectives conduct the follow-up investigations. Detectives are assigned one-per-beat (with the exception of the two “South” Detectives who are assigned to three beats between them due to the relatively light caseload generated by their Sector / District). The Detectives are assigned one-per-beat as a continuance of the geographic policing model as applied in patrol. The Police Department’s theory is that assigning a single Detective to a unique geographic area will make them more accountable for the activities that occur within it (including identification of patterns, identification of common suspects, etc.).

(1) The Staffing of District Investigative Units Should Be Reduced to Better Match Workload with Staff Resources.

The Police Department has taken the approach of assigning a Detective to each patrol beat. This is intended to increase the accountability of the Detectives and therefore enhance the service delivered to the community. While the approach to

assigning Detectives one-per-beat attempts to address accountability there are some major issues that arise from this approach:

- Beats are designed to smooth out the workload distribution for patrol operations. This does not necessarily result in equal distribution of workload for investigative follow-up as beat characteristics vary significantly – thereby generating widely varying workloads for follow-up investigations.
- The practical result of this has been documented by the project team – Detectives assigned to the Districts have widely varying workload depending on their beat assignment.
- This is further impacted by the approaches utilized by Detective Sergeants (discussed in a subsequent section) regarding case review and assignments.

There is not sufficient workload to justify the current staffing levels in the Districts.

The table, below, provides a “snapshot” of the caseloads that were handled by about one-half of the District investigators. These data were developed by conducting “desk audits” of a random sample of Detectives. It should be noted that in the desk audits, unlike case logs, a case is counted as “active” only if it had some work associated with it in the past 30 days.

Active Caseload Analysis Resulting from Desk Audits Conducted in February, 2003
District Investigations

| Section | Desk Audit Results |
|-----------------------|---------------------------|
| East District | 14 |
| East District | 7 |
| East District | 6 |
| East District | 28 |
| Average | 14.5 |
| North District | 14 |
| North District | 12 |
| North District | 9 |
| North District | 11 |
| Average | 11.5 |
| West / South District | 14 |
| West / South District | 13 |
| West / South District | 12 |
| West / South District | 9 |
| Average | 12.0 |

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| UNIT | Investigator | Clr. By Arrest | Admin. Clr. | Clr. Arrest - Juvi. | Closed - Other | Exception - Adult | Exception - Juvi. | Inactive | Unfounded | Total | Worked |
|--------------|--------------|----------------|-------------|---------------------|----------------|-------------------|-------------------|------------|------------|-------------|-------------|
| EAST | 0354 | | | | 3 | 1 | 1 | | | 5 | 2 |
| | 0733 | 47 | 12 | 20 | 955 | 74 | 6 | 108 | 44 | 1266 | 311 |
| | 0830 | 28 | 44 | 22 | 776 | 82 | 13 | 169 | 38 | 1172 | 396 |
| | 0836 | 42 | 42 | 14 | 472 | 88 | 5 | 49 | 66 | 778 | 306 |
| | 0867 | 35 | 16 | 33 | 878 | 38 | 13 | 89 | 41 | 1143 | 265 |
| | 0885 | 20 | 13 | 21 | 707 | 51 | 1 | 40 | 72 | 925 | 218 |
| | 1021 | 32 | 35 | 17 | 731 | 113 | 5 | 93 | 19 | 1045 | 314 |
| | 1023 | 34 | 7 | 14 | 676 | 71 | 6 | 40 | 16 | 864 | 188 |
| | 1069 | 55 | 48 | 23 | 626 | 113 | 26 | 54 | 19 | 964 | 338 |
| | 1187 | 44 | 14 | 26 | 596 | 77 | 15 | 22 | 28 | 822 | 226 |
| | Total | 337 | 231 | 190 | 6420 | 708 | 91 | 664 | 343 | 8984 | 2564 |
| NORTH | 0670 | 9 | 7 | 1 | 93 | 9 | | 3 | 4 | 126 | 33 |
| | 0734 | 105 | 15 | 17 | 513 | 138 | 1 | 91 | 6 | 886 | 373 |
| | 0779 | 78 | 21 | 23 | 855 | 99 | 15 | 62 | 56 | 1209 | 354 |
| | 1191 | 47 | 11 | 12 | 650 | 99 | 12 | 35 | 35 | 901 | 251 |
| | 1241 | 1 | 2 | 1 | 15 | 2 | | | 5 | 26 | 11 |
| | 1306 | 95 | 17 | 17 | 770 | 104 | 1 | 102 | 16 | 1122 | 352 |
| | 1353 | 69 | 29 | 10 | 722 | 116 | 4 | 82 | 63 | 1095 | 373 |
| | 1452 | 68 | 22 | 19 | 1106 | 113 | 5 | 45 | 26 | 1404 | 298 |
| | 1486 | 44 | 15 | 4 | 564 | 104 | 1 | 66 | 28 | 826 | 262 |
| | 1609 | 4 | | | | | | 1 | | 5 | 5 |
| | 1637 | 93 | 3 | 5 | 672 | 95 | 9 | 51 | 19 | 947 | 275 |
| | 1666 | | 1 | | | | | | | 1 | 1 |
| | 1695 | 69 | 12 | 8 | 1015 | 91 | 7 | 87 | 32 | 1321 | 306 |
| | Total | 682 | 155 | 117 | 6975 | 970 | 55 | 625 | 290 | 9869 | 2894 |

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| UNIT | Investigator | Clr. By Arrest | Admin. Clr. | Clr. Arrest - Juvi. | Closed - Other | Exception - Adult | Exception - Juvi. | Inactive | Unfounded | Total | Worked |
|-------------|--------------|----------------|-------------|---------------------|----------------|-------------------|-------------------|------------|------------|-------------|-------------|
| WEST | 0631 | 40 | 23 | 18 | 797 | 120 | 11 | 85 | 19 | 1113 | 316 |
| | 0723 | 59 | 27 | 10 | 696 | 152 | 17 | 65 | 68 | 1094 | 398 |
| | 0810 | 50 | 25 | 9 | 1225 | 182 | 11 | 68 | 59 | 1629 | 404 |
| | 1357 | 23 | 6 | 7 | 220 | 37 | 2 | 20 | 2 | 317 | 97 |
| | 1456 | 6 | 3 | 1 | 156 | 6 | 1 | 8 | 17 | 198 | 42 |
| | 1457 | 53 | 12 | 21 | 834 | 45 | 4 | 55 | 7 | 1031 | 197 |
| | 1528 | 154 | 21 | 43 | 1124 | 238 | 6 | 55 | 77 | 1718 | 594 |
| | 1584 | 11 | 1 | 17 | 39 | 8 | 1 | 7 | 2 | 86 | 47 |
| | 1596 | 55 | 48 | 12 | 1071 | 148 | 24 | 47 | 48 | 1453 | 382 |
| | 1599 | 7 | 2 | 33 | 2 | 11 | 3 | 1 | 4 | 63 | 61 |
| | 1685 | 19 | 4 | 6 | 666 | 82 | 16 | 10 | 20 | 823 | 157 |
| | Total | 477 | 172 | 177 | 6830 | 1029 | 96 | 421 | 323 | 9525 | 2695 |

The project team also documented the total cases assigned to each Detective in the Districts (capturing the total caseload for 2002 – shown on the preceding pages). The average number of assigned cases per month (assuming 27 Detectives) is approximately 25.2 (this is derived by dividing the total cases worked – 8,153 – and dividing them by 12 months and 27 Detectives – the current complement). If this number is inflated by 2.8% (if cases grow commensurate with expected call for service growth) the figure increases to 25.9 cases per investigator per month (at 27 Detectives).

The desk audits show that active caseloads are significantly below the level of assigned cases. This is a reasonable finding for several reasons:

- There may be some seasonality to caseloads and the desk audits were conducted during traditionally “slower” months. However, this is not the case in Arlington. The table, below, shows the distribution of cases assigned to the three Districts per month. These data, which show cases with A,B and C solvability factors (the Department typically works all A and B solvability cases and reviews all C cases for potential patterns or similarities to cases with more leads) show that there is little seasonal variation in caseload distribution. In the East District for example, these data show that monthly caseloads would range from 21.5 to 32.4 – or caseloads of between 11 and 16 cases. The variance between the busiest and least busy Beat in any month is greater than this variance.

| | East | North | West |
|--------------|--------------|--------------|--------------|
| | % | % | % |
| Month | Cases | Cases | Cases |
| 1 | 9.0% | 7.8% | 8.6% |
| 2 | 7.8% | 7.2% | 7.1% |
| 3 | 7.6% | 8.4% | 7.2% |
| 4 | 8.2% | 8.0% | 8.6% |
| 5 | 8.5% | 8.2% | 8.1% |
| 6 | 8.1% | 8.1% | 7.9% |
| 7 | 10.0% | 9.7% | 9.1% |
| 8 | 8.2% | 8.5% | 8.3% |
| 9 | 7.8% | 8.4% | 8.7% |
| 10 | 10.1% | 10.1% | 9.1% |
| 11 | 6.7% | 7.6% | 7.1% |
| 12 | 8.1% | 8.0% | 10.2% |
| Total | 100.0% | 100.0% | 100.0% |

- Cases are assigned randomly through the month as they occur – not in a lump of 25.2 cases at once.
- Cases are worked as they are received and some cases will be completed even as new cases are assigned. It is therefore reasonable to expect that the number of active cases will be much lower than the total number of cases assigned in a given month. A review of available caseload data shows that cases are worked in an average of 16 calendar days in the Districts (and slightly longer in the CID units given the typically more serious nature of the cases assigned).

Given these findings, the project team believes that the Desk Audits are a reasonable estimate of the average active caseloads for a generalist Detective (such as those in the Districts). Even in the busiest months of the year, the average active caseload would only increase by only 4 – 6 cases (on average). This is not to say that certain Beats would see a higher swing. Next, the project team compares these average caseloads to Matrix Consulting Group's targeted 'best practices' for generalist investigators and computes the staffing levels that would be required to meet these workload to investigator standards:

| District | Current Average Caseloads | Current Detective Staffing | Estimated Active Cases | Target (Low) | Target (High) |
|--------------|---------------------------|----------------------------|------------------------|-----------------|-----------------------------------|
| East | 14.5 | 8 | 116 | 15 | 25 |
| North | 11.5 | 9 | 104 | 15 | 25 |
| South / West | 12.0 | 10 | 120 | 15 | 25 |
| | | | | | |
| District | Detectives Required (Low) | Detectives Required (High) | Variance (Low) | Variance (High) | Target Variance @ 15 Active Cases |
| East | 8 | 5 | - | (3) | - |
| North | 7 | 4 | (2) | (5) | (2) |
| South / West | 8 | 5 | (2) | (5) | (2) |

This analysis shows that to bring the District investigative units into line with a reasonable workload standard (approximately 15 active cases per Detective at any given time – an appropriate range given the community policing goals of the City and the Department) that the Police Department should reduce staffing by 4 Detectives

(broken down as two North and two in the West / South combined command). The cost savings from making this change would be approximately \$276,000 per year in salaries and benefits from eliminating these 4 positions.

This change would also require the Police Department to re-examine the way in which District Detectives are assigned. With these reduced staffing levels, it would not be possible to assign a Detective-per-Beat as is now the practice. This shift would require that the Police Department to take at least some of the following steps:

- Remove Detective from single Beat assignments.
- Consider alternatives to the current approach including teams of Detectives assigned to Sectors or other geographic breakdowns of the Districts.
- Place cases into a pool that can be assigned to any Detective in the unit.
- More directly involve Sergeants in reviewing cases, tracking active caseloads and making case assignments to Detectives.

The Police Department should reduce Detective staffing to better match staffing to workload. Prior to implementation the Department should also consider civilianization in these units. This issue is explored in the following section.

(2) Reallocation of Certain Cases and Utilization of Civilian Investigative Staff Will Enhance the Efficiency of District Operations.

The project team has recommended the reduction of District Investigative staffing by four positions to bring the staffing into line with best practices standards for generalist investigators. This section considers alternatives that are available to the Department, including shifting workload from other units into the Districts and the feasibility of utilizing professional (civilian) staff in investigative support roles.

The project team has identified a source for additional workload to be handled by District Detectives: reassignment of cases that are currently the responsibility of the

Economic Crimes and Hit and Run units. Currently, many fraud and forgery cases are not being intensively worked because of the recent emphasis on computer and identity theft crimes. Reassigning these cases to District investigators could result in approximately 16 additional cases per month being reassigned to them (resulting in approximately 8 additional active cases at any given time). When these are added to the existing average active caseload, the staffing calculation results in the following (using the same best practice of between 15 and 25 active cases per investigative position):

| District | Current Average Caseloads | Current Detective Staffing | Estimated Active Cases | Target (Low) | Target (High) |
|--------------|---------------------------|----------------------------|------------------------|-----------------|-----------------------------------|
| East | 14.5 | 8 | 127 | 15 | 25 |
| North | 11.5 | 9 | 111 | 15 | 25 |
| South / West | 12.0 | 10 | 129 | 15 | 25 |
| | | | | | |
| District | Detectives Required (Low) | Detectives Required (High) | Variance (Low) | Variance (High) | Target Variance @ 15 Active Cases |
| East | 9 | 5 | 1 | (3) | 1 |
| North | 7 | 5 | (1) | (4) | (1) |
| South / West | 9 | 5 | (1) | (5) | (1) |

Making this administrative decision (to shift cases from the Economic Crimes unit) would result in a net reduction of one position (as allocated above) rather than the four calculated in the preceding section.

Finally, the project team also believes that the Districts should make use of professional staff positions to enhance the efficiency of the units. This is already common practice in the APD's central investigative units. The project team anticipates that the roles of the support staff would be as follows:

- Review case files and obtain missing information.
- Contact witnesses to arrange for interviews to obtain statements.

- Contact financial and other institutions for follow-up information.
- Conduct criminal background and other key records checks.
- Interview witnesses and other persons who may have relevant information.
- Respond to crime scenes to assist with directing the collection of evidence and the interviewing of witnesses and victims at the scene.

As with the PSA's assigned to the central investigative units, the project team has assumed that these personnel would have the full range of responsibilities – except that they cannot participate in the arrest of a potential suspect. The Department could assign two paraprofessionals per District. The resulting staffing in each unit would be as follows:

| District | Sergeant | Detective | Professional (PSA) | Total |
|-----------------------|-----------------|--------------------|---------------------------|--------------------|
| East | 1 | 7 | 2 | 9 |
| North | 1 | 5 | 2 | 7 |
| West / South | 1 | 7 | 2 | 9 |
| Total | 3 | 19 | 6 | 25 |
| Current | 3 | 27 | 0 | 27 |
| Variance | 0 | (8) | +6 | (2) |
| Position Cost | n/a | \$69,000 | \$60,000 | n/a |
| Cost / Savings | \$0 | (\$552,000) | \$360,000 | (\$192,000) |

This would result in a total complement of 25 line positions assigned to District investigations (versus the current 27 positions that are currently assigned) with the breakdown shown in the table, above. The resulting savings is shown on the last line of that table.

Recommendation: Reduce Detective staffing by eight positions. Add six professional positions (PSA's) to the units. Make the other changes to the allocation of cases as described, above. This would result in annual savings of approximately \$192,000.

(3) The Management of the District Investigative Process Can Be Improved by Increasing the Involvement of Detective Sergeants.

The changes recommended by the project team in the preceding section will require that the Police Department rethink the way in which District Investigations are organized and supervised. The following points summarize our key observations, findings and relevant recommendations from preceding sections:

- The project team found that District Detective Sergeants are inconsistently involved at the “front end” of the process. This means that Detectives often self-screen and self-assign their cases (after the automated systems assign them to the unit as a potential case to be worked).
- Caseload management approaches by District investigative supervisors has contributed to the wide disparity in Detective caseloads observed in all three commands.
- The continued reliance on beats as the sole driver of caseload assignments for Detectives would result in a continued disparity in workload among Detectives.
- The project team’s recommendations regarding the staffing of the investigative units will not allow the Department to continue with the practice of one-Detective / one-Beat. This will have to be modified so that workload can be assigned.

The project team makes the following recommendations for enhancing the assignment and management of cases in the Districts:

- Discontinue the practice of assigning Investigators to a specific beat.
- Assign Detectives and PSA’s to Sector teams.
- Generally assign workload to the team within the Sector. The Sergeants should take a more active role to ensure that caseloads are remaining consistent among the various investigative staff. Potential steps to be considered should include:
 - Assigning cases from one Sector to the team from another Sector.
 - Assigning cases from a “pool” list of cases to balance workload – for example, assign Hit and Run cases to the various teams in an effort to balance workload.

- Temporarily shift personnel from one Sector to another (this will be most useful in areas where annual and cyclical workload increases may occur).
- Detective Sergeants need to take a more active role in all aspects of case management. These steps need to include the following:
 - Reviewing cases when they are initially assigned to the unit.
 - Participating in the decision making process regarding cases to be worked.
 - Making specific assignments of cases to Detective based on their abilities, interests, etc.
 - Making specific assignments of cases from the “pool” cases (such as Hit and Runs) in order to balance workload.
 - Participating in mid-case reviews with each Detective / PSA on a rotating basis. This would include meeting with the team assigned to each Sector at least once per week to review active and recently closed cases, to review steps taken, to offer critique of choices made by the team, to suggest additional follow-up opportunities, etc.

Recommendation: Increase the accountability and involvement of District Detective Sergeants by requiring them to be more involved in the early and intermediate phases of investigations. Assign Detectives / PSA’s to teams for each of the Sector with primary responsibility for cases in those areas. Furthermore, make the recommended changes to the allocation of cases by moving more cases to a “pool” which can be assigned to any Detective in the District to improve workload distribution and to enhance the way in which all cases are worked. The systems to perform these steps are already in place and would require little or no modification to make the necessary changes.

3. AN ANALYSIS OF CENTRAL INVESTIGATIVE FUNCTIONS (CAPERS, AUTO THEFT AND ECONOMIC CRIMES) INDICATES THAT CASELOADS FOR SEVERAL UNITS ARE LOW.

It is more difficult to evaluate the staffing levels required by central criminal investigations in Arlington because, unlike District investigations, subjective and qualitative determinants of mostly lower but more specialized workloads and work practices are important. In District investigations, workloads can be characterized broadly by the following factors:

- Higher volume and faster turnaround cases.
- Case work in most District investigations is oriented not toward solution of a complex case with high community impacts, but typically are relatively simple property crime cases.
- Cases, especially property crime cases, have a low solvability potential. Many District cases have little to do on and are essentially administratively inactivated. In special unit cases, for example in person crimes, the solvability is typically much higher.

As with District investigations, however, central unit investigative staffing requirements need to be examined from a variety of perspectives in order to obtain an overall portrait of staffing issues, case handling issues and philosophies having an impact on staffing needs. The perspectives we employed in our study of investigative staffing include the following:

- We reviewed case management practices and case assignment criteria through interviews with managers and unit supervisors.
- We conducted "snapshot" case or desk audits with about one-half of detectives in central investigations units to arrive at a comprehensive understanding of current caseload including:
 - The number of open cases assigned to each detective.
 - The net active caseload of each detective from the perspective of those cases which had been worked over the past 30-day period.
 - The estimated level of effort by each investigator over the life of the case and, specifically, over the past 30 days.
 - An estimate of case prospects in terms of solvability potential.
- The project team compared desk audit results with monthly case assignment trends on a detective and unit basis.

The subsections, which follow, describe the analysis conducted by the project team as well as its conclusions and recommendations.

(1) Unit Supervisors in Investigations Passively Screen and Monitor Cases.

The system for following-up cases assigned to central detectives in Arlington is not one which most departments with effective case management systems utilize. Typically, at each step after an initial report is taken in the field, an assessment is made regarding how a case should be worked. These assessments are made by the responding patrol officer, the field supervisor, and the investigative supervisor. Recommendations at each step are made regarding whether follow-up is warranted, whether follow-up should be conducted by patrol, or whether the case should be referred to a detective.

In Arlington, incidents are not initially reviewed by patrol supervisors to determine next steps, the records management system essentially sorts and assigns cases automatically. In central investigative units, supervisors are making detective assignments but typically this is accomplished without definitive data on detective case loads, backlogs, experience, etc. In Arlington, the detective usually does not coordinate any post-incident activities with patrol. Cases are reviewed by a supervisor for assignment or inactivation, but this is generally informally accomplished and not on a regular or periodic basis.

As a result of this, the investigative process in Arlington is not consistently and comprehensively managed. The project team's review of the Department's case system shows it to be ineffective. A more effective approach would be characterized as follows:

- Patrol supervisors would make an initial determination and recommendation regarding follow-up by an appropriate party – field civilian, field police officer, District investigator or central investigator.
- Cases would be assigned to specific investigators based on use of the RMS or other case tracking system based on existing caseloads, backlogs or other

factors.

- Cases would be reviewed at an initial period, for example, 10 days, with appropriate follow-up reviews as appropriate to the type and specific case.
- Decisions about continuing a case or administratively inactivating it should be made through a specific review involving both the supervisor and assigned detective.
- In all cases, a system of follow-up with the public needs to be developed so that they know the status of the case and things which they need to do if more information is required.

Through improved use of the investigative management module of the records management system and different use of patrol and investigative supervisor time detective caseloads will be better managed and the public's knowledge of cases improved.

Recommendation: Make the caseload management processes of central as well as District investigators more effective. This will require increased involvement by unit Supervisors both at the outset and during the middle of the investigative process.

(2) On the Basis of Case Assignment Levels and the Results of Desk Audits, Most Central Detective Caseloads in the Arlington Police Department Are Within Targeted Ranges.

The project team has conducted a comprehensive analysis of the caseloads of detectives in the Arlington Police Department through two methods – first of all, a case assignment trends was accomplished through the automated system; secondly, a “desk audit” was conducted in which about one-half of detectives were interviewed and the characteristics of cases were examined. Taken together, these methods assess caseload levels over a long period of time (a year) and through an intensive approach (desk audits).

The table, below, summarizes the results of the desk audits performed by the project team on the three 'reactive' case handling units in Central Investigations. The table compares the result of the desk audit with benchmark targets utilized by the project team. The targets are the result of our previous work with law enforcement agencies – they represent workable targets for investigators in systems with stringent case management processes.

