MANAGEMENT AND OPERATIONS STUDY

A Study for the City of Salt Lake City

TABLE OF CONTENTS

PROJECT SUMMARY

SCOPE OF WORK

In March 2018, the City of Salt Lake, Utah, contracted with International Association of Chiefs of Police (IACP) to conduct a comprehensive study of the management and operations of the Salt Lake City Police Department (SLCPD). The primary objective of this project was to analyze department staffing of sworn and non-sworn staff and to provide governing body officials and police command staff with appropriate data and recommendations concerning staffing, which are workload-based and supported by metrics and data, and which also follow current best practices with the law enforcement profession.

This report highlights positive aspects of the operations and outlines potential improvements to ensure department leaders, government officials, and the community and stakeholders, have clear and mutual understanding of the police mission and how it relates to the police department setting. The recommendations emphasize actions the department can employ to achieve objectives more effectively, maximize productivity, and meet future requirements in an informed and orderly manner.

Primary Areas of Focus

- The Policing Environment - includes an overview of the police setting, the service community, the structure of the government and police agency, personnel data, and crime and service data.
- Community Policing, Community Engagement, and 21st Century Policing – review of community policing philosophies and actions by the agency, engagement with the media, and problem-solving efforts and methods.
- Culture and Leadership - includes a review of organizational communication, ethics, accountability, supervision, management, and leadership philosophy.
- Operations and Organizational Staffing and Structure – includes an analysis of the organizational structure policing philosophy, support services, specialty assignments, and organizational relationships.
- Patrol Staffing and Operations – an analysis of patrol staffing and response to calls for service.
- Investigations Staffing and Operations – an overview of the investigation division, examining staffing, case assignments, closure, routing, and supervision.
- Recruitment and Retention – a review of agency practices related to recruiting, hiring, and retention of personnel.

Secondary Review of the Following areas

- Policy Review – an overview of all department policies with a focus on critical policies, risk management strategies, and the process of policy creation, review, training, and dissemination.
- Emergency Communications - a review of agency interaction with the communication center, dispatching protocols, and alternative response to calls for service.
- Internal Affairs – a review of internal affairs process, including case routing, review, dispositions and dissemination of investigation results.
- Technology Review – An overview of technology and oversight of those systems.

METHODOLOGY

This study included the analysis of information and statistical data provided by the SLCPD, to include interviews, surveys, and interaction with members of the department across all ranks and citizens of Salt Lake City.

IACP conducted an onsite visit to engage staff in one-on-one interviews, participate in patrol "ride-alongs," and attend community meetings. During the on-site visits, 81 interview sessions were conducted. Additionally, community and professional stakeholder small group meetings provided feedback on relationships between SLCPD, citizens, and community stakeholders.

IACP, through SLCPD, distributed four surveys administered through a SurveyMonkey link. A community survey yielded no responses. IACP suggests that SLCPD conduct an annual survey to gauge the public's perception of the agency and the caliber of police services provided. A Workforce Survey was sent to all SLCPD employees resulting in 535 responses. An additional survey was distributed to patrol officers and another to investigators/detectives. The purpose of these surveys was to track actual shift workload duties, which contribute to the determination of staffing numbers. One hundred eighteen surveys were received from patrol officers, and eighty-two from investigators/detectives. The responses from these surveys were considered when formulating some of the recommendations within this study.

ACKNOWLEDGMENTS

EXECUTIVE SUMMARY

In the spring of 2018, the City of Salt Lake, Utah, contracted with the International Association of Chiefs of Police (IACP) to conduct a study of the Salt Lake City Police Department (SLCPD). The IACP team conducted an onsite visit and initiated a series of interviews with staff and select community members identified by SLCPD. Citizens had the opportunity to provide feedback and staff from the department completed an in-house workforce survey. Additionally, the IACP team conducted significant analysis of current data and new data generated as a part of this study. This report outlines the findings and recommendations of IACP.

The study examined numerous areas of department operation, and the analysis of this information determined that several areas within the police department require adjustment to meet service demands and improve relationships and trust between the police department and the community. This study provides 61 recommendations, following several major themes:

- Implementing adjustments to staffing levels and deployments, including scheduling;
  - Primary focus was on identifying the proper amount of patrol resources to response to calls for service and actively engage with the community in meaningful problem-solving;
- Engaging opportunities to consolidate various department units, including improving the efficient use of resources and non-sworn personnel;
- Implementing strategies to improve community policing in accordance with 21st century policing guidelines;
- Recruiting, hiring, retaining, and properly training new officers and supervisors.

This report outlines the process and methodology used by IACP to conduct the analysis of the police culture and practices of the Salt Lake City Police Department. This analysis attempts to fairly represent the conditions, expectations, and desired outcomes studied, and those which prompted and drove this inquiry. Where external data was used for comparison purposes, references have been provided.