Results of the Desk Audits Performed Among Central Detectives
Arlington Police Department

| Unit | Desk Audit Average | Benchmark |
|------------------------|--------------------|-----------|
| Crimes Against Persons | 10 | 8 – 12 |
| Auto Theft | 11 | 20 - 25 |
| Economic Crimes | 5 | 10 – 15 |

The extended exhibit, which follows this page, provides the results of the review of the comprehensive case logs for central investigators. Following the exhibit, the results of this analysis in summarized:

CITY OF ARLINGTON, TEXAS
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| ASSIGNMENT | Investigator | Clr. By Arrest | Admin. Clr. | Clr. Arrest - Juv. | Closed - Other | Exception - Adult | Exception - Juv. | Inactive | Unfounded | Total |
|-------------------------------|--------------|----------------|-------------|--------------------|----------------|-------------------|------------------|------------|------------|--------------|
| AUTO THEFT UNIT | 0584 | 75 | - | 7 | 14 | 35 | 1 | 78 | 86 | 296 |
| | 0705 | 1 | - | - | - | - | - | - | - | 1 |
| | 0747 | 19 | - | - | 40 | 16 | - | 36 | 9 | 120 |
| | 0841 | 67 | - | 1 | 19 | 21 | - | 59 | 87 | 254 |
| | 0895 | 4 | - | - | 49 | 12 | 1 | 8 | 31 | 105 |
| | 1191 | - | - | - | - | 1 | - | - | - | 1 |
| | 1355 | 75 | - | 9 | 108 | 40 | - | 63 | 93 | 388 |
| | 1799 | 38 | - | - | 1 | 129 | 1 | 24 | 72 | 265 |
| | 1878 | - | - | 1 | - | - | - | - | - | 1 |
| | 1945 | 10 | - | - | - | 41 | - | 4 | 18 | 73 |
| | 9623 | - | 1 | - | - | - | - | - | - | 1 |
| | 9632 | 2 | - | - | 29 | 68 | 1 | 18 | 48 | 166 |
| | 9672 | - | - | - | 1 | 37 | - | 28 | 27 | 93 |
| | AT | 8 | - | - | 1,636 | 16 | - | 69 | 90 | 1,819 |
| | Total | 299 | 1 | 18 | 1,897 | 416 | 4 | 387 | 561 | 3,583 |
| CRIMES AGAINST PERSONS | 0326 | - | 1 | - | - | - | - | - | - | 1 |
| | 0397 | 31 | 12 | 1 | - | 8 | - | 86 | 7 | 145 |
| | 0597 | 12 | 18 | - | - | 10 | - | 56 | 6 | 102 |
| | 0743 | 27 | 13 | - | - | 9 | - | 99 | - | 148 |
| | 0860 | 49 | 24 | - | - | 20 | - | 95 | 8 | 196 |
| | 1076 | - | - | - | - | 1 | - | - | - | 1 |
| | 1312 | 1 | - | - | - | - | - | - | - | 1 |
| | 1362 | 32 | 18 | 1 | - | 12 | - | 91 | 2 | 156 |
| | 1400 | - | - | 1 | - | - | - | - | - | 1 |
| | 1666 | 36 | 491 | - | 4 | 4 | - | 40 | 9 | 584 |
| | 9623 | - | 166 | - | 19 | - | - | - | - | 185 |
| | Total | 188 | 743 | 3 | 23 | 64 | - | 467 | 32 | 1,520 |

CITY OF ARLINGTON, TEXAS
Management Study of the Police Department

| ASSIGNMENT | Investigator | Clr. By Arrest | Admin. Clr. | Clr. Arrest - Juvi. | Closed - Other | Exception - Adult | Exception - Juvi. | Inactive | Unfounded | Total |
|------------|--------------|----------------|-------------|---------------------|----------------|-------------------|-------------------|--------------|-----------|--------------|
| FORGERY | 0733 | - | - | - | - | 1 | - | - | - | 1 |
| | 0759 | 44 | 3 | - | 5 | 8 | - | - | 1 | 61 |
| | 0887 | 1 | - | - | - | - | - | - | - | 1 |
| | 1179 | - | - | - | 1 | 2 | - | 6 | - | 9 |
| | 1245 | 38 | - | - | - | 27 | - | 11 | - | 76 |
| | 1382 | 67 | - | - | - | 20 | - | 12 | 5 | 104 |
| | 1537 | 67 | - | - | 3 | 17 | - | - | 6 | 93 |
| | 1540 | 47 | - | - | 2 | 21 | 1 | 2 | - | 73 |
| | 1738 | - | 1 | - | 8 | 10 | - | 2,102 | 7 | 2,128 |
| | 2127 | - | - | - | - | 1 | - | - | - | 1 |
| | EC | 1 | 1 | - | 24 | 1 | - | 17 | - | 44 |
| | Total | 265 | 5 | - | 43 | 108 | 1 | 2,150 | 19 | 2,591 |

There are a number of issues associated with the investigative function in the APD. These are described, in detail, below:

- There is great variation in caseload levels in the Arlington Police Department – by a factor of more than 2:1.
- A moderately high proportion of cases were assigned over 30 days ago, indicating low case turnover. For most detectives, over one-third of cases were assigned more than 30 days ago.
- On the other hand, when cases were examined, in detail, through the desk audits, many assigned cases can be viewed as “inactive”, though not formally “suspended”. In this analysis, the project team took the view that a case which had received no activity in the prior month or so was essentially inactive or treated as suspended by the detective.
- In spite of this, the number of active cases for detectives in the APD are within the benchmark that many departments with effective case management systems have established. Research results and comparative active caseload targets for investigators in many departments average:
 - Person crimes – about 10 active cases.
 - Economic crimes – about 5 active cases.
 - Auto theft – about 12 cases per detective.

Comparing these findings to Arlington provides the result that while person crime detectives are within the target range, most economic crime and auto theft investigators are significantly below these targets. As with the District investigative units, the project team examined the impact of seasonality on investigative caseloads. The table, that follows, shows the A,B and C solvability cases during the 2002 calendar year.

| | CAPERS | Domestics | Ec. Cr. | Gangs | Jail | Juvenile | Narco. | Vice |
|--------------|----------------|------------------|----------------|--------------|--------------|-----------------|---------------|--------------|
| | | | % | % | % | % | % | % |
| Month | % Cases | % Cases | Cases | Cases | Cases | Cases | Cases | Cases |
| 1 | 9.0% | 8.3% | 10.7% | 11.1% | 17.1% | 8.3% | 7.1% | 1.1% |
| 2 | 7.0% | 6.8% | 7.9% | 8.0% | 11.6% | 9.1% | 8.0% | 12.0% |
| 3 | 7.6% | 6.9% | 13.2% | 5.3% | 11.5% | 8.7% | 6.4% | 9.8% |
| 4 | 9.3% | 8.0% | 9.5% | 6.1% | 13.3% | 11.3% | 9.1% | 10.9% |
| 5 | 9.0% | 7.2% | 8.2% | 14.7% | 17.6% | 9.0% | 8.3% | 10.9% |
| 6 | 7.7% | 6.7% | 6.3% | 5.8% | 15.8% | 7.2% | 7.6% | 9.2% |
| 7 | 10.1% | 7.4% | 8.5% | 5.3% | 2.6% | 7.6% | 11.5% | 13.0% |
| 8 | 8.8% | 8.1% | 11.6% | 10.5% | 0.8% | 6.4% | 9.1% | 5.4% |
| 9 | 8.1% | 12.7% | 8.7% | 3.9% | 1.7% | 7.8% | 7.3% | 8.7% |
| 10 | 8.7% | 14.8% | 6.3% | 16.3% | 1.5% | 9.7% | 7.7% | 10.9% |
| 11 | 6.9% | 6.0% | 4.5% | 5.8% | 1.2% | 8.7% | 9.3% | 7.1% |
| 12 | 7.8% | 7.0% | 4.6% | 7.2% | 5.1% | 6.3% | 8.6% | 1.1% |
| Total | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% |

Note that the monthly swings in these cases are more pronounced (generally) than those observed in the District caseloads in previous sections of this chapter. In some cases (Vice for example) the cases are entirely proactive on the part of the Police Department. There is no common pattern to the increases and declines in caseload – this suggests that these patterns are basically random and are not driven by outside seasonal factors.

(1) Crimes Against Persons (CAPERS).

The analysis of the Central Investigation's Crimes Against Persons (CAPERS) unit has shown it to be within the targeted range of caseloads – both in terms of case assignment patterns (18 new cases per month) as well as the results of the desk audits (averaging 10). It should also be pointed out that this unit effectively utilizes non-sworn personnel, not only to provide investigative support but also handling cases.

Recommendation: No change is recommended for this unit.

(2) Economic Crimes.

In Arlington, Economic Crimes Unit caseloads have been impacted by recent emphasis on computer crimes, which is more time intensive than traditional fraud cases. In addition, the Unit provides assistance to detectives inside and outside of the Department. This has impacted the Unit in two ways – it has kept average caseloads well below the targeted range for this type of investigation; and it has resulted in many more traditional fraud, forgery and check cases being unassigned or inactivated rather than intensively worked. Caseloads have also been impacted by the amount of time dedicated to obtaining certification in computer forensics. The City and Department should consider the following:

- Utilize district investigators to handle minor / traditional fraud / forgery cases. Analysis presented earlier in this report has shown that District detectives have the capacity and training for this kind of case.
- Alternatively, pursue the creation of a regional computer crimes task force which would result in shared staff and costs for this type of investigation.

Recommendation: Transfer ‘traditional’ economic crimes – forgeries, fraud and check cases– to District investigators.

(3) Auto Theft.

In auto theft, both the desk audits plus the review of case assignment trends over the past year indicated that this unit has below target case loads. This issue has several perspectives, including:

- The regional task force has assumed responsibility for much of the area’s more proactive investigative activities.
- Civilian investigators or investigative aides have taken responsibility for much of the more mundane activities associated with administrative searches, etc.
- Cases appear to have declined over a longer period.

- Staff have been assigned here on a temporary basis, impacting overall caseload levels.

As a result of these factors, the City and the Department should consider the reduction of one detective position (to three) and the upgrading of the part time Office Assistant to full time. Cases which are appropriate to decentralize to District investigators should be done so until caseloads in the central unit increase to 20.

Recommendation: Transfer selected auto theft cases to District investigators, as appropriate (e.g., auto burglaries); reduce auto theft detectives by one, but increase the hours of the Office Assistant to full time. The net cost differential associated with this change is about \$10,000. Caseloads for sworn investigators should increase to about 20 because of these changes.

4. THE DOMESTIC CRIMES UNIT HAS WORKLOAD THAT EXCEEDS THE PERSONNEL RESOURCE AVAILABLE WHEN COMPARED TO WORKLOAD RANGES OF OTHER AGENCIES.

The Domestic Crimes Unit of one supervisor and seven (7) core investigators, one civilian investigator and two investigative aides is responsible for the follow-up investigation of all domestic assaults involving victims seventeen years of age or older, and responsibility for the investigation of all sexual assaults (17 and over), and the maintenance of sexual registrant files.

For reactive investigative functions there is no single quantitative approach that can be employed to evaluate investigative workload and staffing requirements. Instead, we apply a series of broad indicators to determine the extent to which “core” investigative staffing and general workload in the unit compares to ranges observed in other agencies in which we have worked, to determine if the investigative unit is “out-of-range” as measured by those indicators. For the Domestic Unit the most significant measure is that investigators carry a working case load of 8 to 12 per month following

the application of appropriate case management solvability factors and subsequent case assignment.

Using workload information from the “Monthly Program Report” for fiscal year 2001 / 2002, each month “26” new case assignments were made for each of the 8 core investigators, (Civilian investigator included):

| Year | Total “A” and “B” Cases Referred by the Unit Supervisor to Unit Investigators | Monthly Case Load for Each of the Core Investigators |
|-------------|---|--|
| 2001 / 2002 | 2,524 | 26 |

Investigator desk audits to determine the number of “open cases” carried by individual investigators disclosed that on average investigators were carrying an open caseload of “15” which is above of the 8 to 12 workload range.

Clearance rates generated by the Domestic Unit for the period, January 02 through December 02, (11 months) was 82.8% which is within the 75 % to 85% clearance rate range for domestic related offenses.

By increasing the investigative personnel resource by “1” (sworn or civilian) the monthly case assignment would reside at 23 (from 26) and the monthly open case assignment would reside at 13 (from 15) slightly above reactive investigative norms for units investigating domestic (persons) crime.

In addition to the core investigators, one civilian is dedicated to case follow-up, one Unit investigator is responsible for the sexual registrant program (managing 316 persons required to registered with the Department as a condition of parole for sex related offenses). 276 require annual registration and 39 require registration every ninety days.

Recommendation: Add a sworn investigator to handle workload in this Unit. The cost of this recommendation would be approximately \$70,000 per year.

5. THE JUVENILE UNIT IS REACHING A POINT THAT AN ADDITIONAL INVESTIGATOR MIGHT BE REQUIRED SHOULD THE WORKLOAD VOLUME INCREASE.

The Juvenile Unit of one supervisor and six officers is divided into two teams and responsible for the investigation of incidents involving juveniles sixteen (16) years and below, either as a “victim” or as a “responsible”. One team employs two officers for the required follow-up for juvenile offenders, filing felony cases and family violence and assault cases when the responsible is a juvenile. The remaining officer for this team provides follow-up investigation for missing and runaway juveniles. The other team of three officers work at the multi-disciplinary interview center for juvenile victims of sexual or physical abuse.

As with the Domestic Unit reactive investigative functions are evaluated by a series of broad indicators to determine the extent to which core investigative staffing and general workload compares to ranges observed in other agencies and the degree to which the Unit is significantly “out of range”. For the juvenile unit the most significant comparative range measure is that investigators carry a working case load of 8 to 10 per month following the application of case management practices and assignment by the Unit supervisor. Using Unit workload information from Unit Monthly Program Reports for Fiscal Year 2001-02, the Unit supervisor assigned a monthly average of 17 new cases to five of the six Unit investigators:

| Year | Total “A” and “B” Cases Referred by the Unit Supervisor to Unit Investigators | Monthly Case Load for Each of the Core Investigators |
|-------------|---|--|
| 2001 / 2002 | 1,039 | 17 |

The sixth investigator is assigned missing and runaway juvenile incidents, and processes and tracks approximately 1,300 incidents annually.

Desk audits disclose that on average, using the case 'acceptance / rejection rate' report, January through December 2002, core juvenile investigators carried an average of 11 open cases monthly. This is at the upper range of the investigative workload range of 8 to 12 for juvenile units.

Unit personnel are appropriately assigned between "Juvenile Offenders" and "Juvenile Victims of Sexual and Physical Abuse", and "Missing Runaway Juveniles".

Recommendation: Although at the high end of the workload range, the Juvenile Unit is adequately staffed for now. Case assignment and case loads should be monitored in the future to determine when an increase is warranted.

6. ALTHOUGH THE GANG UNIT HAS NOT HAD A HIGH VOLUME OF ACTIVITY, IN THE LAST SIX MONTHS GANG RELATED ACTIVITY HAS INCREASED SUGGESTING THAT THE UNIT REMAIN UNCHANGED UNTIL MORE DEFINED LONG TERM TRENDS CAN BE EVALUATED.

The Gang Unit of one supervisor and five officers is a uniformed proactive (25%) and reactive investigative (75%) unit to address incidents involving gang related activity in the City. The unit provides follow-up investigation of all incidents of criminal activity involving gangs. The Unit provides dual officer coverage Tuesday through Saturday, 1:00 P.M. through 11:00 P.M. The Unit additionally has a sixth officer who is assigned to the FBI Terrorism Task Force. This officer is not a resource to the Unit.

Unit ancillary duties include:

- Liaison with and presence at middle and high schools.
- Support and coordination with Department School Resource Officers.
- Community Presentation pertaining to gangs generally and local gangs specifically.
- Support in a uniformed capacity to Central Investigations for search warrants and arrests.

Allocation of staff resources to proactive gang enforcement is a policy decision. There is no formula to evaluate pro-active gang enforcement nor to determine the level of staff resources a community should allocate to the function. However, the Unit supervisor estimates that 25% of Unit time is in this proactive capacity.

Gang activity in Arlington for the first six months of fiscal 2002 / 2003 has increased significantly as compared to the first six months of fiscal 2001 / 2002. The following tables display the workload increase for the Gang Unit.

Gang Activity Fiscal 2001 / 2002

| Activity | 1st Qtr. | 2nd Qtr. | 3rd Qtr. | 4th Qtr. | Total |
|-----------------------------------|----------------------------|----------------------------|----------------------------|----------------------------|--------------|
| Gang Related Arrests | 39 | 20 | 37 | 34 | 130 |
| Gang Cases Referred for Follow-up | 57 | 57 | 102 | 70 | 286 |
| Community Program Presentations | 21 | 19 | 18 | 16 | 74 |
| Gang Related Drive-By Shootings | 3 | 2 | 5 | 11 | 16 |

As displayed in the previous table, 286 gang related cases were referred to the Unit for follow-up investigation. For this twelve month period each of the five gang Unit officers had a monthly caseload average of five (5) .

- The Industry norm for Gang Related Incidents is 10 – 15 cases per month.
- The Gang Unit spends 75% of available time on case follow-up.

The five officers assigned to the Unit have a monthly case load of five cases per month. The industry range for gang related case investigations is 10 - 15 cases per month. Unit investigative active is well below the range. Time spent on investigations estimate by the Unit supervisor is 75%. However, in recent months, this activity appears to be increasing as shown in the table below.

Gang Activity for the First Six Months of 2002 /2003

| Activity | 1st Qtr. | 2nd Qtr. | Total to Date | Total to Date 01 /02 | % Diff. 01 / 02 02 / 03 |
|---|----------------------------|----------------------------|----------------------|-----------------------------|--------------------------------|
| Gang Related Arrests | 39 | 44 | 83 | 59 | +29% |
| Gang Related Cases Referred to the Unit for Follow-up | 108 | 114 | 222 | 114 | +49% |
| Community Program Presentations | 19 | 11 | 39 | 49 | -25% |
| Gang Related Drive-By Shootings | 5 | 10 | 15 | 5 | +66% |

The previous table displays that there have been significant Unit Activity Increases for the past six months.

- Arrests 29%
- Cases 49%
- Shootings 66%

Increases in gang related activity for the last two quarters has been an historical trend as conveyed by Gang Unit personnel. If trends displayed in fiscal year 2001 / 2002 are consistent with 2002 / 2003 gang activity will increase significantly. Caseload activity for Unit personnel will increase from 5 cases per month to 9 cases per month. Unit personnel will continue to reside at the low end of the industry norm for workload range.

The Unit is uniquely positioned to provide expanded uniformed support to the Department or absorb some of the tasks associated with the Homeland Security effort or intelligence activities, for example. The resource and associated time available predicated on increased Unit activity should be closely monitored by the Section Lieutenant for an expanded or alternative role.

Recommendation: That the Gang Unit remain at its authorized strength with close administrative oversight to monitor Unit activity to assure that the resources committed provide the intended service to the Department and community.

7. AVAILABLE UNIT WORKLOAD AND TRENDS ASSOCIATED WITH NARCOTIC TRAFFICKING DISPLAY SUFFICIENT RESOURCES TO MEET COMMUNITY AND DEPARTMENT GOALS.

The Narcotics Unit, with two seven person teams, day and night, functions as a component of the Tarrant & Ellis county federally funded regional narcotics task force which is divided into four sectors, one of which is the City of Arlington. The taskforce provides compensation for two of the fourteen officers assigned to the Unit. Additionally, the taskforce provides all but three of the Units vehicles.

The taskforce affiliation is not only cost effective but also promotes Unit activities on two levels, mid to upper level to meet taskforce objectives, and street level in response to requests for District support for community narcotic complaints. The Unit gives priority to District requests for service.

The Unit also provides three officers to support two Federal taskforces. Two assigned to the High Intensity Drug Trafficking (HIDTA) and the other to the Drug Enforcement Administration (DEA).

(1) Independent of Any Industry Norms to Assess the Level of Resources Suggested for a Narcotics Unit. This Unit Is Productive and Incidents of Narcotic Offenses Appear to Be Level for the Previous Five Years.

There is no formula to evaluate proactive narcotics enforcement not to determine the level of staff resources a community should allocate to this function. Allocation of staff resources to “narcotic enforcement” is a policy decision.

Narcotic Activity for 2001 / 2002

| Activity | Result |
|---|-----------------|
| Narcotic Complaints Received | 417 |
| Narcotic Complaints Assigned | 418 |
| Narcotic Complaints Cleared | 334 |
| Narcotic Unit Arrests | 274 |
| Narcotic Arrests by Patrol | 601 |
| Number of Labs Seized (methamphetamine) | 7 |
| Number of Purchases / Seizures | 954 |
| Seizure Street Value | \$ 2,776,897.54 |
| Forfeiture Actions Initiated | 66 |
| Value of Property Seized | \$ 174,447.77 |

Department Narcotic Violations Over Time

| Year | Total Violations for the Year | Monthly Average for the Year |
|-------------|--------------------------------------|-------------------------------------|
| 1998 | 1307 | 109 |
| 1999 | 1307 | 109 |
| 2000 | 1236 | 103 |
| 2001 | 1004 | 84 |
| 2002 | 1374 | 115 |

As displayed in the preceding chart, narcotic violations, for the Department have been fairly stable for the past five years.

(2) The Unit Is Focused and Well Managed.

- Supervisory spans of control are appropriate with one supervisor and seven officers per team. Best Practices suggest a span of control of 1: 6-9.
- Personnel are assigned to the Unit for three years with an option for a one year extension. Rotation out of the Unit is mandatory.
- The Unit maintains interaction and coordinates activities with local, state, and federal agencies.
- Internal systems provide for clear accountability and tracking of money and drugs used / collected.
- The Unit has clearly defined mission that focuses on both street level as well as large-scale interdiction.
- Internal systems are in place to measure performance and accountability.

Recommendation: That no modification be made to the Narcotics Unit.

8. **VICE UNIT PRODUCTIVITY LEVELS OF INDIVIDUAL OFFICERS AND UNIT ARRESTS DISPLAY THAT THE NEWLY REINSTATED UNIT (JANUARY, 2002) IS EFFECTIVE IN ADDRESSING A BROAD RANGE OF VICE ACTIVITY AND MEETING COMMUNITY EXPECTATIONS.**

The allocation of staff resources to proactive vice enforcement is a policy decision. There is no formula to evaluate the level of staff resources a community should allocate to this function.

(1) **The Vice Unit Is Well Managed, Focused, and Targets a Wide Range of Vice Activities Proactively and Reactively.**

The non-uniformed Unit of a supervisor and four officers is primarily “pro-active” addressing complaints received from District field operations for specialized assistance (decoy / prostitution stings) by e-mail, Sector sergeant to Unit sergeant, personal contact, phone, or field reports identifying a vice issue. The Unit is “reactive” in terms of vice incident report follow-up, code compliance for adult entertainment, and background investigations for those involved with adult entertainment establishments. The Unit supervisor is actively monitors and manages caseloads, assigning cases on a “rotation” basis or by special expertise of individual investigators.

The Unit is well managed and focused, working a “flexible” 7:00 p.m. to 3:00 a.m. shift Monday through Friday targeting a wide range of vice activities. Officers are assigned to the Unit for four years with an option to extend their assignment for one additional year.

Generally Unit focus is:

- Prostitution 33%
- Public Lewdness in Parks 33%
- Adult Entertainment 33%

Unit activity for the first eight months of the year is displayed in the following table.

Unit Activity – January 2002 through September 2002

| Unit Activity | Volume | Monthly Average |
|--|---------------|------------------------|
| Vice Complaints Receive External to the Vice Unit | | |
| •• Complaints Received | 65 | 8 |
| •• Complaints Cleared | 61 | 7 |
| •• Arrests Made From Complaint | 16 | 2 |
| | | |
| Case Filed by the Unit Through Self Initiated Activity | 501 | 63 |
| •• Alcohol Related | 112 | |
| •• Sex Related Offenses | 83 | |
| •• Adult Entertainment Violations | 184 | |
| •• Miscellaneous Vice Offenses | 122 | |
| | | |
| Arrests Made by the Unit | 455 | 57 |

Unit activity information displayed in the preceding table displays the following:

- Monthly average caseload for each of the four Unit officers is 16. The industry workload range for vice investigations is 10 to 15.
- With an average of 57 arrests monthly the Vice Unit is making approximately 3 arrests for each of the twenty days per month that they work.

Recommendation: That the Vice Unit, a Sergeant and four (4) Police Officers, remain in place to continue their work as currently assigned and managed.

9. THE FUGITIVE UNIT PROVIDES THE DEPARTMENT WITH A SPECIALIZED RESOURCE TO REACT TO PROBABLE CAUSE WARRANTS FOR FELONY AND MISDEMEANOR OFFENSES AND FUGITIVE WARRANTS ISSUED FROM OTHER JURISDICTIONS.

As with other pro-active units there is no formula to evaluate the level of staff resources required to perform the “fugitive warrants” function. The four member Unit, (supervisor and three officers) is very specialized and provides centralized service to all districts.

The Unit is responsible for tracking all misdemeanor (class A and B) offenses initiated by the Department and fugitive warrants from other jurisdictions. Other misdemeanor offense (class B and some A) warrants are referred to District patrol

generally or through the Department's Intranet. For fiscal year 2001 / 2002 the Fugitive Unit retained 69% of the warrants received and referred 31% to District patrol for service. Warrants referred to patrol and those warrants that result in a "fugitive letter" being sent are tracked by the Unit for control purposes, and to assure that the criteria for "due diligence" is being met.

For the more hazardous warrant services the Fugitive Unit solicits support from the Special Operations Unit.

Fugitive Unit Workload for Fiscal Year 2001 / 2002

| Fugitive Unit Activity | Yearly Total | Monthly Workload Average |
|---|---------------------|--|
| Total Probable Cause Warrants Received | 1,739 | N/A |
| Total Probable Cause Warrants Retained by the Fugitive Unit | 1,028 | 86 |
| Total Warrants Probable Warrants Cleared by the Fugitive Unit, Patrol, and by Fugitive Letter | 1,687 | N/A |
| Fugitive Unit Probable Cause Warrants Cleared | 824 | 69 (80% of Warrant) (Retained by the Unit) |
| Outside Agency Fugitive Warrants Received | 174 | 15 |

As displayed in the preceding table the Fugitive Unit has a monthly workload of 86 new warrants retained and 69 probable cause warrants cleared, resulting in a clearance rate of 80%

Recommendation: That the Fugitive Unit continue to function as assigned.

10. THE VICTIM ASSISTANCE PROGRAM SHOULD EXPAND ITS PERFORMANCE MEASURES.

The Victim Assistance Program has a wide array of performance measures. These measures are, by and large, workload measures, and not outcome measures. The Victim Assistance Program is an important criminal justice tool, and it is important that it measure the outcomes of this program.

The importance of instituting outcome measures was emphasized in the report

released by the National Institute of Justice in 1997: *Serving Crime Victims and Witnesses*. The publication highlighted the eight basic elements of service standards recommended by the National Organization for Victim Assistance (NOVA). These elements include crisis intervention, counseling and advocacy, support during criminal investigation, support during prosecution and case disposition, support after case disposition, training for allied professionals, violence and substance abuse prevention activities, and public education activities.

NOVA's standards also provide performance guidelines for activities in the areas of planning, management, service, training, and evaluation.

Some states have also developed standards of service for crime victims. New Hampshire, for example, requires that all domestic violence and sexual assault programs meet basic standards in order to qualify for funding.

Recommendation: The Victim Assistance Program should establish a broader array of performance standards to include outcome measures.

11. THE ASSET FORFEITURE VEHICLE ASSIGNED TO THE VICTIM ASSISTANCE PROGRAM SHOULD BE REPLACED.

The Victim Assistance Program is assigned a Chevrolet Suburban with approximately 160,000 life-to-date miles. This vehicle was obtained through asset forfeiture. This vehicle is utilized as the mobile assistance unit. This vehicle is not maintained by Fleet Services. The City should replace this vehicle with a compact sedan. The estimated one-time capital outlay approximates \$15,000. The operating and maintenance costs are already contained within the budget for the Victim Assistance Program (since the program has to pay for commercial repair and fuel).

4. ANALYSIS OF ADMINISTRATIVE FUNCTIONS

In this chapter of the report is presented the project team's analysis of administrative functions – including those in the Administrative Bureau as well as those functions reporting directly to the Chief of Police. The exception to these 'administrative' functions is the fleet, which is the subject of the next chapter.

1. FISCAL SERVICES

In this section, the project team examines the services provided to the Department through its Fiscal Services Unit.

(1) If Responsibilities and Service Levels Are Modified, Then the Supply Technician Position Can Be Eliminated.

The Fiscal Services Division is authorized a Supply Technician. This position is vacant at present. This position performs a number of duties including the following:

- Mail distribution within the Police Department twice a day;
- Office supply procurement and distribution;
- Form and graphic printing coordination; and
- Coordination of copier maintenance and repair.

With the position being vacant for several months, the Fiscal Services Division has made a number of adjustments. For example, mail distribution within the department was reduced from three times daily to twice daily. The divisions within the Police Department have been trained to order their own office supplies using an on-line system; Fiscal Services audits those orders.

If responsibilities and service levels are further modified, the vacant Supply Technician position could be eliminated. These modifications are described below.

- The number of mail distributions could be further modified from twice daily to once daily. As an alternative, the Fiscal Services Division could be provided with funding for a Police Intern to enable three hours of part-time assistance daily. The additional cost would approximate \$6,000 annually.
- The divisions within the Police Department could coordinate their own printing, graphic, and copy requests with General Services. Currently, the Fiscal Services Division receives these requests and coordinates these requests with General Services. The delegation would require the Fiscal Services Division to provide training to these divisions, and develop a written, in-house policy and procedure for making printing, graphic, and copy requests with General Services. Internal Affairs documents would still need to be processed in-house by the Police Department.
- The divisions within the Police Department would coordinate their own forms stock with General Services. Currently, the Fiscal Services Division monitors form stock for the Police Department. The delegation would require the Fiscal Services Division provide training to these divisions, and develop a written, in-house policy and procedure for making forms requests with General Services. Forms control is an accreditation standard.
- The divisions within the Police Department would coordinate their copier repairs with General Services. Responsibility for paper and toner supplies would be assigned to specific employees within these divisions. Currently, the divisions notify the Fiscal Services Division of repair and supply needs and work orders are placed with General Services. The delegation would require the Fiscal Services Division to provide training to these divisions, and develop a written, in-house policy and procedure for making repair and supply requests with General Services.

The Fiscal Services Division has functioned as an important support service to the Divisions within the Police Department. However, the delegation of these responsibilities to the divisions eliminates the “middle man”, and enables these divisions to assume responsibility for some of their own support services. The delegation of responsibilities enumerated above should not prove insurmountable for these divisions.

Recommendation: The annual cost savings generated by the elimination of the vacant Supply Technician position would approximate \$30,000 annually. If a part-

time Police Intern was funded to continue twice daily mail delivery, these savings would be reduced to approximately \$24,000 annually.

(2) The Divisions Within the Police Department Should Be Provided with Training for Completion of Travel and Expense Reports and Held Accountable for the Accurate and Timely Completion of These Reports.

The Intermediate Account Clerk within the Fiscal Services Division estimates that he spends 25% of his time quality controlling travel and expense reimbursement reports completed by the various staff of the Police Department.

The Intermediate Account Clerk indicated that a high proportion of these reports are incomplete in terms of missing meal receipts, hotel checkout statements, etc. The Intermediate Account Clerk contacts the hotels to obtain the hotel checkout statement and the employee to obtain other receipts.

The high proportion of reports missing documentation is difficult to understand given the ready availability of the City's travel and expense report policy and procedure, and that the report must be approved by a supervisor.

Recommendation: The staff within the Police Department should be provided with training regarding the proper methods for completion of these travel and expense reports. The employees and their supervisors should be held accountable for the accurate and timely completion of these reports.

(3) The Responsibilities of the Two Fleet Specialists Should Be Modified and the Police Service Assistant Reassigned to Operations.

The Fiscal Services Division is authorized two Fleet Specialists. Until recently, the responsibilities of these two positions were largely the same. The positions took care of the police fleet by transporting vehicles to Fleet Services that needed repair or service, transporting sedans for preventive maintenance, performing light repairs (e.g., restoring sedans that were down due to improper shut off of the MDC), etc.

Recently, one of the two Fleet Specialists was assigned additional duties and removed from the responsibility for transporting vehicles and performing light repairs. In fact, the position is largely assigned to the office generating a daily departmental fleet status report, assuring that vehicles receive preventive maintenance, maintaining a master vehicle list for the department, and managing the car pool at the north station.

This required the reassignment of a Police Service Assistant from Operations to the Fiscal Services Division to backfill the duties previously performed by the Fleet Specialist.

The responsibilities of this Fleet Specialist should be redesigned to enable this employee to assume her former duties. This will require that the “pool” of administrative sedans be broken up and mini-pools of sedans established within the various units that currently utilize these sedans. These should continue to be “pool” sedans; sedans should not be assigned to Police Sergeants for their exclusive use, for example. However, the Police Sergeants would be responsible for managing assignment of these “pooled” sedans within their units, and not the Administrative Sergeant at the north station.

The two Fleet Specialists should continue to be responsible for assuring that vehicles receive preventive maintenance at appropriate times and mileage, transport vehicles for repair and service, and perform light repairs. The Police Service Assistant should be reassigned to Operations.

Recommendation: The roles and responsibilities for staff responsible for coordinating fleet issues should be changed.

2. RESEARCH AND DEVELOPMENT

This section addresses the operations of the Research and Development Unit of the Department. Overall there are nine staff people assigned to the unit (all professional staff though one maintains a commission) in two groups – R&D and Crime Analysis. The unit is responsible for a range of support functions including:

- Research and Development
- Special Projects
- Capital Project Oversight
- Applications Development and Management
- Technology
- Crime Analysis
- Analytical Operations Support

The primary function of this unit is to ensure that data flows from the Records Management System (and associated systems) to managers, supervisors and others so that critical decisions can be made utilizing data wherever possible. The points, that follow, provide a summary of the various steps that have been taken by the Department and this unit to encourage the use of data in decision making:

- The unit has two Applications Development professional staff who are responsible for easing the use of data captured in various systems (i.e., Records Management, the Computer Aided Dispatch system and others). These efforts include:
 - Development of general use applications that allow staff to access data from the various systems in user-friendly ways. These include drop-down menus to enable sorting or grouping of data by various factors such as call type, patrol area, specific address, etc.
 - Development of specific reports on request utilizing the same data sources.

- Maintaining the intranet for the Department to ensure broadest possible distribution of this information. This has recently included working towards the implementation of a citywide wireless local area network to enable the delivery of intranet information to patrol units in the field.
- Crime Analysts have been assigned to the three District commands to enable field commanders and supervisors to have access to analytical support. These professional staff, though managed centrally, report to the Deputy Chiefs in each command. They are utilized to provide a variety of services including monthly reporting, identification of trends and issues in the District, support of supervisors in response to requests for information and so on.
- A Crime Analyst and an Operations Analyst assigned centrally are responsible for supporting CID and central administrative staff. These activities also include working with the Crime Analysis Manager in preparing information for the monthly command staff meeting focusing on geographic policing issues.

The project team found that the utilization of these systems and personnel varies widely. For example, project team members found the following:

- Systems designed to make scheduling and management of proactive time are inconsistently utilized by supervisors and line staff (Cop Solve). Supervisors have developed a number of ad hoc methods for tracking issues identified by their supervisors or by the community. This appears to lead to a wide range of accountability on these issues (it is not possible for managers to evaluate how well line supervisors are doing at following-up issues if they use paper or email based systems for tracking proactive assignments).
- Similarly, there are few mechanisms in place to universally track efforts at addressing specific complaints. While there have been discussions about using the CAD / RMS systems to track “community policing” efforts this will not tie directly back to a specific problem or quality of life issue. Again, the Cop Solve system (available on the Department’s intranet) would provide a sound mechanism for addressing this issue (if it were used by both supervisors and line staff).
- Quarterly management team meetings to review issues and solutions by District provide senior management with an overview (though not a timely one) of the challenges faced by each Deputy Chief. However, these meetings are too large (and too infrequent) to serve a useful purpose for making tactical decisions at the District level – they provide a review and serve as an opportunity to share potential solutions across District commands. Deputy Chiefs should be meeting on at least a monthly basis with their command staff and as many of the

Sergeants as is practical to review issue in the District – this does not appear to be happening on a regular basis in all commands.

- Data are reviewed periodically to address the need to re-deploy Beats and larger patrol areas (thus the creation of the Southern District as a distinct entity). These issues are examined with the intention of creating patrol areas that are roughly equivalent in terms of workload.
- Similarly, the Department uses a data driven process to determine staffing needs for patrol functions (the Ralph Andersen model).

The project team has identified several issues that need to be addressed in the use of data as a management tool. However, the project team does not see any issues relating to the delivery of support or analytical services by the R&D or Crime Analysis units. Further, the other functions are assigned to this unit (research, special projects, project oversight) are appropriate given the backgrounds and training of the personnel assigned to these units. Opportunities for improvement lie with department-wide changes in the approach to management and planning – issues which are addressed elsewhere in this report.

(1) The Police Department Requires a More Expansive Information Technology Strategic Plan.

The Police Department should work with the City's Technology Services Department to develop a more expansive information technology strategic plan. While the department has developed a strategic plan, it appears to be little more than a list of information technology projects. There are, in addition, a number of other issues associated with this plan. These issues include the following:

- The strategic plan does not document the existing information technology within the Police Department to provide an inventory of where the department stands in regards to their information technology;
- The strategic plan does not assess the existing information technology within the department in terms of strengths, weaknesses, opportunities, and threats

including an assessment of hardware, software, and peripheral standards, system integration issues and opportunities, and networking/communication issues for communication within the department and among different agencies;

- The plan does not articulate trends in technology and how those trends might affect the way the Police Department conducts its business over the next five to seven years;
- The plan does not identify measurable objectives for information technology within the department (e.g., implement automated reporting systems within patrol by fiscal year 2004-05 and eliminate \$750,000 of annual salary and fringe benefit expenditures for transcription of police reports);
- The plan does not provide a comprehensive analysis of end user needs analysis and requirements and comprehensively identify projects required to achieve these end user requirements including network infrastructure, staff training, information technology standards, computer applications, document imaging and retrieval, geographic information systems, and systems support;
- The information technology strategic plan proposes to replace the current Records Management System, Corrections Management System, and Field Reporting Application by 2008 without identifying the current problems with these applications or the costs for replacing these systems;
- The plan does not identify opportunities for increasing efficiencies by eliminating redundant work and provide methods of leveraging existing information (e.g., reengineering the work processes within Information Resources), and there isn't a cost-benefit analysis for the projects identified within the plan;
- The plan does not provide an implementation plan with actions to be take, responsible managers for taking those actions and a schedule.
- The plan does not identify the amount of funds required to implement the strategic plan and the fiscal years in which those funds are required.

The information technology strategic plan should also be expanded to include the following initiatives for Tiburon:

- Provide seamless integration of functionality between police, mobile and field applications.
- Enable data entry as close to the point of origin as possible (e.g., incident reports entered by Police Officers in patrol).
- Streamline the reporting process by maximizing the utility of on-line reporting

forms and reducing the number of hard copy forms currently in use.

- Eliminate duplicate information entry by electronically sharing police and jail record information (e.g., incident reports and arrest reports).

The use of Tiburon by the Arlington Police Department should enable the use of CAD call real-time information (e.g., name, location, time, case number) via the mobile data computers (MDC's) in patrol cars. Police Service Assistants and Police Officers should be able to use the call information (without re-typing) to complete reports. Police Officers should have available all forms and reports in their mobile data computers (MDC's) and have the ability to transmit those forms/reports electronically. Field patrol units should be able to submit their reports and attachments electronically to supervisors for approval. It should be noted that the ST3 form (the form used by the State to report vehicle accidents) is not available electronically at this time.

Regardless of their approval status, patrol reports should be available on-line to other personnel. Data fields on the reports should be populated automatically from existing RMS/Jail records.

Reports, upon approval, should be sent to the Information Resources Division. Information Resources staff should complete any additional UCR information and approve or reject the original report. Rejected reports should be sent back to the original report-taker with information regarding the rejection.

Department-selected reports should be forwarded automatically to other areas of the Department (example: Detectives). A supervisory report management function for Detectives should allow the assignment of these cases to the appropriate detectives. If an individual is booked into the jail, corrections officers should be able to use any information entered by Police Officers in patrol (without re-typing) to prepare reports.

In addition, the Department should initiate an evaluation of the long-term viability of the use of Tiburon versus the acquisition of other CAD/RMS systems. Other systems, such as Versaterm, deserve consideration and evaluation of their costs and benefits within the context of the Information Technology Strategic Plan.

A document imaging system should also be considered and evaluated within this Strategic Plan. The estimated cost of the system would approximate \$150,000 in one-time capital outlay, and \$10,000 annually in support fees (e.g., software license). However, an effective RMS system should store most of the information in a digital form within the RMS. Images should only be necessary to store signatures, fraud documents, official certificates, accident diagrams, etc. The development of the Strategic Plan should evaluate the ability of the RMS within Tiburon to achieve that objective cost-effectively.

Recommendation: The Police Department, in concert with the Technology Services Department, should develop a comprehensive information technology strategic plan that clearly articulates its vision for information technology and document how the department is going to get there. The current plan does not accomplish this. Leadership for the development of this plan should be provided by the Technology Services Department.

(2) The Police Department Needs to Upgrade to Version 7.3 of Tiburon and Utilize a Baseline Version as Much as Possible.

Currently, the Police Department is utilizing version 6.1.4 of Tiburon. The department is planning on upgrading to version 7.3. The cost for this upgrade will approximate \$167,587. This price was originally quoted to the Police Department on March 5th, 2002. This price includes the upgrades for the Record Management System and the Correctional Management System, the baseline Field Automation System

(including the mobile data system and the field reporting software), data conversion, and training.

In upgrading to this version, the department should migrate closer to a baseline version to provide a more stable application platform and allow for program updates and upgrades. (This need was identified within the information technology strategic plan developed by the department).

A careful review of the nature of call and other code tables should be undertaken as part of this process to upgrade to version 7.3, and some of the tables reduced to simplify use of the system. Reduction of the coding for calls for service will reduce the extent of errors made by sworn staff. The nature of the complexity of the existing coding is apparent in the coding for burglaries presented below.

- ABURGR attempted burglary report
- BURAT burglary of an apartment
- BUROTH burglary other
- CBURG burglary--commercial report
- CONSTR construction burglary
- RBURG burglary--residential report
- VBURG vehicle burglary report

Implications for data converted into the new system should be considered.

Recommendation: The department should upgrade to Tiburon version 7.3. The City should provide the funding necessary to enable this migration, at a cost of over \$167,500.

(3) The Police Department Should Make the Transition from the Dictation and Transcription of Police Reports to the Use of the Automated Reporting System Within Tiburon.

The Information Resources Division allocates 25 staff to its Police Reports Section. These staff are responsible for transcribing reports into Tiburon (1) generated by staff of the Police Department (who call in and dictate reports), and (2) reports called in by citizens through “Teleserve” (lower priority calls for service in which citizens elect to report the crime over the phone, rather than request a response by patrol). The table below presents the workload for this unit over the past two years.

| Description | FY 00-01 | FY 01-02 |
|---------------------------------|-----------------|-----------------|
| Reports entered into Tiburon | 52,848 | 58,327 |
| Teleserve reports taken | 16,168 | 16,290 |
| % of Reports taken by Teleserve | 30.6% | 27.9% |

Approximately one-fifth of these 25 staff are allocated to “Teleserve”, and the remaining four-fifths to transcription of police reports into Tiburon.

The practice of dictating and transcribing reports generated by staff of the Police Department is a practice other Police Departments are abandoning in favor of direct entry of reports by Police Officers. Other Tiburon users, such as Long Beach and Stockton, California, have already made the transition to the automated reporting system within Tiburon. Police Officers are typing the reports in the field or at the station using templates within the automated reporting system.

The existing reporting process utilized by the Arlington Police Department is costly. Currently, Police Officers dictate reports that must be completed by the end of their shifts. These reports are subsequently transcribed by Police Report Operators, reviewed and approved by supervisors. The cost of the 18 Police Report Operators and

Team Leaders necessary to transcribe these reports approximates \$746,000 annually in terms of the salary and fringe benefit costs.

Before the department makes the transition, it should take a number of steps to prepare for the conversion. These steps include the following:

- **The Wireless Network Needs to be Tested.** The department should test the coverage area quality of wireless infrastructure coverage, response times of wireless message delivery between hosts and the MDC's field unit, and the Network Controller to CAD link verification and functional testing.
- **A Steering Committee should be Established to Guide the Installation and Transition to the Automated Reporting System.** This steering committee should be composed of Police Officers, staff from the Technology Services Department, Information Resources staff, and departmental management staff. This committee should participate in the testing of the system, the development of report templates, the development of training packages, the development of policies, and the like.
- **Simple Templates Need to be Developed for Reports.** Key to the successful implementation of the system, and the ease and speed of transmission over the wireless network, is the development of streamlined templates for reports. The department should model its reports after other Police Departments that are already utilizing the automated reporting system.