It is important to understand and recognize that the details concerning implementation may require modification or revision in order to meet departmental needs. Any proposed implementation suggestions are one possible method for accomplishing the stated goal and, understandably, the department may need or choose to take a different approach for a variety of reasons.

PRINCIPAL RECOMMENDATIONS - SUMMARY

A summary of recommendations is provided below by chapter. Along with each recommendation is a cite listing and a hyperlink to the section where the detailed information on the recommendation can be found.

CHAPTER I – POLICING ENVIRONMENT

- Adjust beat, council district, and patrol station boundaries to unify and simplify response to community needs. (Section VII Calls for Service (CFS) Analysis)
- Conduct a yearly analysis of Calls for Service (CFS) by beat and district. (Section VII Calls for Service (CFS) Analysis)

CHAPTER II – COMMUNITY POLICING AND 21ST CENTURY POLICING

- Craft a department-wide community policing strategy.
- Develop a robust internal and external communication system.
- Establish geographic accountability within the agency.
- Establish an organizational climate of strategy, accountability, accessibility, and responsibility in support of Intelligence-Led Policing (ILP).
- Develop outreach/partnership programs for all sectors of the community and establish strong partnerships with all partner service providers. (Section IV Community Policing Recommendations)

CHAPTER III – LEADERSHIP AND DEPARTMENT CULTURE

- Conduct research into a variety of retirement systems and cost variables so that changes and alternatives may be presented to political leaders to provide choices and pathways to improving the system. (Section II Leadership)
- Design performance evaluation tools
- Specific job specifications for civilian employees should be implemented (Section IV Performance Appraisals)

CHAPTER IV – ORGANIZATIONAL STRUCTURE

- Review deployment and taskings and identify those functions which are not vital to the department's core mission. (Section I Overview of Staff Distribution)
- Move Criminal Investigations Unit (CIU) to the Strategic Deployment Unit in SOD for more efficient and effective coordination. (Section II Special Operations)
- Conduct a cost/benefit analysis to evaluate if workload justifies the resource expenditures for Rio Grande operation and other such operations now and into the future. (Section II Special Operations)
- Ensure an open communication process between the two narcotic units. (Section III Tactical Unit/City narcotics)
- Validation of neighborhood complaints of narcotic violations should be handled by patrol officers and have the added benefit of improving community and patrol officer interaction. (Section III Tactical Unit / city narcotics)
- Consider three additional staff for City Narcotics to cover all council districts and have enough staff to target narcotic hotspots in the community. (Section III Tactical Unit/City narcotics)
- Revise SWAT operations to more efficiently employ the full-time unit in high crime areas instead of tasked with all search warrant reviews and active shooter presentations. (Section III Tactical Unit/SWAT)

- Develop a plan for how bike units will be deployed when the Rio Grande operation ends. (Section IV Strategic Deployment/Bike Unit)
- Use the National Guard funded Intel analyst assigned to the City Narcotics unit to provide wider range of intel support to Special Operation Division (SOD) units. (Section IV Strategic Deployment/ Bike Unit)
- Explore uniform options for bike officers that addresses their tactical concerns but can rapidly be adjusted to provide the high visibility when needed. (Section IV Strategic Deployment / Bike Unit)
- Establish direction on priority of assignments for the CORE program (Section IV Strategic Deployment/Responding to homeless)
- Establish a CIT response car for each patrol shift, similar to the accident cars, to handle and triage calls involving mental illness. (Section IV Strategic Deployment/Responding to homeless)
- Conduct an immediate assessment of how social workers are incorporated into the agency. (Section IV Strategic Deployment / Responding to homeless)
- Merge the Crisis Intervention Team (CIT) unit and the homeless outreach unit into one. (Section IV Strategic Deployment/Responding to homeless)
- Evaluate the deployment, staffing, and equipment of the motor unit using a cost/benefit approach. (Section V Motors)
- Explore sharing motorcycles between several operators. (Section V Motors)
- Explore alternate means to augment special events such as police reserves, explorers, and contract security, and require event organizers to pay for these costs. (Section V Motors).
- Conduct a full assessment of the canine program and how it fits into current operations. (Section VI Canine)
- Re-assign ancillary functions not directly related to internal and external communication from the media office to other areas of the department.
    - the Media Director should be a direct report to the Chief or Assistant Chief. (Section VII Media)
- Evaluate the workload and staffing assigned to the Evidence unit. (Section VIII Ancillary Units/Evidence)
- Review the supervisory staffing level in the Crime Lab unit. (Section VIII Ancillary Units / Crime Lab)
- Conduct a review to determine the proper staffing level for the CompStat unit. (Section VIII Ancillary units/CompStat)