Other police departments have already implemented automated reporting systems. The Police Department for the City of Stockton, California, for example, recently implemented (fall of 2001) the automated reporting system (ARS). The City of Stockton generates comparable numbers of police reports as Arlington. The Police Department reported a smooth transition to the ARS with less problems than expected, and plans to generate 100% of their police reports through the ARS. However, the Police Department utilized an inclusive approach to the development and installation of the ARS including a steering committee that met every month, identified issues, and tested the ARS including report templates before department-wide implementation. The department first implemented the ARS with their PSA's. The department also utilized a

policy committee to identify the necessary policy changes associated with implementation of the ARS. The cities of Long Beach, California and Reno, Nevada also utilize the ARS although to a more limited extent.

Recommendation: The use of the automated reporting system within Tiburon is becoming more prevalent among Police Departments although it is not yet a prevailing practice. However, it offers the City of Arlington the opportunity to reduce staffing within the Police Reporting Unit by 18 positions and generate approximately \$746,000 annually in cost savings in salary and fringe benefits. Leadership for the installation of the automated reporting system should be shared by the Technology Services Department and the Police Department. This process should proceed as the Police Department satisfactorily completes testing of the wireless LAN.

(4) Work Processes Within Information Resources Should Be Streamlined to Take Advantage of the City's Investment in Tiburon.

There are a number of work processes within Information Resources that have not taken advantage of the City's investment within Tiburon. These processes are presented below.

(4.1) Juvenile Reports.

There are number of steps that Information Resources completes on a daily basis regarding juvenile reports including the following:

- Pick up the reports from the briefing room;
- Cross reference the report number with a log book that contains all of the calls for service for the day, initialing the call for service within the log book and the report;
- Determine if the juvenile has a "J" number (a unique identification number for the juvenile) by accessing an Excel database;
- Determine if the juvenile has a has a "J" number (a unique identification number for the juvenile) by accessing manual log that contains the date, name and juvenile number;
- If the juvenile had a "J" number, pull the file folder for the juvenile, update the arrest sheet for the juvenile using an electric typewriter, make copies of the

juvenile report for the file folder and for Juvenile Investigations, and re-file the folder;

- If the juvenile does not have a “J” number, determine the next sequential number in the manual log book, enter the juvenile in the log book and into the Excel database, prepare a new juvenile file, prepare an arrest sheet for the juvenile using an electric typewriter, make copies of the juvenile report for the file folder and for Juvenile Investigations, and file the folder.
- Printing a hard copy of the offense report from the automated reporting system and placing a copy of this document into the juvenile file.

This entire process occurs largely independent of Tiburon. There are apparently some limitations to Tiburon in terms of its ability to maintain such a “J” number index.

However, there appear to be a number of opportunities to streamline this process. These opportunities include:

- Elimination of one of the two databases utilized for recording “J” numbers in the short-term, and in the mid-term, using Tiburon for this purpose;
- Elimination of the cross referencing of the report in the call for service book by using Tiburon for that purpose;
- Using the automated reporting system to eliminate hard copy juvenile reports;
- Eliminating printing of the offense report from the automated reporting system since a copy is available within the system and a hard copy is unnecessary, and
- Eliminating the arrest sheet since this information should be available within Tiburon.

This process should be streamlined to take advantage of the City’s investment in Tiburon. In the mid term, the Arlington Police Department should work with Tiburon to develop the capacity for a “J” index.

(4.2) Incident Reports

There are number of steps that Information Resources completes on a daily basis regarding incident reports. Incident reports represent lower priority calls for service

such as criminal trespass. Information Resources completes a number of steps in processing these reports including the following:

- Pick up the reports from the briefing room;
- Cross reference the report number with a log book that contains all of the calls for service for the day initialing the call for service within the log book and the report;
- Make copies of the incident report and route the report as requested by the Police Officer that generated the report;
- Place the incident report in numerical order, and forwarded to Crime Analysis, which enters the data into their information system;
- File these reports by report number upon return of the reports from Crime Analysis.

However, there appear to be a number of opportunities to streamline this process. These opportunities include:

- Elimination of the cross referencing of the report in the call for service book;
- Using the automated reporting system to eliminate hard copy incident reports;
- Using the automated reporting system to automatically forward electronic copies of reports as necessary.

This process should be streamlined to take advantage of the City's investment in Tiburon.

(4.3) Accident Reports.

The system used to process accident reports largely mirrors that of incident reports. Information Resources completes a number of steps in processing these reports including the following:

- Pick up the reports from the briefing room;

- Cross reference the report number with a log book that contains all of the calls for service for the day initialing the call for service within the log book and the report;
- Make copies of the accident report and route the report as appropriate (i.e., hit and runs and DWI's are routed to Victim Assistance, property damage reports are routed to City Claims, all accident reports are routed to Transportation and the accident report quality control clerk in Records, a yellow copy of all accident reports for Records, etc.);
- Route the original report to the State;
- Place the yellow copy of the report in numerical order and month in files maintained by Records; and
- Log the reports into an accident log noting the report number, driver's name, date received, etc.

However, there appear to be a number of opportunities to streamline this process. These opportunities include:

- Elimination of the cross referencing of the report in the call for service book;
- Elimination of the separate accident log book since this data is contained within Tiburon;
- Using the automated reporting system to eliminate hard copy incident reports.
- Using the automated reporting system to automatically forward electronic copies of reports as necessary.

This process should be streamlined to take advantage of the City's investment in Tiburon.

(4.4) Arrest Jackets.

There are number of steps that Information Resources completes on a daily basis to process arrest jackets. Much of the process involves removing reports from the arrest jacket that are already available on Tiburon or other databases. Information

Resources completes a number of steps in processing these arrest jackets including the following:

- Ensure that all file folders are manila file folders;
- Remove excess paperwork contained within the jackets that is already available in Tiburon;
- Organize the paperwork in order beginning with the booking card, inmate medical screening form, jail registration form, etc;
- Type information onto the fingerprint cards;
- Write the personal identification number onto the folder; and
- File these reports by personal identification number.

However, there appear to be a number of opportunities to streamline this process. These opportunities include:

- Elimination of the manual fingerprint cards through the utilization of the digital fingerprinting system;
- Providing training to Jail staff to eliminate the printing of hard copies of reports from Tiburon and placement in these files; and
- The elimination of forms within the arrest jacket already available within Tiburon such as the jail registration form, the booking record form, the inmate medical screening form, etc.

This process should be streamlined to take advantage of the City's investment in Tiburon.

(5) The Police Department Should Explore Providing the Misdemeanor Warrant Cards Data Electronically Rather Than Duplicating the Data Entry of This Information.

Information Resources is presently entering all of the misdemeanor warrant cards from the City's Municipal Court into the Regional Warrant System. This consumes most of the time of one of the lead clerks.

This system will apparently not accept a direct electronic transfer of this data. However, there are a number of agencies that provide the Regional Warrant System with this data, which the System then downloads.

Recommendation: Information Resources should explore the possibility of providing a tape drive to the Regional Warrant System of the data from the Municipal Court, rather than enter the data a second time.

(6) The Police Department Should Take Steps to Reduce the Extent of Quality Control Required for Uniform Crime Reports.

Information Resources is dedicating a Police Reports Operator to quality controlling Uniform Crime Reports. This Police Reports Operator allocates 90% of the time to reading offense reports and assuring these reports are coded properly for the Uniform Crime Reports. This includes running an error log, and making corrections to the coding as necessary. There were a total of 46,915 offense reports in 2002. The Police Report Operator allocates 10% of the time to developing the Uniform Crime Reports.

This allocation of time to the quality control of these Uniform Crime Reports, while important, is undesirable in the long term. The Police Department should work with Tiburon to assure that the features available within Tiburon prevent or reduce the extent of such errors. One possible option would be that the offense report is coded for burglary, then data entry choices within the automated reporting system should only pertain to a burglary.

Recommendation: The City has made a significant investment in Tiburon. Work processes within the Police Department have not been modified to take advantage of this investment. The staff within Planning and Research should assist Information Resources and other units within the Police Department in the reengineering of these work processes to optimize the utilization of Tiburon.

4. ANALYSIS OF THE PERSONNEL AND TRAINING FUNCTIONS

The Personnel and Training functions are located in the Community Services Division of the APD under the jurisdiction of the Community Service Deputy Chief. The Personnel and Training functions are headed by a Lieutenant, who splits his time between Police Headquarters (where the Recruiting function offices) and the Police Academy (where the majority of police training occurs). He is assisted by four Sergeants, who are assigned as follows:

- **Recruiting Sergeant:** Coordinates the recruitment of new police officers as well as application processing, testing, and background investigations. This Sergeant also oversees the officer in charge of the APD internship program.
- **Academy Sergeant:** Responsible for all recruit education and training at the APD Academy (which generally occurs twice per year). This includes curriculum development, course instruction, serving as a liaison with the Texas Commission for Law Enforcement Officer Standards and Education (TCLEOSE), and coordinating recruit field training with the In-Service Sergeant and the Field Training Sergeant.
- **In-Service Sergeant:** Responsible for all departmental in-service training of sworn and non-sworn personnel. Develops curriculum in compliance with TCLEOSE requirements and the civilian curriculum development specialist. Oversees the Armorer / Rangemaster and Defensive Skills training, the training center's budget and initiates or investigates complaints of employee misconduct as it relates to training.
- **Field Training Sergeant:** Coordinates the FTO program (which generally occurs twice a year after each Academy), including selecting FTOs, assigning them to trainees, reviewing reports, and serving as a remedial instructor when necessary.

The following section explores each function of the Personnel and Training Unit based on a review of existing policies and procedures, an analysis of “best management practices” for these functions, and a review of the APD employee survey for the Personnel and Training functions. The Recruitment function is considered by

functional area and each aspect of the training function is considered separately, although there are some overlaps in these functions.

(1) The Recruitment Function at the APD Includes the Police Officer Candidate Outreach Process, Applicant Screening and the Internship Program.

The APD employs a continuous recruitment policy by employing several different outreach programs. Candidates are then screened through a thorough evaluation process before being tested physically and psychologically. The recruitment unit also oversees the internship program, which has been a viable source for future departmental personnel.

(1.1) The Recruiting Process Has Been Comprehensive and Has Utilized Different Outreach Techniques for Attracting Qualified Police Recruits.

Recruiting records have only been maintained since the 2001 recruiting season. However, the APD enlists several methods to attract new recruits including: periodical advertisements, radio and television advertisements, job fairs, brochures/flyers, direct telephone sourcing, and military outpost recruiting. The Department also sponsors an Internship program, which is run by one of the part-time background investigators assigned to the Recruitment Unit.

- In 2001 the Department pursued a proactive and comprehensive advertising campaign with many publications throughout the state of Texas and via Internet Web Postings. In 2002, the advertising efforts were significantly curtailed and by 2003, the advertising budget was cancelled. The following table provides an overview of the advertising methods employed by year over the last three years.

| Year | Local Papers | Campus Publications | Internet and Police Publications | Other |
|------|-----------------------------------|--------------------------|----------------------------------|--------------------------------------|
| 2001 | Ft. Worth/Arlington Star Telegram | U of Texas "Shorthorn" | Lawenforcementjobs.com | American Airlines Employee Placement |
| | San Antonio Express | Texas A&M "The Eagle" | Hotjobs.com | Mac3 Job Fair |
| | Odessa American | Grambling University, LA | American Police Beat | |
| | Corpus Christi Career Guide | | | |
| | Laredo Times | | | |
| | Brownsville Herald | | | |
| | Houston Chronicle | | | |
| | Austin Statesman | | | |
| | El Paso Times | | | |
| 2002 | None | U of Texas "Shorthorn" | Lawenforcementjobs.com | None |
| | | | JobLatino.com | |
| 2003 | Advertising budget cancelled | | | |

- The APD advertises on radio and television stations (especially Spanish speaking) and promotes itself through a Citizens Police Academy, a Hispanic Citizens Police Academy and an Asian Citizens Police Academy.
- Job Fairs are routinely attended as a principal recruitment avenue for new recruits.
 - Attendees to job fairs vary with the need and the availability of recruiters. In general the APD attempts to send alumni from each school and draws from the entire police department staff when choosing recruiters. Most job fairs are attended by officers from outside the Recruitment Unit; however, all of the Recruitment Officers participate in the recruiting process and occasionally attend fairs.
 - Historically, personnel officers bore the greatest responsibility for attending job fairs. This practice was stopped when it became impossible for personnel officers to conduct background investigations in a timely manner. As such the emphasis changed to using officers outside of the unit to attend fairs. There are no statistics that breaks down what units and Divisions attendees are drawn from. For the most part commissioned officers attend fairs but on occasion civilians are also utilized.
 - Because of the APD degree requirement, the majority of job fairs are sponsored by universities with an emphasis towards institutions that have Criminal Justice Programs. The list of universities is lengthy and from year to year the schools that are targeted changes depending on the success experienced from previous fairs attended. Generally if 2 or 3

qualified applicants are contacted at a fair it is considered a success. The APD recruits at approximately 50 universities in the states of Texas, Oklahoma and Louisiana.

- In addition to recruiting at specific universities, the APD also attends a few job fairs sponsored by the private sector. These fairs are typically "Consortium" type fairs that are sponsored by private companies that coordinate and market these fairs in major venues throughout the US. These fairs are typically expensive to attend and the APD's participation has been limited to one or two such events per year. Far fewer fairs will be attended during 2003 due to budget reasons. The following is a break down of the APD's recruiting pattern since 2001:

| Recruiting Season | # Fairs | # Officers Attending | Approx. Expense | Notes |
|-------------------|---------|----------------------|-----------------|---|
| 2001 | 50 | 40 | \$13,291 | Some officers attended multiple fairs |
| 2002 | 27 | 32 | \$4,727 | |
| 2003* | 9 | TBD | \$350 | <ul style="list-style-type: none">• Spring Recruiting Cycle Only• All fairs approved are "free" fairs with expenses limited to travel per diem and fuel.• The fall schedule is unknown, although will likely be similar to the Spring Recruiting Cycle. |

* Projected

- Brochures and flyers have been developed by the APR and are distributed at job fairs and universities and other interested parties via mail and personal inquiries.
 - Over the past three years, approximately 2000 color recruiting brochures have been developed and printed by the city print shop. At the present time, the supply is nearly exhausted and it is doubtful that the printing of additional brochures will be approved for the fiscal year of 2003.
 - In addition to the color brochures, the APD produces computer generated "Fact Sheets" covering all aspects and phases of the "Hiring Process," "Minimum Requirements," "Salary Schedule," "Physical Agility Requirements," and the "Mission Statement of the Police Department." These fact sheets are massed copied and sent with each application that is mailed out and on recruiting trips to supplement the color brochures. These are produced as needed and no statistics and kept on how many copies are made or distributed.
 - These recruitment packets focus on requirements and qualifications and include a statement on the APD's Accreditation by the Commission on Accreditation for Law Enforcement Agencies, a comment on the APD's standards of professionalism, and a review of the salary schedule,

minimum qualifications, hiring process and a cursory description of the benefits program (holidays and vacations, health coverage, insurance, etc.). The recruitment packet should also focus on the specific benefits of a career in law enforcement in Arlington versus just the requirements for the position. Since this is often the only information that a potential recruit may see from the APD, it should include some compelling information enticing a potential recruit to the APD.

- The APD also has begun a program of telephone sourcing to enhance the applicant pool.
- The Department has participated in only two military outplacement job fairs over the last few years. The Red River Expo sponsored by the Army Career and Alumni Program at Fort Sill Oklahoma, and the San Antonio Military Community Job Fair. Neither of these fairs will be attended in 2003.

Although the APD has employed a proactive and comprehensive outreach program, due to resource limitations, fewer ads are being placed, fewer job fairs will be attended and the Department is running out of printed advertising material. If the APD is to maintain its successful recruitment practices, we recommend that the Department continue funding these basic outreach programs.

(1.2) The Applicant Screening Process Is Thorough in Terms of Assessing a Candidate's Qualifications and Suitability.

Applicant screening occurs in several steps at the APD. There is no written test given to applicants because it is assumed that a four-year degree will ensure a basic level of competence. The applicant screening and background investigation process is extremely thorough and includes the following steps:

| Phase | Step |
|-------|----------------------------------|
| I | Registration |
| | Personal Statement (Application) |
| | Preliminary Interview |
| | Physical Agility Test |
| II | Polygraph Exam |
| | Background Investigation |
| III | Oral Interview Board |
| | Eligibility Test |
| IV | Conditional Job Offer |
| | Medical Exam |

| | |
|--|-----------------------|
| | Psychological Exam |
| | Assignment to Academy |

- The elimination of the written test requirement due to the four-year college degree requirement is a time saving and cost saving measure that has streamlined the recruitment process. The APD has been effective at recruiting candidates with this high standard by targeting local universities and colleges.
- The recruitment and selection process at the APD can be accomplished in as little as 3 months, which compares favorably with other local departments that still employ a written examination.
- The background investigation process requires 3 weeks to 3 months depending on the timeliness of information returned to the APD.
- According to the Recruitment Unit, there are no accurate statistics regarding the fallout rate at each stage of the screening process. However, applicant's fallout at all phases of the process for a variety of reasons. There are seven common areas where applicants are routinely rejected, including:
 - **Applicant fails to meet one or more of the basic requirements:** This is rare because the APD pre-screens all applicants via telephone prior to registering them to test and sending them an application. Occasionally an applicant discloses something in the application that they fail to report during the telephone interview and they are disqualified. This percentage is small and probably around 5% of the total applications received are disqualified for not meeting a basic requirement upon receipt. The most common areas of rejection are
 - Excessive Drug Use
 - Excessive Driving History
 - Criminal Convictions.
 - **Applicant fails "Preliminary Interview":** Approximately 25%-35% of applicant's fail the preliminary interview and do not proceed further. This percentage can change dramatically from test date to test date and is an overall average. This is a subjective interview and typically includes 3 panelists (typically sworn officers in the recruiting function) who individually rate/score the applicants. Applicants must receive a minimum score in the preliminary interview before proceeding to the next phase. Typical reasons for failures include:
 - Integrity Issues,

- Poor Employment History,
 - Responsibility Issues,
 - History of Poor Judgment,
 - Maturity Issues.
- **Applicant fails the “Physical Agility Assessment”:** The physical agility assessment consists of five events. It is worthy to note that each event simulates an actual task that an officer might be required to perform in the field. Approximately 5% of applicants that proceed to the physical agility test fail. Applicants are given three chances to complete each event on the day of testing. They are allowed to return on two more future test dates to complete the physical agility if necessary. Applicants are also given the opportunity to perform a “practice run” prior to their actual interview if they desire. Common reasons for failure include:
- Inability to scale the 6’ wall and
 - Inability to run the quarter mile run under the allotted time.
- **Applicant fails “Pre-Employment Polygraph”:** Approximately 20% of applicant’s that pass the preliminary interview fail the pre-employment polygraph. The APD uses the polygraph test as an investigative tool and does not automatically reject an applicant for polygraph failure. If the issue can be resolved through investigation the APD may re-test an applicant. Failures are typically in the areas of:
- Employment History
 - Theft from Employers
 - Credit and Financial Responsibility History
 - Criminal Convictions
 - Illegal Sex Crimes
 - Illegal Drug and Excessive Alcohol Usage
- **Applicant is rejected during “Background Investigation”:** Approximately 40% of applicants that proceed to the “Background Investigation” phase are rejected for a wide variety of reasons. Reasons for rejection include:

- Omissions and/or deception in any areas of their backgrounds,
 - Discrepancies of any disclosures which they have made in their application,
 - Discovery of behavioral problems or character issues deemed unacceptable by APD and T.C.L.E.O.S.E. standards and guidelines.
-
- **Applicant fails “Final Oral Interview”:** Almost all applicants pass the “Final Oral Board”. Less than 5% of the applicant’s that make it to the board fail. The final boards are conducted by command staff, which typically focus on areas such as integrity, work history and work ethic, maturity and responsibility, and the applicant’s commitment to the department.
 - **Applicant fails to meet “Physical or Psychological” T.C.L.E.O.S.E. Standard:** This is also rare and almost all applicants sent to these assessments are found to meet the standards. An estimated 1% of the applicants sent to these exams fail at this stage of the process. The most common failure in the medical assessment is for vision or colorblindness and physical ailments that deal with strength and flexibility limitations. The psychological assessment is extremely diverse and accesses the applicant’s entire mental health patterns. It further examines their suitability for the profession and estimates the probability of their success in the job.

The next section examines other aspects of personnel systems in place in the Arlington P.D.

(1.3) The Internship Program Provides the APD with a Number of Police Officer Applicants Each Year.

The internship program is handled by one of the part-time background investigators within the Personnel and Recruiting Unit. The Internship Program is a program designed for college students to get exposure of the basic operations of the Police Department and also receive college credit. This helps the student to get first hand knowledge of the applications of law enforcement in order better assess their career goals.

The intern applies for the internship program as a junior or senior in college by submitting his/her resume and transcript to the Internship Coordinator. After successfully passing his/her interview with the coordinator, he/she is assigned to observe various units until the required hours of the college he/she attending is completed. There are over 25 units the intern can observe, excluding a few high risk units, including:

- Patrol Ride Outs with patrol officers,
- Criminal Investigation Units,
- School Resource Division,
- Juvenile Investigations,
- Jail Operations etc.

It takes approximately 30 to 40 hours per intern to coordinate the internship program. This includes the time required to interview the intern, conduct a background check and scheduling. There are currently 2 interns for the spring 2003 semester and there were 4 interns during 2002. Generally, no more than two interns per semester are

hired and there is an application deadline. Because of this deadline, applications are not received every semester.

(1.4) Currently, There Is No Need to Alter the Number of Permanent Staff Assigned to the Recruitment Function.

The Recruitment Unit includes 3 full-time background investigator police officers, one sergeant and 2 part-time background investigator police officers. During 2001/2002, when there were 61 new officers hired, the Recruitment Unit “borrowed” officers from other units to assist with background investigations and other work functions. Specific workload measures include the following:

- There were over 900 applications sent out and returned in 2002, and nearly 300 preliminary panel interviews conducted. It is typical for the Recruiting Sergeant and/or Background Investigators to sit on these preliminary panels. This is nearly 100 panel interviews per Background Investigator/Officer in 2002.
- There were 67 background investigations conducted in 2002. Each background investigator can handle 20-30 background investigations per year on a FT basis.
- There were 77 polygraph exams, 33 medical and psychological exams and 51 final panel interviews to be arranged during 2002, all of which were handled or coordinated by the Recruitment staff.
- During FT 2000/2001 and 2001/2002 when a combined 77 recruiting Fairs were attended and 129 new officers were hired by the APD, there were as many as 4 officers temporarily assigned to assist the Recruitment team conduct background investigations.

The APD employs a proactive and comprehensive outreach program, although budget limitations have curtailed future recruitment efforts. If the APD would like to maintain the quality and quantity of new recruits, we recommend that the department continue funding these basic outreach programs. Otherwise, we believe future recruitments could be negatively impacted.

According to the recruitment staff, the practice of “borrowing” officers from other units was an acceptable solution to the temporarily increased unit workload. With current staffing levels and the cutbacks in marketing, we do not anticipate such a spike in workload will occur in the recruitment unit in the near term. As a result, we recommend continuing the practice of “borrowing” officers from other functions for recruiting trips and background investigations when workload levels are particularly heavy. However, if the APD plans on significantly increasing overall staffing levels over the next several years, or if the current turnover rate (7%) increases significantly, more permanent staffing adjustments may be necessary in the recruitment unit.

(2) The Academy Training Program Effectively Prepares New Recruits to Enter the Field Training Program and Become Police Officers.

The Academy training program is typically operated twice per year for law enforcement and each session lasts an average of 26 to 27 weeks (depending on holidays and the start date this could vary one to two weeks). Academy classes generally range in size from 14 to 24 recruits. Over the last three years, class sizes have ranged from 11 to 28. During 2002, there were 4 Academies due to heavy recruiting efforts, although during calendar year 2003, only two Academies are planned, the first of which began in March, 2003. After the Academy, each new recruit enters the 14-week field training program and evaluation program.

Based on the personnel survey applied by the project team, 60% of employees believe that the APD training program effectively prepares departmental personnel for their assignment. Specifically, 59% responded positively to the quality of academy training and 64% responded positively to the quality of field service training. This is largely due to a qualified staff, effective curriculum and adequate facilities.

(2.1) The Academy Training Program Has a Sufficient Number of Certified Academy Instructors to Meet the Needs of the APD.

All Academy training is conducted under the direction of the Academy Sergeant with the assistance of two Corporal Coordinators. There is typically one police officer mentor assigned to each Academy class on a temporary rotating basis. These mentors improve the effectiveness of Academy training and reduce recruit fallout. Each Academy requires at least 70 instructors to complete the curriculum and there are typically at least 76 instructors per Academy.

- Most Academy instructors are police officers from the APD.
 - The APD typically certifies 12-14 new instructors each year.
 - During 2002, 32 instructors were certified due to increased need and overlapping Academies.
 - To become certified as an Instructor, an officer must complete a Basic Instructor certification program from TCLEOSE. This certification course is held at two locations, APD Academy and the COG (Council of Government).
 - The possibility of assigning instructors on a temporary rotating basis to the Academy (as is currently the case with In-Service training) should be explored.
- Other city employees (non-sworn) are used to instruct the following courses. The Academy Coordinators and their respective superiors coordinate the schedules of these civilian instructors for Academy training.
 - Communications
 - Map Reading
 - Animal Control
 - Human Resources
 - City Legal
 - ROPES

- During Scenario training the Academy uses civilian (non-sworn) volunteers provided by the Citizens Police and Hispanic Police Academies. They volunteer their time to participate as actors during training scenarios.
- Each Academy Corporal develops curriculum, coordinates instructors, coordinates facilities and teaches courses in each Academy.
- There were four Academies during 2002, twice the typical number during a 'normal' calendar year. The existing staffing levels adequately handled the four Academies during 2002, through "borrowing" instructors and manipulating staff schedules.

The APD will have two Academies per calendar year for the foreseeable future.

Each Academy last approximately 6 months.

(2.2) The Academy Training Program Offers an Effective Curriculum to Prepare New Recruits to Become Police Officers.

The philosophy of the Academy is to supply extensive agency-specific training, which is significantly more involved than the basic TCLEOSE requirements.

- During 2002, the Academy training program provided more than two times the basic TCLEOSE requirements of 576 hours (1,160 hours per recruit at the APD).
- All police officer applicants are required to attend the APD Academy, even those with prior TCLEOSE certification must attend the academy.
- The APD is a TCLEOSE certified agency and frequently is a model for other law enforcement agencies in the delivery of training. The goal is to cover as much material as possible during the time allotted to prepare each recruit for the educational and situational requirements of police work.
- An assessment was made of the most recent Academy program and the training topics presented and the approximate amount of time to be spent on each. These topics and estimated hours for the +/- 26-week period are presented below:

CITY OF ARLINGTON, TEXAS
Management Study of the Police Department

| TRAINING TOPIC | TCLEOSE Reqs. (Hrs.) | APD Reqs. (Hrs.) |
|--|-----------------------------|-------------------------|
| Introduction and Orientation | 2 | 8 |
| 1. Fitness and Wellness | 6 | 50 |
| 2. History of Policing | 3 | 4 |
| 3. Professionalism and Ethics | 8 | 16 |
| 4. U.S. & Texas Constitutions | 10 | 11 |
| 5. Criminal Justice System | 2 | 2 |
| 6. Code of Criminal Procedure | 16 | 16 |
| 7. Arrest, Search and Seizure | 24 | 24 |
| 8. Penal Code | 40 | 42 |
| 9. Traffic Law, | 72 | 91 |
| 10. Civil Process and Liability | 12 | 12 |
| 11. TX Alcoholic Beverage Code | 4 | 8 |
| 12. Drugs | 8 | 8 |
| 13. Juvenile \ Family Code | 8 | 14 |
| 14. Stress Mgmt for Police | 8 | 22 |
| 15. Field Note Taking | 4 | 4 |
| 16. Interpersonal Comm. | 24 | 10 |
| 17. Use of Force Law | 8 | 8 |
| 18. Use of Force Concepts | 16 | 24 |
| 19. Mechanics of Arrest | 40 | 73 |
| 20. Firearms | 40 | 87 |
| 21. Emergency Medical Assistance | 16 | 16 |
| 22. Emergency Communications | 12 | 13 |
| 23. Problem Solving | 4 | 15 |
| 24. Professional Police Driving | 32 | 38 |
| 25. Multiculturalism, Human Rel. | 12 | 13 |
| 26. Professional Policing Approaches | 6 | 8 |
| 27. Patrol Procedures | 40 | 81 |
| 28. Victims of Crime | 8 | 8 |
| 29. Family Violence & Related Assault. | 16 | 16 |
| 30. MHMR | 6 | 8 |
| 31. Crowd Management | 2 | 7 |
| 32. Hazardous Materials Awareness | 6 | 8 |
| 33. Criminal Investigation | 45 | 75 |
| 34. General Orders | 0 | 14 |
| 35. City Ordinances | 0 | 7 |
| 36. Group Wise | 0 | 4 |
| 37. Study Tactics | 0 | 2 |
| 38. New Employee Orientation | 0 | 4 |
| 39. Academy Evaluation | 0 | 12 |
| 40. Six Flags Scenarios | 0 | 51 |
| 41. Internal Affairs | 0 | 2 |
| 42. Sexual Harassment | 0 | 2 |
| 43. FTO Overview | 0 | 4 |
| 44. Photos | 0 | 3 |
| 45. Ride-Outs | 0 | 8 |
| 46. Commissioning | 0 | 1 |
| 47. Quarter Master | 0 | 2 |
| 48. Exams / Practicals | 0 | 34 |
| TOTAL HOURS | 576 | 1,080 |

- Although the state wants 24 hours for interpersonal communications, the APD Academy only provides 10 hours.
- It is not clear how community oriented policing is addressed at the Academy, however, the APD does a good job of focusing on people skills at the Academy, which is a skill that most good cops must have.
- There are twenty exams given throughout the Academy. Each topic is covered in these twenty exams. All topics covered during the week are tested on Monday of the following week. Each exam consists of 100 questions worth one point each.
- Remedial training deals with specific deficiencies i.e. Driving, Firearms, Defensive Tactics or Command Presence shown by the recruit. The average duration for academy remedial training is 1 to 2 days, depending on the number of deficiencies exhibited by the recruit.
- Typically, the washout rate at the Academy is not particularly high with one to two being the average number not completing this program.
- There is no tuition for the Academy although it costs roughly \$6,350 to equip each recruit. Based on APD estimates, the recruitment and training costs to the APD from the initial application phase to the end of field training is \$97,000 per recruit (based on a class of 24 recruits).

The next section evaluates the facilities utilized for academy training.

(2.3) Adequate Training Facilities Are Available to Support the Academy Training Program

Academy training is primarily conducted at the newly renovated Arlington Police Department Law Enforcement Academy. This facility includes classrooms, conference rooms, a gymnasium and a firing range. Scenario training is conducted off-site at several locations including:

- Six Flags Over Texas,
- Mission Arlington,
- Adventures in Achievement,
- University of Texas at Arlington,
- Various city park locations.

The APD's academy training curriculum is among the most comprehensive in Texas and is meeting the needs of the Department and City. No significant changes to the curriculum are recommended. The Academy training program effectively prepares new recruits to become effective police officers and to enter the field training program. Based on the APD academy staff's ability to meet the increased workload demands of 2002 and the projected return to a more stable workload, we do not see a need to alter the staffing levels assigned to academy unit.

(3) The Field Training and Evaluation for New Officers Is Highly Regarded and Adequately Prepares New Officers for Patrol.

The field training program typically lasts 14 weeks and consists of four phases. Phases One, Two and Three last 4 weeks each and Phase Four lasts two weeks. By phase four, each new officer should be capable of independence in a patrol situation. A new officer is typically assigned to one FTO per four-week phase and at least one traffic FTO. Due to scheduling issues (i.e. time off, military assignments, etc), a new officer may have as many as 5 FTO's per four-week phase and occasionally there are no FTO's available. In these circumstances, the FTO Sergeant may be required to ride with a new officer.

(3.1) The Field Training Process Is Adequate and Considers Appropriate Factors

Every FTO is required to complete a Daily Observation Report (DOR) for each new officer in the FTO Program. These reports grade new officers on a 1-5 scale in categories such as traffic citations, report writing and the like, although are largely subjective and based on the observations of the FTO. A new officer must receive an average score of 2 to pass to the next training phase. In rare instances, there are NRT

reports (Not Responding to Training), which can be issued outside of the DOR's and may result in a new officer being terminated.

(3.2) There Are a Sufficient Number of Field Training Officers in the APD

There were 61 new officers hired during 2002, each of whom attended the 14-week field training program. Approximately 5%-10% of the new recruits require remedial field training, which typically lasts 1-2 weeks. Despite this workload level, the field training unit adequately handled the demand for service. With only two academies planned per year for the foreseeable future, we do not anticipate a need to modify the staff assigned to the field training unit. The following exceptions should be noted:

- There is no field training for supervisors and management staff. If such a program were deemed to be valuable at the APD, additional staff would be required.
- Due to military assignments, it may be necessary to train some additional FTO's for basic coverage.

The next subsection evaluates the training of FTO's.

(3.3) Field Training Officers Are Adequately Trained and Sufficient Incentives Are Provided.

All FTO's must attend a one-week training school, which grades its graduates. The top graduates fill the vacant FTO slots. Each year, all FTO's must attend an 8-hour update course, which is typically offered in conjunction with in-service training.

- Each FTO receives a 5% pay bonus for their duty as an FTO.
- The Corporal position is an appointed position and not a rank.

The Field Training and Evaluation for New Officers is a valuable process for preparing new police officers for patrol. The program is highly regarded, considers appropriate factors and is sufficiently staffed with well-incented training officers. Each

Field Training Officer is trained in problem solving and interpersonal relations as a part of their FTO school. We do not recommend any major alterations to the program.

(4) Annual In-Service Training Exceeds the Requirements of TCLEOSE and Meets the Needs of the APD.

The Arlington Police Department is a TCLEOSE certified agency, which means that it is one of the few departments that can conduct a TCLEOSE sponsored course. In fact, APD's training is something of a model that other departments and agencies have sought to emulate. APD requires 40 hours of in-service training every year for all sworn personnel, which is twice the state (TCLEOSE) mandated standard. In fact, the typical police officer within the APD received more than 70 hours of in-service training during 2002.

(4.1) The In-Service Training Program Has Adequate Access to Personnel to Meet the Needs of the APD

In addition to the in-service training Sergeant, the in-service staff includes two corporals with a significant amount of specialized training (weaponry, firearms, defensive tactics, use of force, etc.) and four full time temporary instructors that are assigned on a rotating basis. All of these instructors are adequately trained and have completed the TCLEOSE Basic Instructors course. The in-service curriculum is continuously updated by TCLEOSE and the APD.

- There have been between 17,000-20,000 hours of in-service training provided by year for the last 3 years. There were 174 average hours/employee of training taught in house at the APD during 2002.
- Only 2,712 hours of in-service training were outsourced to other agencies during 2002.
- The Defensive Tactics Coordinator qualified 537 personnel in 2002. He also develops DT curriculum, trains defensive tactics instructors, is the DT instructor for an Academy class and is charged with officer physical fitness.

- The Rangemaster / Armorer conducted 1,564 firearms qualifications in 2002. In addition, he conducts 4 basic Academy Firearms classes, 12 annual in-service classes, tactical training. He also trains other firearms instructors.

The next subsection further explores the structure and content of the in service training program.

(4.2) The In-Service Training Program Offers an Effective Curriculum That Meets the Needs of the APD

In-service training is provided in 5-day blocks, which includes one day of web-based in-service training covering firearms and legal updates. The web-based portion of the in-service training is required prior to attending the remaining 4-days of classroom-based in-service training. Overall, in-service training is provided in the following areas:

- Defensive tactics,
- Physical fitness,
- Firearms,
- Force-on-force training,
- Emotional survival for law enforcement,
- Biases in policing and
- Legal updates.

All sworn APD personnel must qualify annually in defensive tactics by attending 8 hours of continuing education (4 hours web based and 4 hours gymnasium). All sworn APD personnel must qualify annually in physical fitness by attending a 4-hour block of training conducted by the defensive tactics training instructor.

The state mandates that all officers qualify in firearms training one time per year. APD standards require that all officers qualify in firearms training twice per year, once at night and once during the day. However, the APD has not developed any standards for the night qualification and therefore, there have not been any nighttime qualifications. Specific standards for nighttime firearms qualifications must be developed and implemented in order to meet the established standard for APD officers.

Historically, most officers exceed the APD required 40 hours of in-service training by attending outside training programs. In fact, during 2002, police officers in the APD received an average of more than 70 hours of in-service training. This is significantly more than required and with staffing levels near minimums on patrol, a more strategic plan for in-service training may be required (see Section 5 below).

A sample of officers interviewed believe that there are typically adequate opportunities to attend specialized training outside of the APD (in areas that the APD does not offer such as specialized driving schools, commercial vehicle investigations). There were 12,112 hours of outsourced in-service training during fiscal year 1999-2000, 7,995 hours during fiscal year 2000-2001 and 2,712 hours during fiscal year 2001-2002. Due to fiscal limitations and manpower issues in the APD, fewer outside training requests will likely be granted in the near term.

There are 8 hours of required in-service training for civilian employees of the APD, although there is no required core curriculum. The exception is that Crime Scene technicians receive 20-hours training annually and Jailers receive 40-hours training when hired (done by Jail supervisors). The In-Service Training Sergeant has

traditionally coordinated the role of civilian training and topics covered typically include computer training, Spanish, first aid, etc.

(4.3) The In-Service Training Needs Assessment Process Is Informal and Should Be Formalized.

The training needs assessment process is informal and targeted toward supervisory staff in the APD. Feedback is reportedly good and the program is frequently modified/improved. The Department's civilian curriculum development specialist assists with this process. There is a feedback procedure whereby officers rate each in-service training class, although there is no systematic overview of the in-service training curriculum other than oversight by the In-Service Training Sergeant. A more formalized training assessment system should be considered to determine if current training programs are matching community, departmental and individual needs.

The web-based training has proven to be a very cost efficient manner in which to train a large number of staff. Therefore, we do not believe that the web-based in-service training should be altered. However, some form of personal assistance (e.g. a help line) should be available to officers having difficulty with this portion of in-service training.

(4.4) Adequate Training Facilities are Available to Support the In Service Training Program.

As with the Academy training, In-Service training is primarily conducted at the newly renovated Arlington Police Department Law Enforcement training center. This facility includes classrooms, conference rooms, a gymnasium and a firing range. Scenario training is conducted off-site at several locations including:

- Six Flags Over Texas,

- Mission Arlington,
- Adventures in Achievement,
- University of Texas at Arlington,
- Various city park locations.

It should be noted that the range is currently under construction and will be completed by April 2003 (during construction the APD uses the Fort Worth range). Normally, the range is open 8am until 5pm Monday through Friday and anyone can reserve time on the range (it's rarely booked). Instructors have keys and can use the range until 11pm. Other agencies will likely use the new range because of its expanded capabilities (i.e. rifles, bean bags), however with only 10 lanes, many believe that the range is too small for a department the size of APD.

(5) While Highly Regarded, There Are a Few Opportunities for Improvement in the Personnel and Training Unit

It is recommended that the Department and City take the following steps to strengthen the recruitment and training functions within the department.

(5.1) The Potential to Expand the APD's Internship Program, Particularly as an Avenue for Attracting Minorities and Women, Should Be Considered.

Approximately 50% of the interns that apply are hired. The Internship program typically yields one or two new officers per year. Since 1996, every intern that went on to become an officer is still employed by the APD. Since it has proved to be a valuable method of obtaining new police officers; the feasibility of expanding the Internship Program to include a FT dedicated staff position should be explored. We anticipate that this program could be expanded by simply reallocating existing staff and not adding incremental staff to the APD.

(5.2) The Possibility of Assigning Instructors on a Temporary Rotating Basis to the Academy (as Is Currently the Case With In-Service Training) Should Be Explored

This would allow Academy instructors to become “experts” in a given area or areas and deliver more effective instruction to new recruits. These experts could assist with curriculum preparation and other Academy administration needs. It would also lessen the impact of pulling instructors from patrol, especially when staffing levels are at or near minimums.

(5.3) There Are a Few Opportunities for Improvement in the Field Training Program.

It is recommended that the Department and City take the following steps to strengthen the field training program for the department. These steps are summarized below:

- There are no requirements for new officers to sit with the dispatcher or data processing staff during the FTO program. This would help officers better understand and interact with these job functions and could be accomplished in one to two training days.
- The FTO program has not been updated in at least four years. However, there is a new FTO Sergeant who is in the process of updating the program currently. The process should be complete by Summer 2003, which should coincide with the upcoming FTO school.
- Several officers we surveyed indicated that additional vehicle driving techniques and skills should be emphasized during in-service. Most officers receive little or no on-going vehicle driving training.
- There is no management or supervisory field training program offered by APD for ranks above Sergeants. Further, the Sergeant’s field training program is only in the initial testing stage. The costs associated with this type of training could range from \$50 to \$100 per employee per training session depending on the training program.

The next subsection explores issues associated with management and supervisory training.

(5.4) Further Refine Efforts to Strengthen the Supervisory and Management Skills of First-Line Supervisors and Middle Managers.

Although we applaud the Department's implementation of a field training program for new Sergeants, it is suggested that a Task Force composed of Lieutenants, Sergeants and Officers as well as related non-sworn personnel be created to determine what the key roles and responsibilities should be for a Sergeant (and non-sworn supervisor) and Lieutenant (or middle manager) and how successful performance should be measured for each of these supervisory and management positions. For example, the task force may, as a starting point, wish to consider the following conceptual responsibility definitions for a Sergeant (or first line supervisor) and Lieutenant (or middle manager):

Sergeant (First Line Supervisor)

- Controls the quality of work produced by the work team as well as its productivity.
- Trains work team members so they have the skill to do the job.
- Facilitates efforts to improve work methods and work smarter and not harder.
- Creates a positive motivational environment for the work team.
- Insures high quality service is provided.
- Communicates upward, downward and sideways.

Lieutenant (Middle Manager)

- Coordinates related work teams internally as well as work with other divisions and agencies which relates to the program for which he or she is responsible.
- Develops specific objectives and monitors their attainment.
- Develops and mentors first-line sworn or civilian supervisors.
- Develops and manages program budgets.

- Facilitates upward and downward communications.
- Handles personnel management and human resources development issues.

The recommendations of this task force should be reviewed, refined and approved by the Chief of Police and his executive team. Once this role assessment is completed, the orientation and training for new Sergeants should be formalized. Also, an in-house program should be created for new Lieutenants. Each of these programs should be structured around the FTO concept so that new Sergeants or Lieutenants are assigned to work with experienced Sergeants or Lieutenants who are skilled as teachers and mentors for a two to four- week period of time. During this time frame, they would be taught or exposed to key supervisory or management issues and skills and assessed.

(5.5) There Are a Few Opportunities for Improvement in the In-Service Training Program.

It is recommended that the Department and City take the following steps to strengthen the in-service training program for the department. These steps are summarized below:

- There may be some value to assigning the four rotating police officer instructors to in-service training on a permanent full-time basis. This would maximize the equity of experience in the trainers and improve the quality of training and topic knowledge without additional staff.
- In service training should be conducted throughout the year rather than in “blocks”. This would even out the workload and would have less of an impact on operational units.

The feasibility of formalizing the needs assessment process to include more front line patrol officers should be considered.

(5.6) Develop a Three Year Training Plan Which Integrates All Training to Be Accomplished in the Department.

Steps should be taken to formalize the process for developing an integrated training plan for the Department which includes all the different training activities and processes which exist, a brief summary of what skills or topics will be addressed and estimated or authorized costs. The Police Chief should be the central point for approving this plan and any subsequent modifications. As part of this process for formalizing and integrating the planning of training activities and processes:

- A needs assessment should be done for each training program, once every three years, to help validate the training topics addressed. Position incumbents, peers, supervisors and the supervisor's manager should be solicited, through a confidential questionnaire, and asked what are the 5 to 10 top training needs for each position. In addition, the most recent performance appraisals for each position should be reviewed to identify performance issues most common to the position class that could be successfully addressed through training. This needs assessment should include the state mandated training as well as training for perishable skills in each position class.
- Topics to be covered should be identified for each program (e.g. in-service; FTO; Tactical, management/supervisory; specialty schools; dispatchers, records clerks; and so on).
- Where applicable and needed, lesson plans should be part of the plan for the year of the plan to be next instituted.
- The hard and soft costs of each program should be estimated.
- Criteria and processes for assessing the quality and usefulness of each training program should be described and then followed up on.

It is envisioned that this integrated, three year plan would include all existing training programs as well as new or restructured ones. This recommended process provides a bottoms up approach for training plan development but also a top/down quality control over training plan approval and implementation.

6. THE INTERNAL AFFAIRS UNIT IS APPROPRIATELY STAFFED TO PROVIDE A CONTEMPORARY, PROFESSIONAL, AND TIMELY INVESTIGATIVE RESPONSE TO ALLEGATIONS OF EMPLOYEE MISCONDUCT.

The Internal Affairs Unit, comprised of one supervising lieutenant, two investigative sergeants, (one recently assigned due to case load) and one office assistant. The Unit is responsible for the investigation and / or coordination of all allegations of sworn and non-sworn employee misconduct received from an source within or outside the Department and to maintain (computerized) data on awards received by Department employees and reports of police use of force and pursuits.