CHAPTER V – PATROL OPERATIONS AND STAFFING

- Add additional resources as first responders to achieve a 35% obligated workload. (Section IV Workload Analysis and Models)
- Establish a new optimum minimum staffing level of first responders at 317. (Section IV Workload Analysis and Model Patrol Staffing recommendation)
- Establish a policy that all patrol assignments are *essential in fulfilling the core mission*, backfilling any vacancies in patrol from less-essential roles. (Section IV Workload Analysis and Models/Prioritize Patrol Staffing)
- Create a policy and provide training to allow patrol officers to photograph evidence for minor offenses. (Section V Other Factors/Obligated Time Reduction Strategies/Evidence Photos by Patrol)
- Revise or eliminate the policy requiring the arrest check. (Section V Other Factors/Obligated time Reduction Strategies/Arrest Check Procedures)

CHAPTER VI – INVESTIGATIVE OPERATIONS AND STAFFING

- Add 3 investigators to the Domestic Violence unit. (Section III Specific Unit/Domestic Violence)
- Add four investigators to each Property Crime Division, totaling eight. (Section III Specific Unit / East and West Property Units)
- Develop and utilize solvability factors for property crimes. (Section III Specific Unit/East and West Property)
- Add two more investigators to retail theft. (Section III Specific Unit/Retail Theft)
- Evaluate options for storing School Resource Officer (SRO) long guns at schools. (Section III Specific Units/SROs)
- During slow periods use homicide for other cases such as clearing DNA Backlog. (Section III Specific Unit/Homicide)
- Robbery/Major Crimes caseload should remain below twelve cases each month per investigator [add three additional investigators]. (Section III Specific Unit/Robbery/Major Crimes)

CHAPTER VII – RECRUITMENT, SELECTION, RETENTION AND TRAINING

- Identify who has the responsibility for recruitment, selection, and retention. (Section I – Recruitment and Retention)
- Develop a consolidated recruiting plan that establishes departmental priorities and goals in recruiting. (Section I – Recruitment and Retention)
- SLCPD should strive to create an atmosphere in which all employees recognize their role as a recruiter for the department. (Section I – Recruitment and Retention)
- Seek authorization from the city for over-hire positions. (Section II- Selection)
- Coordinate with the City Human Resources department so that police applicants can be concurrently screened and monitored by police recruiters. (Section II – Selection)
- Closely monitor the reasons for applicant failures in the selection process. (Section II – Selection Background Investigation Passing Rates)
- Establish a program that identifies and develops potential leaders. (Section VI -Mentoring and Leadership Training)
- Provide leadership training for employees at all levels of the department, including aspiring leaders.   (Section VI- Mentoring and Leadership Training)
- Create a leadership and career development program. (Section VI – Mentoring and Leadership Training)

CHAPTER VIII – EMERGENCY COMMUNICATIONS

- Analyze the length of dispatch time within the dispatch system and dispatch operations. (Section II Response Times)

CHAPTER IX – POLICY REVIEW

- Eliminate redundant and contradictory policies and procedures. (Section I – Policy Review)
- Revise and update department policies and procedures on a continuous basis. (Section II- Critical Policies)
- Evaluate creating review committees involving community members that provide policy input for the department. (Section III – Policy Advisory Committee)

CHAPTER X – INTERNAL AFFAIRS

- Move the review of body camera footage from Policy and Procedure/ CALEA Accreditation to IA. (Section I – Overview)
- Establish an Early Warning System (EWS). (Section II Case Management)

CHAPTER XI – INFORMATION TECHNOLOGY

- Develop an IT unit/division that becomes part of the organizational structure. (Section I – Information Technology)
- Develop an IT strategic plan. (Section II – Transitioning to an IT Org Structure)

STAFFING RECOMMENDATIONS – NUMBERS

Unit/Function	Addition
Patrol	133
Domestic Violence	3
East & West Property	8
Retail Theft	2
Robbery/Major Crimes	3
Total*	**149**

*This is the number of new positions needed if there are no other organizational changes made by SLCPD. There are organizational changes and efficiencies outlined in this report that can be made which would reduce the number of new positions needed.

CHAPTER I – THE POLICING ENVIRONMENT

The geography, service population, economic conditions, levels and composition of crime and disorder, workload, and resources in Salt Lake City are salient factors that define and condition the policing requirements, response capacity, and opportunities for innovation. These factors are examined in this chapter.

Examining the policing environment is an essential prerequisite to informed judgment regarding policing culture, practice, policy, operations, and resource requirements. The geography, service population, economic conditions, levels, and composition of crime and disorder, workload, and resources in Salt Lake City are salient factors that define and condition the policing requirements, response capacity, and opportunities for innovation. These factors are examined in this chapter.