(1) The Internal Affairs Unit Policies, Procedures and Practices Are Contemporary, Current, and Comprehensive.

The Internal Affairs staff, (Lieutenant, two Sergeants, and Office Assistant) are well trained and educated in the complexities of the internal affairs process as it applies to “employee rights” and disciplinary process.

- The Internal Affairs Standard Operating Procedure was reviewed and revised in June of 2002. The Procedure describes receipt of allegations, classification as “formal” or “information”, and investigative and review process through to final disposition.
- The process includes legal review and places the responsibility for discipline, following the chain of review for each supervisory level with the Bureau Chief of the employee.
- For the benefit of the public and the employee, by policy, investigations are to be complete within 30 days of receiving the complaint. For 2001 the average time for investigations was 26 days. The report was then forwarded to “legal” for an average of 11 days, then onto the “chain of review” for an additional 9 days.
- The public and employee are provided with very specific information regarding the Internal Affairs process in the form of specific but easy to understand informational brochures. For the public these brochures are offered in English, Spanish, and Vietnamese.

- Citizen Complaints are directed to the internal affairs office. If the office is closed or inconvenient any supervisor can take the complaint. Minor complaints relating to performance or courtesy issues instead of misconduct are directed to first-line supervisors for preliminary review, investigation and resolution. This process accounts for the low number of external complaints received, (comparatively) as displayed in the following table.
- All complaints received are tracked with disposition. The Unit provides this information annually in a five year range for information, training, and policy review.

Department activity as it applies to employee misconduct generated internally or externally is reflected in the following table.

Internal Affairs Activity 1997 through 2001

| Year | Formal Complaints | Complaints By Citizens | Complaints Sustained | Percent of Complaints Sustained | Informal Complaints | Accidents Sustained |
|---------------------|--------------------------|-------------------------------|-----------------------------|--|----------------------------|----------------------------|
| 1997 | 50 | 13 | 30 | 60% | N/A | 14 |
| 1998 | 49 | 9 | 27 | 55% | 32 | 58 |
| 1999 | 31 | 3 | 16 | 52% | 41 | 31 |
| 2000 | 39 | 5 | 23 | 59% | 22 | 53 |
| 2001 | 25 | 1 | 12 | 48% | 23 | 50 |
| Total / Ave. | 194 / 39 | 31 / 6 | 108 / 22 | 55% | 140 / 28 | 206 / 41 |

Analysis of Information displayed in the preceding table follows:

- On average 39 formal complaints will be filed with the Department annually. Formal complaints are those complaints that could result in discipline ranging from a written reprimand to termination. Most of these complaints are investigated by the Internal Affairs Unit (some by District / Division supervisors). Each of the complaints could have a number of allegations (potential violations of policy or procedure) and / or multiple employees. Considering that the Unit Lieutenant carries a partial case load (.5) The Unit caseload per investigator is 1.3 formal investigations per month
- Complaints by citizens range from 13 to 1 for an annual five year average of 6 complaints annually. In recent years more initial minor complaints from citizens are being directed to first-line supervisors for preliminary investigation and resolution. The vast majority of these complaints can related to performance and courtesy issues instead of misconduct. This should be monitored by the Internal Affairs Unit and Department Administration to assure that the public is confident in its understanding of the process and are secure that retaliation will not occur as a result on initiating a complaint.

- Sustained complaints over time average approximately 55%. Considering the high number of complaints, comparatively, initiated internally, might suggest that supervisors are advancing complaints that deal more with performance rather than misconduct.
- On average 28 “informal complaints” can be anticipated annually. Informal complaints are complaints received that on conclusion of the investigation the disposition would result in “advise or counsel” or training. Most of these investigations are referred back to the employee supervisor for resolution. The investigative status is tracked by the Internal Affairs Unit.
- Every Department vehicle accident is reviewed by the “Accident Review Board”. Those accidents found to be the fault of the employee and sustained as misconduct are forwarded to the Internal Affairs Unit for tracking and coordination through the Chain of Review for final disposition.

The Internal Affairs Unit is in the process of expanding its emphasis, as described in the next section.

(2) The Department Is in the Process of Implementing a Very Proactive “Early Intervention Program” to Help Identify Early Symptoms of Employee Job Related Stress or Personal Problems.

Through a grant obtained from the Department of Justice for \$126,000. The Department is in the final stages of implementing a multi-faceted system to address symptoms of job related stress or personal problems. The program establishes guidelines to identify behaviors that ultimately affect employees’ performance and employs conservative, appropriate corrective action, enabling the Department to reach higher levels of productivity and professionalism.

Recommendation: That no adjustments be made to the Internal Affairs Unit in terms of staff or assignment.

7. THE CRIME PREVENTION PROGRAM HAS BEEN SHORT OF STAFF TO MEET ITS EXTENSIVE COMMITMENTS.

The Crime Prevention Unit has taken on an extensive set of programs and services in support of the community, businesses and schools. A partial list of these programs include:

- Community and business watches
- Residential and security surveys
- Faith based group partner programs
- Students against violence everywhere
- Citizen's police academy; Hispanic citizen's police academy
- Citizens on patrol
- Crime-free multi housing program

In addition to these programs are a wide ranging commitment to providing training assistance and support to the community in neighborhood groups, associations, school groups, etc.

To meet these commitments, the Crime Prevention Unit has a Sergeant, 2 Police Officers assigned to the Crime-Free Multi-Housing Program, 3 Police Officers assigned to Crime Prevention programs and a clerical position. Because of an unusual number of long term leaves, many of the programs are currently provided by other staff or are not performed at all.

The project team supports these programs and recognizes that their ability to succeed has been impacted by staff availability. This short term problem will be addressed with the return of staff who are currently on leave. The extent of the time

commitment and success of the crime free multi-housing program will also have an impact on this.

However, a City the size of Arlington needs to ensure the continuity of its crime prevention programming which will always be impacted by external factors and fresh program commitments. Many cities have learned that trained non-sworn personnel are valuable assets to crime prevention programming. Many programs (including tours, neighborhood watches and surveys) and the support of programs (including arranging meetings, research and literature development) can use non-sworn personnel (at a Police Service Assistant Level). Based on continued commitments to the programs targeted in the Community Action Strategic Plan, continued use of staff productively in the crime free multi housing program and staff availability issues, a Police Service Assistant position should be authorized for this unit.

Recommendation: Monitor the effectiveness of the Crime Prevention Unit for one year. If continued dedication to all targeted programs is desired and existing staff are not available at necessary levels, then authorize a Police Service Assistant position to this Unit at an annual cost of about \$60,000.

8. THE LEGAL DIVISION PROVIDES ON-SITE LEGAL ADVISE THAT IS SENSITIVE TO THE SPECIAL NEEDS OF THE POLICE DEPARTMENT ENVIRONMENT.

The Legal Unit is comprised of two Assistant City Attorney's working Monday through Friday who are assigned to work on-site with the Police Department as a "Legal Advisor" and for "Litigation and Employment".

- The Legal Advisor provides general legal support for the Department including:
 - Review of claims against the Department and City as a result of police action.
 - Advises on changes of law by memorandum and at roll call / in-service training.

- Revises outdated or develops new City Codes specific to police enforcement and nuisance abatement.
- Prosecutes nuisance abatement and vice complaints
- Assists Department personnel with affidavits for search warrants.
- Reviews and reacts to all request pertaining to the “open records act”. Makes determination to “release”, “redact certain information” or “not release the information”. 1,700 requests were made in 2002.
- Serves as the Department advocate with the District Attorney.
- The Employment and Personnel Litigation Advisor provides counsel specific to Department personnel matters that include:
 - Review and council on matters of employee misconduct and associated discipline.
 - Review of investigations of allegations of misconduct to assure compliance with all legal processes (Police 75% and Fire 25%).
 - Serves as prosecutor for employee appeals for misconduct resulting in recommendations for suspension, demotion, or termination.
 - Reviews for content and form all formal and informal Internal Affairs investigations requesting discipline.
 - Reviews and provides follow-through (motion to quash) on all third party requests for Department employee personnel records.
 - Teaches in the new in-house supervisory academy “the legal aspects of discipline and associated supervisory liability.
 - Provides general legal advice regarding sensitive incidents.

Legal review of the disciplinary recommendation at times protracts the conclusion of the disciplinary process. The City Attorney’s Office has had to collapse Assistant City Attorney job responsibilities and functions due to reduction in force. This reduction in force has caused a shift of priorities and delay in the review of certain disciplinary actions.

Recommendation: Staffing is a function of the City Attorney's Office. On-site counsel provides the Department with an immediate and valuable resource. No change is recommended.

9. THE FUNCTIONS AND ACTIVITIES OF THE ADMINISTRATIVE ASSISTANT TO THE OFFICE OF THE CHIEF OF POLICE SERVES AS AN EXCEPTIONAL RESOURCE TO THE "OFFICE" AND ORGANIZATION.

The Administrative Assistant, working Monday through Friday on a flexible eight hour shift, coordinates delivery systems for Department operating protocols, and coordinates processes pertaining to Department "standards" and "communications".

These functions include:

- Monitors and coordinates the Department Accreditation process. This includes tracking various Department (Unit / Division) reporting requirements, daily, weekly, and monthly, and updating the process with the change of Department policies and procedures.
- Maintains Department General Orders, Department Policies and Procedures, and Special Operating Procedures. This includes making appropriate document changes updating computer files and transmitting revised information to all Department e-mail sites for rapid on-line dissemination.
- Works with the Department Legal Advisor to assess new legislation and in turn makes recommendations to the Chief's Staff for appropriate policy changes.
- Chairs the Department Policy Review Committee. This committee of nine line and supervisory personnel review proposed policies and recommended change to existing policies and make recommendations to the Command Staff for full assessment of the impact on "line staff" and to bridge the gap between "line and staff".
- Arranges and coordinates the quarterly "non-supervisors" meeting with the Chief and Command Staff. Requests questions and compiles meeting minutes which are used the "supervisors" which follows the "non-supervisors" meeting.
- Provides information to all Department personnel via the Department intranet advising of the work of the Policy Review Committee and issues addressed in the non-supervisors meeting. Also conducts "employee polls" for suggestions / recommendations that evolve during these meetings which might be controversial.

- Provides the Chief and Command staff with written overview of Council actions that have direct or potential impact on Department operations.
- Maintains Department history files and memorabilia.
- Provides support to the Management Initiative Unit, fields special projects from the Chief's Office, and responds to requests from outside agencies.

Recommendation: No recommended change.

5. ANALYSIS OF THE POLICE FLEET

This chapter presents an analysis of the fleet assigned to the Arlington Police Department. This analysis includes the following:

- The take-home vehicles within the Police Department and recommendations regarding their continued assignment;
- The number of the vehicles assigned to the Police Department;
- The replacement of the vehicles assigned to the Arlington Police Department;
- The downtime of the police patrol sedan fleet; and
- The preventive maintenance scheduling and services.
- The current process for acquisition, maintenance, and operation of police motorcycles.

The chapter begins with a description of the fleet assigned to the APD.

1. THE ARLINGTON P.D. HAS A FLEET OF 220 PIECES OF EQUIPMENT.

The table below presents a distribution of the automotive fleet of the Arlington Police Department by cost center at the end of 2002 (data provided by Fleet Services).

| Account Number | Division | Number of Assigned Vehicles | % of Total |
|-----------------------|---------------------------|------------------------------------|-------------------|
| 8110 | Media Relations | 2 | 0.9% |
| 8131 | Operations Administration | 1 | 0.5% |
| 8132 | North District | 43 | 19.6% |
| 8133 | West District | 51 | 23.3% |
| 8134 | East District | 50 | 22.4% |
| 8135 | SWAT, Traffic & Warrant | 25 | 11.4% |
| 8140 | Investigations | 30 | 13.7% |
| 8141 | Covert/Narcotics | 1 | 0.5% |
| 8150 | Administration | 5 | 2.3% |
| 8160 | Community Services | 9 | 4.1% |
| 8170 | Personnel | 3 | 1.4% |
| TOTAL | | 220 | 100.0% |

- The table excludes some equipment. The 18 motorcycles assigned to Traffic were excluded since the employees own that equipment. The 40 asset forfeiture vehicles assigned to Covert and to Narcotics were excluded since that equipment is not maintained by Fleet Services. Trailers, generators, outboard motors, and the boat were also excluded.
- This table reflects the fleet assigned to the Arlington Police Department at the end of 2002. This includes 144 police patrol sedans. 15 police patrol sedans have been taken out of service over the past twelve months without replacement due to mileage or accidents. Replacement sedans were not available.
- With the replacement patrol sedans that had arrived at the beginning of 2003, the number of patrol sedans will increase by 15 to an authorized number of 159. The total fleet assigned to the Arlington Police Department will increase to 235.
- The largest proportion of automotive equipment is assigned to the north, west, and east districts. Altogether, these three districts are assigned almost 67% of the fleet assigned to the Police Department.
- The second largest proportion of the fleet is assigned to Investigations: 13% of the fleet.
- The third largest proportion of the fleet is assigned to SWAT, Traffic, and Warrants.

The table below presents the automotive fleet assigned to the Arlington Police Department by class of vehicle (as of late 2002; data provided by Fleet Services). Important points to note concerning the table are presented below the table.

| Class of Vehicle | Number of Vehicles | % of Total |
|-------------------------|---------------------------|-------------------|
| Sedan, police patrol | 144 | 65.5% |
| Sedan, compact | 4 | 1.8% |
| Sedan, mid-size | 49 | 22.3% |
| Pickup trucks | 7 | 3.2% |
| Sport utility vehicles | 2 | 0.9% |
| Cargo vans | 6 | 2.7% |
| Step/transfer vans | 2 | 0.9% |
| Scooters | 4 | 1.8% |
| Miscellaneous | 2 | 0.9% |
| TOTAL | 220 | 100% |

- Police patrol sedans are the most numerous class of vehicles within the Police Department. 65% of the department's fleet consists of police patrol sedans. This reflects the fleet assigned to the Arlington Police Department at this point in time. As noted earlier, 15 police patrol sedans have been taken out of service over the past twelve months without replacement due to mileage or accidents. Replacement sedans weren't available.
- With the replacement patrol sedans that have recently arrived, the number of patrol sedans will increase by 15 to an authorized number of 159.
- Mid-size sedans are the second most numerous class of vehicles. 22% of the department's fleet consists of mid-size sedans.

The next section examines the issue of take home cars in the fleet.

2. THE NUMBER OF TAKE HOME VEHICLES ASSIGNED TO STAFF WITHIN THE POLICE DEPARTMENT SHOULD BE REDUCED, AND THE CITY SHOULD ADOPT A TAKE HOME VEHICLE POLICY.

The table below presents the thirty-two staff within the Police Department that are authorized take home vehicles.

| Assignment | Vehicle Number |
|-----------------------------------|-----------------------|
| Assistant Chief - Operations | 2591 |
| Assistant Chief - Administration | 2408 |
| Deputy Chief - West District | 2604 |
| Deputy Chief - East District | 2600 |
| Deputy Chief - Community Services | 2412 |
| Deputy Chief -Operations Support | 2592 |
| Deputy Chief - North District | 2596 |
| Crime Scene | 2406 |
| Police Lieutenant, Patrol | 689 |
| Police Lieutenant, Patrol | 686 |
| Police Lieutenant, Patrol | 781 |
| Police Lieutenant, Patrol | 775 |
| Police Lieutenant, Patrol | 780 |
| Police Lieutenant, Patrol | 693 |
| Police Lieutenant, Patrol | 784 |
| Police Lieutenant, Patrol | 687 |
| Police Lieutenant, Patrol | 688 |
| Homicide | 4011 |

| Assignment | Vehicle Number |
|--------------------|-----------------------|
| Homicide | 2605 |
| Homicide | 1938 |
| Homicide | 1937 |
| Media Relations | 2614 |
| Special Operations | 880 |
| Special Operations | 881 |
| Special Operations | 882 |
| Special Operations | 883 |
| Special Operations | 884 |
| Special Operations | 885 |
| K-9 | 397 |
| K-9 | 398 |
| K-9 | 386 |
| Chaplain | 2032 |

These employees, while authorized take home vehicles, do not in all instances, drive these vehicles home. Some of these employees live outside the City of Arlington; these employees are not authorized to drive their vehicles outside the City of Arlington and park their vehicles at various locations.

(1) The City Should Develop and Adopt a Specific Policy Regarding Take Home Vehicles.

While the City has adopted a policy on vehicle use and operations (Administrative Regulation #15), it does not appear to provide sufficient detail and direction regarding take home vehicles. For example, the policy does not clarify the extent of emergency call outs necessary to be allowed a take home vehicle. This is important for a Police Department in terms of Police Officers assigned to Homicide, Media Relations, and the like.

In addition, the policy indicates “city vehicles assigned to an employee shall only be used for city business and transportation to and from work unless approved by the

Department Head or City Manager.” Approval of the use of vehicles for take home should be provided by a party independent to the department making the request, such as Fleet Services Division of the Support Services Department or the Budget Division in the Finance Department.

It is recommended that the City adopt a specific policy regarding take home vehicles. The following policies regarding take vehicles should be considered:

- The city wishes to restrict the number of city-owned vehicles being used by employees to commute to and from work.
- The use of pool vehicles or travel reimbursement is preferred over the assignment of take-home vehicles for conducting city business.
- Assignment of a city vehicle is neither a privilege nor a right of any city employee.
- Assignment of a city vehicle shall not be made based on employee merit or employee status.
- The need for communication access (car radio, telephone, etc.) shall not normally be considered adequate justification for a city vehicle assignment.
- Wherever possible, assigned city vehicles shall be picked up and dropped off at designated city parking areas, thereby avoiding the assignment of take-home vehicles.
- Take-home city vehicle assignments must be authorized by Fleet Services.
- Emergency Responses: Take-home vehicles may be assigned to city employees who:
 - Are called out at least 6 times per quarter, or 24 times a year and have primary responsibility to respond to emergencies which require immediate response to protect life or property; and
 - Cannot use alternative forms of transportation to respond to emergencies; and
 - Cannot pick up city-owned assigned vehicles at designated sites without impacting the employee’s ability to respond to emergencies, which require immediate response to protect life or property.

- Emergency response assignments should be supported by data demonstrating the actual number and nature of emergency responses in the prior year, and estimates of future emergency responses. There must be an explanation as to why an employee cannot use alternative forms of transportation to respond to the emergencies or pick up city-owned assigned vehicles at designated parking areas.

The project team has specific recommendations regarding fleet reduction which are provided in the next section.

Recommendation: The City should develop a take-home policy for City vehicles.

(2) The Number of Staff Assigned Take-Home Vehicles Should be Reduced from the Current Level of 32 to 5.

Given these suggested policies, it is recommended that the number of staff authorized to take home vehicles within the Police Department be reduced from its current level of thirty-two. Only five staff should be authorized take home vehicles. These staff are as follows:

- One of the four Police Officers assigned to Homicide in an “on-call” basis;
- The three Police Officers assigned to K-9; and
- The Police Officer assigned to media relations.

The vehicles assigned to Deputy Chiefs and Assistant Chiefs should be replaced with car allowances. A survey conducted by the APD of other police departments in Texas showed that mid-managers wither had take home cars or allowances. The cost of allowances can be structured to be consistent with the cost of city ownership.

The gear in the take home vehicles assigned to the Police Sergeant and Police Officers in special weapons and tactics should be removed. This equipment should be placed in a vehicle designed to respond to special operations such as the cargo van (unit #1828) assigned to special weapons and tactics, although this unit may need

retrofitting for storage or replacement with a larger van. This recommendation will necessitate an operational change in the way this unit works requiring staff to report to a central point for redeployment to the incident.

The City should consider providing a vehicle allowance to the Assistant Police Chiefs in lieu of assigned vehicles in accordance with the City's policy.

Recommendation: The number of take home vehicles within the Police Department should be reduced from 32 to 5.

3. THE NUMBER OF SPECIAL ASSIGNMENT POLICE PATROL SEDANS WITHIN THE POLICE DEPARTMENT SHOULD BE REDUCED.

The number of special assignment police patrol sedans within the Arlington Police Department is extensive, comprising 31% of the total available (as of January 1, 2003). These police patrol sedans are not available for patrol. The result of this extensive amount of special assignment police patrol sedans is the insufficient number of sedans available for police patrol. Rather than increasing the fleet to address this issue, the Matrix Consulting Group recommends that the amount of special assignment police patrol sedans be reduced.

The analysis of police patrol sedans is complicated due to a number of special assignment practices within the Police Department. These include such practices as the following:

- The Police Lieutenants within patrol are assigned their own police patrol sedans. These sedans are not equipped with cages or light bars. There are 9 police patrol sedans assigned to Police Lieutenants in patrol.
- The Police Sergeants assigned to patrol are also assigned specific police patrol sedans. These sedans are equipped with light bars, not cages. There are 12 patrol sedans assigned to Police Sergeants in patrol.
- There are a number of special units that are assigned their own police patrol sedans including Accident Investigators, Warrants, Gangs, Special Operations,

the Jail, and K-9. There are 23 police patrol sedans assigned to these special units. One-half of these sedans are not equipped with light bars and/or cages.

While there are 144 police patrol sedans currently available, 44 or 31% of these sedans are **not** available to the Police Officers assigned to patrol. Even with the addition of the 15 additional police patrol sedans that are part of the recent arrival of replacement sedans (which will increase the number of police patrol sedans to 159), 28% of the police patrol sedans will still be unavailable to Police Officers assigned to patrol.

Many of these special assignments of police patrol sedans should be converted to “pooled” sedans available for use by the Police Officers assigned to patrol. More specifically:

- **The Nine Police Patrol Sedans Assigned to Police Lieutenants Should Be Converted to “Pooled” Sedans.** These nine sedans are driven an average of approximately 8,000 miles annually. The Police Lieutenants at each district should utilize the “pooled” police patrol sedans. These nine police patrol sedans should be reassigned to the “pool” available for use by Police Officers, Police Sergeants, and Police Lieutenants. These nine sedans will, however, need to be equipped with cages and light bars.
- **The Twelve Police Patrol Sedans Assigned to Police Sergeants Should Be Converted to “Pooled” Sedans.** These sedans should be assigned to the “pool” available for use by Police Officers, Police Sergeants, and Police Lieutenants. However, these sedans are not equipped with cages.
- **The Seven Police Patrol Sedans Assigned to Special Operations Should Be Converted to “Pooled” Sedans for use by Police Officers in Patrol.** These Police Officers, the Police Sergeant, and the Police Lieutenant utilize these sedans for patrol, but only for the 8-hour shifts these staff work (1800-0200 Monday through Friday). This means that these sedans are typically utilized for 24% of the possible shifts in each week. These sedans are driven an average of approximately 7,000 miles annually. These vehicles should be converted to “pooled” sedans for use by Police Officers in patrol. Six of these seven sedans will need to be equipped with cages, and one of the sedans will need to be equipped with a cage and light bar. If the staff assigned to special weapons and tactics need police patrol sedans, these staff should access the sedans assigned to this “pool”. The gear in these vehicles assigned to the Police Sergeant and

Police Officers in special weapons and tactics should be removed. This equipment should be placed in a vehicle designed to respond to Special Operations such as the cargo van (unit #1828) assigned to Special Operations or the mobile command post (unit #2131), also assigned to Special Operations.

- **The Two Police Patrol Sedans Assigned to the Gang Unit Should Be Converted to “Pooled” Sedans for use by Police Officers in Patrol.** This unit utilizes these sedans for patrol, but only for the shifts these staff work. This means that these sedans are utilized for 19% of the possible shifts in each week (since these Police Officers work 4/10 shifts). These sedans are driven an average of a little less than 4,000 miles annually. These vehicles should be converted to “pooled” sedans for use by Police Officers in patrol. If the staff assigned to the gang unit need police patrol sedans, these staff should access the sedans assigned to this “pool”. These two sedans are equipped with cages and light bars.

There are some police patrol sedans that are assigned for specific uses that should continue on these special assignments. These include the sedans identified below.

- **The Six Police Patrol Sedans Assigned to Accident Investigations Should Continue to Be Assigned to this Unit.** This unit is comprised of a DWI investigator (mostly office work), a Police Sergeant, and nine Police Officers. In addition, there are two hit and run investigators assigned to this unit. These staff work 2 ten-hour shifts: 7 a.m. to 5 p.m. and 5 p.m. to 3 a.m. These six sedans are “pooled” by this staff, and have specialty equipment stored in the sedans – lasers, measuring devices, etc. that are specific to their duties regarding accident reconstruction. These sedans are driven an average of approximately 19,000 miles annually. Two of the six sedans are not equipped with cages. It may be appropriate to equip these sedans with cages to enable these sedans to be rotated, if necessary, to balance utilization.
- **The Three Police Patrol Sedans Assigned to K-9 Should Continue to Be Assigned to these Three Police Officers.** Given the use by K-9, the vehicles cannot practically be utilized by other Police Officers. These sedans should continue to be assigned to these three Police Officers.
- **The Police Patrol Sedan Assigned to the Jail Should Continue to Be Assigned to the Jail.** This sedan accumulates over 25,000 miles a year. This sedan should continue to be assigned to the jail.
- **The Four Police Patrol Sedans Assigned to the Class “C” Warrants Unit Should Continue to Be Assigned to this Unit..**

Recommendation: 30 police patrol sedans should be reassigned from their special assignments to the “pool” in patrol available for Police Officers, Sergeants, and Lieutenants in Patrol.

4. THE OPERATIONS BUREAU IS CURRENTLY ADEQUATELY FLEETED.

The Matrix Consulting Group analyzed police patrol sedans class in terms of age and mileage. This analysis showed that **the oldest police patrol sedans are not necessarily the ones with the highest mileage.** Of particular interest are sedans grouped around specific months in service.

- Sedans with approximately 55 months of service have life-to-date mileage that ranges from approximately 60,000 miles to almost 120,000 miles.
- Sedans with approximately 45 months of service have life-to-date mileage that ranges from a little less than 40,000 miles to approximately 100,000 miles.
- Sedans with approximately 30 months of service have life-to-date mileage that ranges from a little less than 20,000 miles to approximately 100,000 miles.
- Sedans with approximately 20 months of service have life-to-date mileage that ranges from a little less than 10,000 miles to approximately 40,000 miles.

While there are instances where this could be justified, the Matrix Consulting Group would not expect to find this much variation in a fleet the size and composition of the Arlington Police Department. It is indicative of underutilized vehicles.

The average annual utilization of police patrol sedans amounts to 21,299 miles. While this is within the normal range for utilization of police patrol sedans, albeit at the lower end of the range, in a municipal police fleet, there are a significant number of units that fall below the 25th percentile (which is 11,801 miles). There are 36 police patrol sedans that have average annual utilization less than 11,801 miles per year. This is a low level of utilization for a police patrol sedan.

To evaluate the number of police patrol sedans necessary for the Arlington Police Department, the Matrix Consulting Group identified the number of staff that would need to utilize these sedans. The table below identifies the authorized number of Police Officers and Police Sergeants that will need to utilize these sedans.

| Unit | Police Officer | Police Sergeant |
|---------------------|-----------------------|------------------------|
| East District | 77 | 13 |
| North District | 88 | 15 |
| West/South District | 105 | 16 |
| Special Operations | 5 | 1 |
| Gangs | 5 | 1 |
| TOTAL | 280 | 46 |

As the table indicates, there are 326 staff that will need to utilize the police patrol sedans assigned to the “pool” within patrol (this excludes the three K-9 Police Officers). There are also 11 Police Lieutenants that will need police patrol sedans. There are currently a total of 130 sedans currently available for these staff (this includes the sedans currently assigned to the Police Officers and Police Sergeant in the gangs unit, the special operations unit, as well as Police Sergeants and Lieutenants in patrol).

The Matrix Consulting Group utilizes an average of 2.5 Police Lieutenants, Sergeants and Police Officers per police patrol sedan to assess the number of sedans necessary. Given the number of staff – Police Officers and Police Sergeants – within the Arlington Police Department, a total of 135 police patrol sedans would be necessary. This is 5 more police patrol sedan than currently available if, as recommended previously, the number of police patrol sedans on special assignment (e.g., special operations) is reduced with the reassignment of 30 sedans to the “pool” within patrol. Without these reassignments, the Police Officers and Police Sergeants in

the East, North, and West/South Districts are currently under-allocated 22 police patrol sedans in comparison to their actual needs.

In addition to these 135 police patrol sedans necessary for these 337 staff, 7 additional police patrol sedans should be allowed to account for sedans that are “totaled” in accidents each year (5% shrinkage). Thus, a total fleet of 142 police patrol sedans are necessary. This compares to the 145 sedans that will be available with the 15 additional police patrol sedans that are part of the recent arrival of replacement sedans. These 145 sedans **exclude** 14 police patrol sedans that will remain on special assignment to the jail, Accident Investigations and K-9.

The difference in patrol sedans needed versus the number available is small and will be absorbed with anticipated additions from academy classes.

Recommendation: Maintain the patrol fleet at current ratios of staff to vehicles.

5. FLEET SERVICES SHOULD EVALUATE THE POTENTIAL TO REDUCE THE NUMBER OF GENERAL PURPOSE SEDANS ASSIGNED TO THE POLICE DEPARTMENT.

The Matrix Consulting Group looked at general-purpose sedans class in terms of age and mileage.

Of particular interest were sedans with approximately 60 months of service. Their life-to-date mileage ranged from a little less than 30,000 miles to over 70,000 miles.

The same was true for vehicles with approximately 30 months of service. Their life-to-date mileage ranged from approximately 10,000 miles to approximately 35,000 miles.

While there are instances where such a significant range could be justified, the Matrix Consulting Group would not expect to find this much variation in a fleet the size

and composition of the Arlington Police Department. It is indicative of an extent of underutilized vehicles.

The majority of general-purpose sedans have an average annual usage of approximately 7,000 to 10,000 miles. While this is within the normal range for utilization of general-purpose sedans in a municipal fleet, there are a significant number of units that fall below the 25th percentile (which is 5,967 miles). There are 14 general-purpose sedans that have an average annual utilization less than 5,967 miles per year.

Fleet Services should evaluate the need for thirteen of these fourteen general-purpose sedans, and identify other means of meeting the transportation needs of these staff (e.g., mileage reimbursement). These thirteen vehicles represent 25% of the general-purpose sedans assigned to the Police Department. These thirteen vehicles are presented in the table below.

| Division | Vehicle Number | Year | Date Placed In Service | Annual/Annualized Mileage | Assignment |
|-----------------|-----------------------|-------------|-------------------------------|----------------------------------|------------------------------|
| 8140 | 4038 | 1991 | May-91 | 1,221 | Investigative Services |
| 8140 | 5838 | 1992 | Feb-92 | 1,900 | Investigative Services |
| 8140 | 2591 | 2002 | Jul-02 | 4,480 | Assistant Chief Tommy Ingram |
| 8140 | 2410 | 2000 | Jul-00 | 5,204 | Investigative Services |
| 8140 | 1930 | 1997 | Mar-97 | 5,473 | Investigative Services |
| 8140 | 2407 | 2000 | Jul-00 | 5,839 | Investigative Services |
| 8150 | 5264 | 1991 | Feb-91 | 712 | Fiscal Services |
| 8150 | 2601 | 2002 | Jul-02 | 2,804 | Internal Affairs |
| 8160 | 1013 | 1992 | Oct-92 | 2,312 | Personnel |
| 8160 | 2612 | 2002 | Jul-02 | 5,322 | Community Services |
| 8160 | 2386 | 2000 | May-00 | 5,505 | Investigative Services |
| 8160 | 2611 | 2002 | Jul-02 | 5,930 | Investigative Services |
| 8170 | 5275 | 1991 | Mar-91 | 617 | Youth Services |

The only general-purpose sedan that has annual mileage less than the 25th percentile that should not be considered for elimination is the sedan assigned to the

Deputy Chief for the North District (unit #2596, which had 4,375 annual miles). This sedan should, however, be “pooled” at the North District.

In addition, five other sedans assigned to the top and middle managers, should be reassigned for use as “pool sedans”. This would include the following sedans:

| Existing Assignment | Vehicle Number |
|-----------------------------------|----------------|
| Assistant Chief - Administration | 2408 |
| Deputy Chief - West District | 2604 |
| Deputy Chief - East District | 2600 |
| Deputy Chief - Community Services | 2412 |
| Deputy Chief -Operations Support | 2592 |
| Chaplain | 2032 |
| Deputy Chief -Investigations | 2178 |

Recommendation: Fleet Services should evaluate the potential elimination of 13 general purpose sedans assigned to the Police Department, and five other general purpose sedans within the Police Department should be reassigned as “pool” sedans.

6. THE NINE MID-SIZE SEDANS PURCHASED FOR POLICE LIEUTENANTS ASSIGNED TO PATROL SHOULD BE ASSIGNED ELSEWHERE IN THE FLEET, AND THE POLICE LIEUTENANTS SHOULD CONTINUE TO USE POLICE PATROL SEDANS.

Nine Ford Taurus sedans have been purchased for Police Lieutenants assigned to patrol. These sedans have not yet been placed in service. The capital outlay cost difference between a 2002 Ford Taurus and a 2002 Ford Crown Victoria amounts to \$5,319. Over a five-year life cycle, this amounts to approximately \$9,574 in cost savings annually.

Rather than assign these mid-size sedans to Police Lieutenants in patrol, it was previously recommended that these nine Police Lieutenants share police patrol sedans: one for each district. This would reduce the number of sedans from 9 to 3. In addition,

as recommended previously, none of these Police Lieutenants should be permitted to take these police patrol sedans on a take-home basis.

The nine mid-size sedans acquired for these Police Lieutenants should be assigned elsewhere in the fleet to accommodate necessary replacements. These vehicles should be used as replacements, and not additions to the fleet. The one-time cost savings in capital outlay would approximate \$136,000.

Recommendation: The nine mid-size sedans purchased for Police Lieutenants should be reassigned elsewhere in the City's fleet, and Police Lieutenants should continue to utilize police patrol sedans.

7. THE FLEET SERVICES DIVISION AND THE POLICE DEPARTMENT SHOULD JOINTLY BE ASSIGNED RESPONSIBILITY FOR BALANCING THE UTILIZATION OF AUTOMOTIVE EQUIPMENT.

There are many pieces of equipment within the fleet assigned to the Police Department that, while meeting the age criteria for replacement, fall far short of the mileage criteria or are likely to fall far short given current utilization patterns. The result is under-utilized, obsolete equipment. For example:

- Three 1991 model year general-purpose sedans that had less than 75,000 life-to-date miles by the end of 2002. In 2002, these three sedans averaged less than 1,000 miles of utilization annually.
- Two 1992 model year general-purpose sedans that had less than 70,000 life-to-date miles by the end of 2002. In 2002, these two sedans averaged less than 2,100 miles of utilization annually.
- Two 1995 model year police patrol sedans that had less than 90,000 life-to-date miles by the end of 2002, three 1998 model year sedans that had less than 70,000 life-to-date miles by the end of 2002, three 1999 model year sedans with less than 40,000 life-to-date miles and seven others with less 50,000 life-to-date miles by the end of 2002, two 2000 model year sedans with less than 20,000 life-to-date miles by the end of 2002, and five 2001 model year sedans with less than 10,000 life-to-date miles by the end of 2002.

This imbalance presents significant equipment replacement problems. Under-utilized equipment cannot be justified economically for replacement, but becomes obsolete.

There is nothing in the existing service level agreement between the Police Department and the Fleet Services Division that defines roles and responsibilities as it regards reassignment of equipment or management of utilization to balance utilization. The service level agreement should be modified to clearly define these roles and responsibilities.

The Fleet Services Division should be charged with responsibility for identifying vehicles within the fleet that need to be rotated to balance utilization. If the operating departments do not cooperate, this issue should be raised with the appropriate Deputy City Manager.

Recommendation: Fleet Services and the Police Department should be charged with balancing utilization of vehicles so that replacement can be more effectively managed and police patrol sedans are not taken out of service before replacement vehicles are available.

8. A NUMBER OF THE PRACTICES REGARDING PREVENTIVE MAINTENANCE SHOULD BE MODIFIED.

The frequency for preventive maintenance “A” for police patrol sedans is every 2,000 miles. This type of preventive maintenance involves changing the oil, checking fluid levels, and checking specific safety items.

The mileage interval for preventive maintenance “A” for 36 different police patrol sedans was documented. There was a significant range in the interval for these 36 police patrol sedans. In some instances, the interval was less than 500 miles. In other

instances, it was more than 4,000 miles. However, in almost three-quarters of the preventive maintenance “A”s, the interval ranged from 1,500 miles to 3,000 miles.

Two changes are recommended in the approach to preventive maintenance of police patrol sedans.

(1) The Fleet Services Division Should Evaluate the Necessity of the 2,000 Mile Interval Between Preventive Maintenance “A” for Police Patrol Sedans.

The present interval between preventive maintenance “A” for police patrol sedans is 2,000 miles. This is a higher frequency than the Matrix Consulting Group normally encounters for police patrol sedan. A more common frequency has been 3,000 miles. The Matrix Consulting Group recommends that the Fleet Services Division evaluate the interval of 2,000 miles, compare this frequency to the municipal fleets, evaluate the recommendations of the manufacturer regarding preventive maintenance, and assess whether this interval could be adjusted to 3,000 miles.

(2) The Fleet Services Division Should Work with the Police Department to Reduce the Extent of Vehicles Receiving Preventive Maintenance More Frequently Than Recommended .

As noted earlier, there is a significant range in the interval for preventive maintenance “A” for police patrol sedans. The Fleet Services Division is awaiting the installation of Fleet Anywhere at the Police Department so that the staff of the Police Department can improve the monitoring of these intervals using current mileage information.

Upon the successful installation of Fleet Anywhere, the Fleet Services Division should work with the staff of the Police Department to improve the scheduling system to reduce the variation and improve the consistency of these intervals. If these problems

are not effectively addressed by middle managers within the Police Department, Fleet Services should raise this issue with the Police Chief.

Recommendation: Fleet Services should evaluate the necessity of the 2,000 Mile interval between preventive maintenance “A” for police patrol sedans, and work with the Police Department to reduce the extent of vehicles receiving preventive maintenance more frequently than recommended.

9. THE CITY SHOULD TAKE MEASURES TO REDUCE THE EXTENT OF DOWNTIME FOR POLICE PATROL SEDANS.

The service level agreement between the Fleet Services Division and the Police Department specifies downtime performance. The service level agreement states that “vehicles will be considered down when they arrive at Fleet Services’ garage or when a request for road service is received.’ The target for downtime for police patrol sedans is 3%, the acceptable level of downtime was defined as 5%, and unacceptable as exceeding 5%.

Fleet Services is reporting downtime in excess of 5%. The table below present five sample days in January 2003 with the number of police patrol sedans that were reported down by Fleet Services. This excludes police patrol sedans that were out-of-service because the sedans exceeded mileage replacement guidelines or the sedans were “totaled’ in accidents.

| Date | Total Police Patrol Sedans Down |
|-------------|--|
| January 2 | 11 |
| January 3 | 9 |
| January 6 | 9 |
| January 7 | 13 |
| January 8 | 15 |
| January 9 | 10 |
| January 10 | 12 |
| January 13 | 13 |
| January 14 | 13 |
| January 15 | 15 |
| January 16 | 18 |
| January 17 | 17 |

| | |
|------------|----|
| January 21 | 12 |
| January 22 | 10 |
| January 23 | 9 |
| January 24 | 12 |
| January 27 | 11 |
| January 28 | 15 |

As the table indicates, there are a significant number of police patrol sedans reported down. The number ranged from a low of 9 sedans on January 3rd and January 6th to a high of 18 on January 16th. This indicates that anywhere from 6% to as much as 13% of the police patrol sedan fleet. On average, 8.7% of the police patrol sedan fleet was down. This is more than the acceptable level of downtime as defined by Fleet Services. .

The number is actually greater than the 8.7% reported because the Police Department is restoring to service some police patrol sedans that have been “downed” for simple fixes (e.g., MDC shut down improperly). These sedans are not being seen by Fleet Services.

There are a number of reasons for this high level of downtime. These reasons are enumerated below.

- Between three to four sedans that were down on any particular day were awaiting accident repair. In fact, two sedans that were down on January 2nd for accident repair (units 797 and 795) were being repaired on January 28th.
- There are a number of instances in which police patrol sedans have been “downed” because of problems that should be readily fixable. This includes such repairs as a dead battery (8 separate instances), failure to turn off the MDC properly, flats, and the like.
- Police patrol sedans were “downed” for performance driving school (five instances).
- In other instances, police patrol sedans are “downed” for reasons that can be scheduled at non-peak usage such as preventive maintenance (ten separate instances).

The City needs to work towards reduction of the number of police patrol sedans that are “downed” for minor reasons. The recommended approaches include the following:

- **Provide the Watch Commanders at each District with the Name and Telephone Number of the Towing Company Retained by Fleet Services.** The watch commander should be permitted and encouraged to call the towing company for repairs of flats and charging or replacement of dead batteries.
- **Additional Training is Apparently Necessary for Police Officers Regarding the Proper Method for shutting down an MDC and Reconnecting to the CAD Should the MDC be Kicked Out of the System.** A Fleet Specialist is repairing these problems at present. Police Officers should be capable of learning how to fix these problems as well.
- **The Police Department Should Work with Fleet Services to Establish the Minimum Number of Police Patrol Sedans Necessary for each Shift and each Day of the Week.** If there aren’t sufficient sedans to meet this number, police patrol sedans should not be “downed” for preventive maintenance for that shift. The preventive maintenance should be delayed until sufficient sedans are available to meet these minimums. In addition, the Police Department and Fleet Services should develop procedures to address shortages should the actual number of police patrol sedans fall below that minimum number (e.g., overtime repairs).
- **Measures Should Be Evaluated to Return Police Patrol Sedans to Service More Quickly from Accident Repair.** The Fleet Services Division should work together with Purchasing to evaluate alternatives to reduce the delay involved in repairing these vehicles. This should include seeking blanket purchase orders from body and paint shops based upon the shop labor rate and flat rate manual.
- **The Number of Equipment Mechanics Allocated to Maintenance and Repair of Police Patrol Sedans Should Not Be Allowed to Drop Below 4.** In conducting the analysis of the staffing required to maintain and repair police patrol sedans, vehicle equivalents were employed to estimate the amount of effort required. This was then compared to the number of hours that existing wrench-turning personnel could provide under a high level of productivity (1,500 hours out of a 2,080-hour work year). Vehicle equivalents (VE) are a quantitative measure of the number of direct labor hours required per year to maintain and repair a vehicle. Under this estimating approach, the level of effort required to maintain any type of vehicle in a fleet is expressed in terms of the level of effort required to maintain and repair a passenger sedan. For example, a passenger sedan is equivalent to 1.0 vehicle equivalent units, while a police patrol sedan is equivalent to 3.0 vehicle equivalent units. In other words, a police patrol sedan

would require 3 times the effort to maintain and repair as a passenger sedan. The vehicle equivalents used by the Matrix Consulting Group were derived, in part, from research originally conducted by the U.S. Air Force and other organizations, such as Stone and Webster and Utility Fleet Magazine. The Matrix Consulting Group has used vehicle equivalents in their evaluations of a wide variety of other assignments. The results of this analysis suggest that the level of staffing to maintain and repair the 148 police patrol sedans recommended for the Police Department would result in 444 vehicle equivalents. The industry standard is 110 to 120 VE's per technician. This would suggest that four Equipment Mechanics are necessary just for the maintenance and repair of police patrol sedans. The City should not allocate less than that number of staff.

As the City proceeds forward with reducing the number of police patrol sedans based upon this analysis, it is important that downtime be managed more assertively.

Recommendation: Fleet Services should work with the Police Department to implement measures to reduce downtime for police patrol vehicles.

10. THE COSTS TO THE CITY OF PROVIDING MOTORCYCLES FOR TRAFFIC ENFORCEMENT WOULD BE COMPARABLE TO THE COST INCURRED BY THE POLICE OFFICERS.

The Arlington Police Department has required Police Officers in traffic enforcement to provide their own motorcycles. There are a total of 18 Police Officers assigned to traffic enforcement that provide these motorcycles. These Police Officers receive a monthly reimbursement from the City for the costs of providing these motorcycles including operating and maintenance costs and the costs of depreciation. The current amount of reimbursement is \$448.76 per month or \$5,385 annually.

The operating and maintenance costs to the City, if it were to provide and maintain these motorcycles, would approximate \$2,900 annually. This includes labor, fuel, parts, and commercial repairs. The costs of replacement, assuming a five-year replacement cycle, would approximate \$1,400 annually. This is based upon the net replacement cost.

In essence, the cost to the City, if it owned, operated, and maintained these police motorcycles would closely approximate its current reimbursement to the Police Officers.

The cost of acquisition of these motorcycles by the City would approximate \$300,000 assuming that the police equipment on the existing motorcycles was transferred to these new motorcycles.

Recommendation: No recommended change in the approach to providing police motorcycles.

6. ORGANIZATIONAL STRUCTURE

This chapter addresses the overall organizational structure and top management positions in the Arlington Police Department. The project team has reviewed and evaluated the current organizational plan and makes recommendations for change to facilitate the management changes recommended in this report, better group complementary functions better allocate spans of control. An organization chart follows this page which depicts the current structure of the APD, the allocation of functions as well as management staffing.

The first section describes what the project team believes are the characteristics of an effective organization.

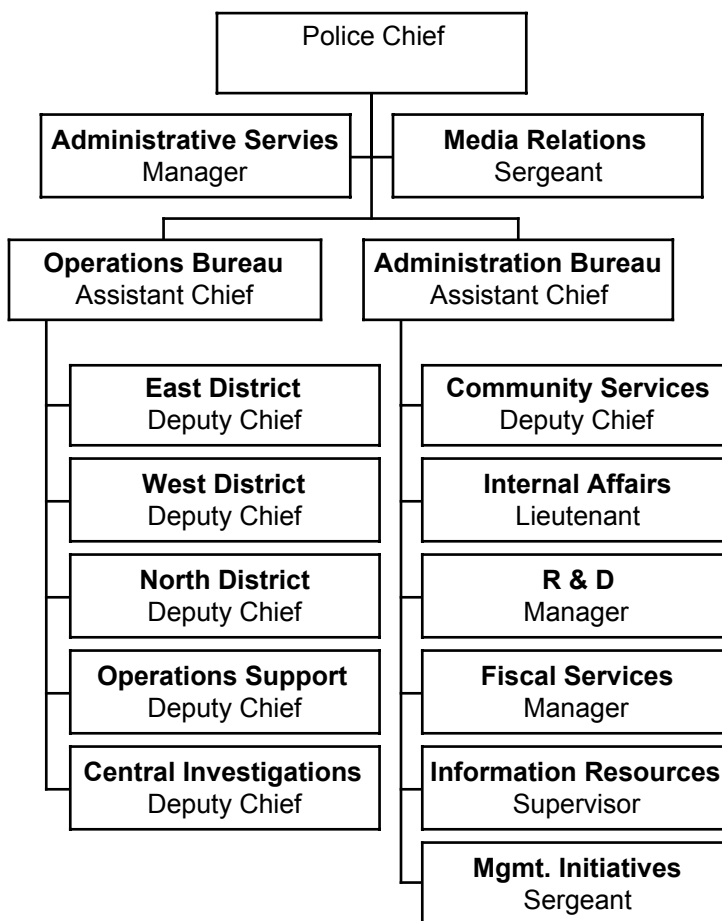
1. A SUCCESSFUL ORGANIZATION IS COMPRISED OF STRUCTURAL, FUNCTIONAL ELEMENTS AS WELL AS INDIVIDUAL MANAGEMENT CHARACTERISTICS.

Successful law enforcement organizations are designed to optimize the management and control of the organization while furthering the goal of providing a high level of service to the community. In a complex organization, such as a police department, this design needs to consider functional alignment, spans of control and individual performance criteria. No organization can be effective without some balance in these criteria.

The list which follows the organization chart provides the project team's description of the organizational factors considered in this study.

MANAGEMENT ORGANIZATIONAL STRUCTURE

Arlington Police Department



There are a number of structural, functional and span of control criteria which should be considered in an analysis of the organization of the Arlington Police Department. In evaluating these issues, we apply the following criteria:

- **Complementarity of Functions:** Are functions grouped consistent with periodic interaction, common planning and scheduling approaches, to delivery services which are linked in some way, etc.?
- **Degree of Coordination Required:** This factor concerns the relationships within units and among units, sections and divisions. Many functions need close or indirect alignment in order to maximize efficiency and/or effectiveness.
- **Accountability:** Does the organizational structure foster accountability among management and supervisory staff? While this criteria overlaps with the

management systems utilized, the organizational structure itself can facilitate or impede the performance of an organization.

- **Complexity of Work:** Does the task involve a lot of steps, have many decision points, require a large amount of personal discretion in decision making? Greater complexity in work generally requires closer organizational placement.
- **Degree of Organizational Risk:** This relates to how much risk a function incurs if an activity is not performed or is performed poorly. Risk might involve financial or personnel concerns. Generally, higher risk functions are close in contact with top management staff. For example, property and evidence presents a relatively high organizational risk.
- **Degree of Public Scrutiny:** This factor is concerned with the degree to which public attention is routinely paid to a given activity. For example, internal affairs is a function whose work results in public scrutiny at some level.
- **Supervisor and Management Responsibilities:** This relates to whether the supervisor is fully devoted to overseeing the primary activities on the function or has been assigned other duties. This results in functional responsibility being placed higher or lower in a management chain.
- **Degree of Centralization:** The physical dispersal of the function also relates to supervisory and management requirements – the greater the level of decentralization, the greater the number of managers and/or supervisors are generally required.

The section, below, provides the project team's evaluation of this current organization against these organizational and span of control measures.

2. THE CURRENT ORGANIZATIONAL STRUCTURE IN THE ARLINGTON POLICE DEPARTMENT IS GENERALLY WELL DESIGNED TO MAXIMIZE SERVICE DELIVERY OR MANAGEMENT CONTROL.

The project team evaluated the Arlington Police Department against the organizational criteria described above as well as with management indicators. Potential management issues are addressed in the next chapter, while potential organizational issues are dealt with in this chapter. The table, which follows, provides a summary of this evaluation:

**Evaluation of the Current Organizational Structure
Arlington Police Department**

| Criteria | Organizational Issue? | Management Issue? |
|---|------------------------------|--------------------------|
| Complementary organization | Yes | No |
| Coordination of functions | No | Yes |
| Accountability for performance | No | Yes |
| Organizational complexity | No | No |
| Risk management | No | No |
| Public scrutiny | No | No |
| Management / supervisory spans of control | No | No |
| Centralization / decentralization | No | No |

The preceding table demonstrates that there are few significant organizational issues in the Arlington Police Department. The table, which follows, further elaborates on this assessment of the current organizational structure.

| Issue | Evaluation |
|--|--|
| Is the APD too “tiered” or too “flat” from a command and supervisory perspective? | <ul style="list-style-type: none"> The current top management organizational structure reflects a traditional law enforcement organization with field and administrative divisions. This organization is not too ‘flat’ with vastly different levels of responsibility among divisional command staff; it does not have unnecessary layers of managers or supervisors. |
| Are functions placed too high or too low in the Police Department in relation to their importance in meeting law enforcement and service objectives? | <ul style="list-style-type: none"> There are no significant issues associated with functions placed too high in the APD. There are however, potential issues with the placement of internal affairs. |
| Are spans of management and supervisory control too broad or too limited? | <ul style="list-style-type: none"> The distribution of management responsibilities among managers is generally not an issue. |

| Issue | Evaluation |
|--|---|
| Are functions grouped logically? | <ul style="list-style-type: none"> With the exception of the Community Services Division, which groups personnel and training with crime prevention and school resources, functions are generally grouped in a logical manner. |
| Are lines of authority and responsibility clear to all command personnel and organizational units? Are they being adhered to? | <ul style="list-style-type: none"> Lines of authority are generally clear, especially in the line units. |
| Are there gaps or overlaps in programming which require organizational focus (planning, research, crime analysis, training, etc.)? | <ul style="list-style-type: none"> Research and Development provides centralized and decentralized forms of crime analytical and other support to the organization. There may be gaps or lack of clarity in the way 'special projects' are assigned – for example, these may be performed by R&D, Media Relations, Community Services or Management Initiatives. |
| Is best use made of civilian personnel? | <ul style="list-style-type: none"> There are many examples of civilians managing certain roles in the APD (Information Resources, Fiscal Services, Research and Development, etc.). However, now that Management Initiatives (Evidence and Property) has been stabilized, it is time to consider re-civilianizing the supervision of this unit. |
| Is the APD organized in a manner to effectively communicate its missions, goals and values throughout the organization? | <ul style="list-style-type: none"> The organization and decentralization of the APD lends itself to issues regarding internal communications. This needs to be overcome through management approaches rather than organizational structure. |

The points, which follow, provide a summary of the issues associated with this organizational structure as summarized in the table, above.

- The organization is arranged generally functionally.
- Effective management of the Police Department as well as accountability may sometimes be a challenge because of the fact that much of day-to-day operations are managed on a decentralized basis.
- Responsibility for various 'administrative' functions is centralized and functionally grouped.
- Spans of control in the Police Department are different, but not unusual for these functions.
- Planning and research in the organization is somewhat fragmented.

- There are limited opportunities to civilianize additional management and/or supervisory positions.
- Finally, the organization is not 'top heavy'.

From this review it is clear that there are no significant issues with the current organizational structure itself; minor issues have been dealt with at a management levels (e.g., internal affairs). There are, however, other management issues which should be considered having an impact on the organization. These issues are addressed in the next chapter of the report.

3. THE ARLINGTON POLICE DEPARTMENT SHOULD CIVILIANIZE THE SUPERVISION OF THE MANAGEMENT INITIATIVES UNIT.

The project team recommends that the Police Department consider one change – the civilianization of supervision of Management Initiatives (i.e., property and evidence). Now that the unit has been 'stabilized', the City and Police Department should consider civilianizing the supervisory position overseeing it. There is a national market for evidence and property managers, including in the Metroplex area. While there would be no cost savings associated with this change, the project team believes it is important. The current supervisor was responsible for addressing several pre-dating issues which arose from the Internal Audit report. Eventually, this Sergeant will be promoted or will be re-assigned. Assigning another sergeant this unit may not result in the experience or interest recently shown to this function. As a result, making this position professional is warranted. Cost savings should not be expected from this transition.

7. MANAGEMENT SYSTEMS

This chapter focuses on the systems utilized by the command staff and supervisors to manage and control operations and the administration of the Arlington Police Department. In reviewing these systems the project team focused on four broad aspects of internal management:

- Overall management of operations and administrative support functions.
- Management practices that develop and are consistent with long and short term planning objectives and priorities.
- Management initiatives that focus on goal setting, evaluation, and performance accountability.
- Methods to promote internal and external communications.

The project team conducted numerous interviews within the Police Department command staff focusing on these issues. In addition, we utilized the results of the employee survey, reviewed memos, policies and procedures, logs, schedules, and internal reports which provided us with additional information about management approaches used in the Arlington Police Department.

1. THE POLICE DEPARTMENT'S APPROACH TO MANAGEMENT LACKS SOME KEY ACCOUNTABILITY MECHANISMS.

The table, which follows, provides a summary overview of the project team's findings relating to the management systems now in place and utilized by the Arlington Police Department management staff to guide and control Department operations:

| Issue | Evaluation |
|--|---|
| How does the APD plan, schedule and control the work to be done in each organizational unit? | <ul style="list-style-type: none"> • Use of statistical information focuses on the number of activities addressed or generated. This is supported with Crime Analysis data and monthly and quarterly reporting criteria by Bureau, District and Division. • There is little focus on evaluating these statistical measures versus pre-determined performance objectives. • The Department has two Management Meetings on the 2nd and 4th Thursdays of each month. The first meeting is a presentation by the Crime Analysis Section identifying criminal trends and events in each District (1.5 hours). The second meeting is a report by one of the four Districts describing their selection of strategies to address criminal activity in their district (2.5 hours). The Central Criminal Investigations Division is now also part of these presentations. |
| How is long rang planning and research accomplished? | <ul style="list-style-type: none"> • The Department's Strategic Plan (July 1999) identified nine Department Goals (although immediate follow-up was not made to apply the seven "Action Steps" for goal implementation), the Department Goals are aligned with City Council Strategic Goals for the annual Program Management Review (PMR) system. • Bureau Chiefs require that Division and District Chiefs submit Unit Goals at the beginning of each fiscal year. The Administrative Bureau requires an "Annual Performance Measure and Goal Statement" that are specific to the Department in-house customer / client base operations. The Operations Bureau requires Unit Objectives for a period of 18 months. A review of these plans indicates that they are fairly general in nature. • Due to competing initiatives and workload for command staff, work on the Plan has not been a high priority. The Plan itself, now four years old, has not received any significant attention since it was written. The Department does not have another long term planning document in place other than the Community Action Strategic Plan to use the Department as a problem solving resource to address community disorder. • In January of 2002 the Chief advanced a "100 day plan" to focus on 2001 trends of increased response time with no corresponding increase in calls for service; an increase in crime, overtime, and time spent on calls with no corresponding increase in clearance rates. The plan identified 33 items to provide the Department with specific direction on the long and short term. Some of these issues remain as challenges for the Department. |

| Issue | Evaluation |
|---|--|
| How effectively are individual managers utilizing information to assess operational issues. | <ul style="list-style-type: none"> • Department managers do use information to assess some operational issues. For example, this information provided the basis for the previously identified “100 day plan” and also provides the basis for the “Management Meetings” held twice monthly. • The Crime Analysis Section provides (centrally and by district) “tactical crime analysis” identifying for line officers and supervisors sector information about significant events and emerging trends. • Crime Analysis also provides “operational analysis” that identifies survey results (intranet bulletin board voting), analysis of use of force, racial profiling, pursuit data base and other data (arrests, response times, crimes, etc.) for middle and executive level management evaluation. |
| Is the APD actively setting performance goals for its operational units? Are these goals evaluated? | <ul style="list-style-type: none"> • The last session was the development of the Strategic Plan (1999). • Performance goals are set by each of the two Bureau Chiefs for Districts and Divisions. These Goals are established through the Program Management Review (PMR) process that tie to the City Strategic Initiatives and Goals that are specific to each Division / District and are then monitored and evaluated at the Bureau level by the Assistant Chiefs. Proposed PMR goals are first sent to the Assistant Chiefs for review and approval then are in turn forwarded to the City Managers Office. • These performance goals are made part of the budget process by the City. • Action plans are in turn developed by middle managers and first line supervisors to address specific goals selected. • Service goals (operational and support) are also established through the Department’s accreditation process. |
| Does each unit have access to timely and accurate information about its performance? | <ul style="list-style-type: none"> • The information needed to measure and evaluate performance is available to all Divisions, Units and Sections. Information is both operational (activity, crime, response by District /Sector) and management information to accurately track data associated with personnel management. • This information is available by request and displayed monthly by unit or sector on the Department intranet. |

| Issue | Evaluation |
|---|--|
| <p>Are managers and supervisors held accountable for unit performance?</p> | <ul style="list-style-type: none"> • The Department employs two Management Meetings monthly to review and assess sector activity and initiatives employed to address that activity. This review that now involves Districts for reporting will in the future also involve Criminal Investigations. • This process is a status review and is not tied to goals and objectives set at the beginning of the year. • The principal focus is reporting of criminal activity not the effective use of personnel resources. • Divisions and Sections of the Administrative Bureau are reviewed monthly by the Assistant Chief and appropriate manager in the "Mission Performance Measure and Goal Statement" process. • Apart from this, there appears to be no comprehensive nor consistent method of "follow-on" accountability for an objective set within the organization. |
| <p>How are goals, objectives and service level targets developed? Is community or policy maker input sought?</p> | <ul style="list-style-type: none"> • Generally goals and objectives are developed internally by the two Bureaus. The Administrative Bureau sets objective specifically for the internal customer dealing with workflow complaints, external audits, coordination between units. • The Operations Bureau develops objectives using the City Service Survey, and District community information developed through community, sector, residential and/or business forums and meetings. • City Strategic Initiative are also used to establish Department Annual Objectives at the District level . |
| <p>Does the City Manager's Office and City Council receive the information that they need to assess the performance of the APD?</p> | <ul style="list-style-type: none"> • The City Manager's Office, through the Deputy City Manager who provides oversight to public safety functions, conducts quarterly meetings with the Chief and Assistant Chiefs to review and discuss the Performance Management Reports. A verbal analysis on the status of each is provided emphasizing any significant issues or trends. • Other issues of community concern advanced by the Department that may include response times to priority calls, incidents and follow-on mitigation objective of high liability, effective use of personnel, are addressed on an as needed basis. |

| Issue | Evaluation |
|---|--|
| Does the APD make effective use of meetings to manage itself? | <ul style="list-style-type: none"> • Processes in place to promote internal communication are many. Meeting schedules and their objective, purpose and potential for redundancy of information should be reviewed to assure that they represent the most effective use of time to support the transfer of information for organizational coordination and review of Department goal and objective targets. - Department Command Staff meet 10 / 12, M & W to discuss Bureau, District, and Division operations and significant events organizationally and operationally (8 meetings per month). - Department "Management Meetings" are held on the 2nd and 4th Thursdays of the month. 8 / 10 a.m. to review sector crime and associated activity and to present District mitigation activities. - The Operations Bureau meets on the 2nd Tuesday of the month but has not been consistent. Issues are specific to Bureau Operations (e.g., response times, citations, accident, discipline issues). It is not uncommon for these meeting to occur every other month. - Administrative Bureau staff meet once per month collectively with follow-up "one on one" meeting to discuss specific goals. - District Chiefs meet 1 or 2 times per month with middle managers. - Central Investigations meet every other Wednesday, or as felt necessary in recent past – they are not consistent. - The Chief and Command Staff meet quarterly with the "non-supervisory" personnel to address issues specific to that employee group. - The Chief and Command Staff then follow-up with Department supervisors / managers the following day to discuss the non-supervisory issues and issues advanced by the supervisors / management group. - The Policy Review Committee meets monthly to review and evaluate issues and potential policies that impact two or more units for recommendation to the Command Staff. Initiatives for consideration can be sent directly to the committee for evaluation without supervisory approval. - Day-to-day meetings are held between the Chief and Assistant Chiefs on an "ad-hoc", (day to day) or issue basis. In the past, executive level meetings were held on Fridays. • Meetings focus on numbers of activities and current issues. • Meetings do not always focus on long term Department Goals and the accomplishment of these goals. |

| Issue | Evaluation |
|---|---|
| Is the APD making use contemporary methods of communication? | <ul style="list-style-type: none">• The Department takes full advantage of contemporary mechanisms to communicate new developments and issues to Department personnel. Methods used are:<ol style="list-style-type: none">1. Monthly news letter to all Department personnel.2. Friday "Rap Sheet" delivered via the "intranet" to all personnel discussing Department issues and events that occurred during the week.3. Intranet "Bulletin Board" containing Department survey information, issues to solicit information from Department members individually and collectively.4. All Department new or modified Policies and Procedure and Standard Operating Policies are delivered by e-mail via the intranet to all Department members individually.• The Department additionally provides a very interactive "internet" information resource for community that provides crime and activity information by geographic sector, and general information pertaining to the Department. |
| Are management personnel devoting their time to higher priority issues. | <ul style="list-style-type: none">• Executive Management focuses appropriately on personnel and fiscal management, service delivery and evaluation, and Department mission and values.• Middle Managers focus specifically on Unit program management. |

The matrix, above, provides an overview of the management systems identified by the project team used by the Department to manage operations. The points that follow provide a summary of the positive aspects and areas for potential improvement of Department management systems.

- There are few "formal" systems in place to measure the accountability of performance within the organization, functions and individuals.
- Although the Department collects and provides much information, the project team found little indication that this information is used effectively by management to evaluate performance or use the information to establish long term goals. Rather, the information is used to track criminal events and officer activity in the short term.
- The Department makes a concerted effort to promote internal communications through the use of meetings and other mechanisms. The meetings generally

focus on short term, operational issues, and not on meeting goals and objectives or long term strategic planning.

The section, that follows, provides guidance as the potential approaches for addressing these issues.

2. DEVELOPMENT OF COMPREHENSIVE, MEANINGFUL AND QUANTIFIABLE PERFORMANCE MEASURES IS CRITICAL TO ENHANCING THE MANAGEMENT OF THE POLICE DEPARTMENT.

The project team has identified several key themes in the preceding section.

These include the following central points:

- The Department has effectively defined itself as a law enforcement organization, dedicated to providing a high level of service to the community.
- Moreover, the Department does an excellent job communicating internally and command staff are visible throughout the organization to solicit input on operations and services.
- Operationally, however, the Department is generally run using less formal and outcome oriented management systems.
- Key meetings are not used to produce accountability or to optimize departmental performance.
- Accountability, while a central theme in “geographic policing”, is not supported by specific information or management mechanisms.

The matrix, on the following pages, provides an analysis of performance versus several key factors and provides recommendations for addressing identified issues.

RECOMMENDED MANAGEMENT PLAN
Arlington Police Department

| Issue | Discussion | Recommendation | Responsibility | Timing |
|-----------------------------|--|--|---|--|
| Mission / Leadership | The Arlington Police Department needs to update what it plans to do as a service provider. | <p>The Police Department should hold an internal retreat to identify new and more detailed goals and objectives.</p> <p>These goals may include anything ranging from effective community policing, use of field proactivity, to zero tolerance for DUI, to drug offense targets, etc.</p> | The Chief and the command staff should coordinate and lead this effort. | Internal retreat should be held in September 2003. |
| Visibility | The Chief and Assistant Chiefs need to continue their successful efforts at interacting with various commands and levels of the organization. | No change. | The Chief and the Assistant Chiefs | Ongoing. |
| Performance Management Plan | Currently, there are few goals / objectives or performance management plans in place in the Police Department. This has a significant impact on defining externally or internally the success and improvement needs of the organization; budgeting; accountability; etc. | <p>The APD needs to take the use of performance measurement beyond the current limited items.</p> <p>Senior command staff meetings need to focus on opportunities to improve versus established performance standards (examples of which can be found in the Best Management Practices attachment to this report).</p> | Chief and all Command Staff | July 1 |

| Issue | Discussion | Recommendation | Responsibility | Timing |
|---------------------------|---|--|----------------------------------|--|
| Accountability Mechanisms | Currently, there are few accountability mechanisms in place for either line or management personnel (in terms of operational issues). The lack of formal and broadly applied performance measures makes it impossible to judge unit or departmental performance and therefore to hold supervisors and managers accountable. | <p>Develop a series of formal performance measures (see the Best Management Practices attachment to this report). These measures should be such that they can be easily tracked and evaluated.</p> <p>Monthly management meetings should be shifted in focus to address those areas where the Department as a whole (or a specific unit) is failing to meet expectations. Concrete action should be discussed and corrective action taken to bring the Department into compliance with expectations.</p> | The Chief and the Command Staff. | These shifts should be made as soon as possible. Target July 1 or August 1 (performance measures need to be in place for this shift to be meaningful). |

The result of making these modifications will be enhanced approaches to management and accountability – one that relies more on formal performance expectations for the organization at the department, unit and individual levels. These changes will represent an enhancement to the current approach and structure of policing (i.e., geographic policing) in the City. Through these modifications the Arlington Police Department will better be able to monitor the effectiveness of specific actions against the outcome or results of these actions. This accountability will extend not only internally among Department staff but also externally – to the City Manager’s Office, the City Council and to the public.