SECTION I - SALT LAKE CITY OVERVIEW

Salt Lake City is the capital city of Utah. The 2016 estimated population of Salt Lake City was 193,744, making it the largest city in the state. The total resident population is estimated to increase with working commuters by 86%, thereby creating an approximate daytime population of 360,000. Other population dynamics include college students during the academic school year and a substantial tourism population attending many of the large special events throughout the year. Salt Lake City is situated in the Intermountain West at the base of the Wasatch Mountain Range and is approximately 110 square miles.[1]

The city is the core of the Salt Lake metropolitan area (Salt Lake and Tooele counties), which has the population of 1,153,340 (2014 estimate). Salt Lake City is further situated within a larger metropolis known as the Salt Lake City-Ogden-Provo Combined Statistical Area. This region is a corridor of contiguous urban and suburban development stretched along an approximately 120-mile (190 km) segment of the Wasatch Front, comprising a population of 2,423,912 as of 2014.[2]

The world headquarters of the Church of Jesus Christ of Latter-day Saints (LDS Church) is located in Salt Lake City, and the city's street grid system is based on the temple constructed by the Church at its center. The city was originally founded in 1847 by Brigham Young and other followers of the Church, who were seeking to escape religious persecution in the Midwestern United States. Salt Lake City has since developed a strong outdoor activity tourist industry based primarily on skiing, and it hosted the 2002 Winter Olympics. Salt Lake City's modern economy is service-oriented. Today the city's major sectors are government, trade, transportation, utilities, and professional and business services. [3]

SECTION II - SERVICE POPULATION demographics

Since 1980, Salt Lake City has experienced population increases. However, since the 2010 census, population growth has slowed, with projections for 2020 indicating a 3.84% increase over 2010 levels. Although estimates suggest a population of about 194,000 by the year 2020 (see Table A-1 in Appendix

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[1] Salt Lake Web page

[2] Wikipedia – Salt Lake City

[3] Wikipedia – Salt Lake City

A), it is possible that this number could be greater, which could ultimately affect work volume and calls for service (CFS) for the department.

The population of Salt Lake City is predominantly white, with Asian Americans making up the largest non-white segment of the population, at 5.6%. Table A-2 in Appendix A also shows the breakdown of the Hispanic or Latino population in Salt Lake City. Although not considered a separate race, those who identify as Hispanic or Latino make up a large portion of the diversity of the population within Salt Lake City. These factors are important as police agencies work toward hiring, recruiting, and staffing police departments that are representative of the communities they serve. This is also an important consideration in terms of the number of people within the community for whom English may be a second language.

Census data indicates that Salt Lake City is a community of working-age people, ages 25-54, who account for 46% of the population and are more likely to be using the roadways at the same time during peak commuting hours, necessitating a commensurate police presence and response. Conversely, this working-age population also leaves many empty houses, apartments, and condominiums, presenting potential targets for criminals during working hours. In addition, Salt Lake City has a significant older population, with nearly 21% of the population aged 55 and over. As the community continues to grow, it is important to monitor the evolving population numbers in different age demographics, as significant shifts (either upward or downward) can affect workload volumes.

While IACP's staffing model does not rely on population as a variant for calculating staff demands, increases in population typically result in additional workload, and these shifts are often predictable and measurable.

SECTION III - SALT LAKE CITY POLICE DEPARTMENT OVERVIEW

In 1851, forty men formed the Salt Lake City Police Department. Since Salt Lake City was isolated and the railroad had yet to arrive, criminal activity was at a minimum. Today, the department has an authorized staff of 481 sworn officers and 108 civilian employees and faces all of the public safety issues found in large metropolitan areas.

The Salt Lake City Police Department is an innovative department that espouses the tenets of community policing and the goals and objectives set forth for 21st century policing. SLCPD was an early adopter of crisis intervention teams, community policing, and body cameras. They were also one of the first to integrate social workers into the Department response to crime and disorder. The Department is in the process of accreditation by the Commission on Accreditation for Law Enforcement Agencies (CALEA).

The Department's mission statement clearly lays out each member's commitment to the citizens of Salt Lake City: "We will serve as guardians of our community to preserve life, maintain human rights, protect property, and promote individual responsibility and community commitment."[4] SLCPD espouses that their core values are character, compassion, commitment to the community, communication, and courage. The Department's community policing philosophy places a strong emphasis on building partnerships to improve the quality of life for community members by working together to prevent crime, disorder, and fear.

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[4] Mission Statement; Salt Lake City Police Department Web Page

While the Department's enforcement actions are guided by the intelligence-led policing theory, it incorporates multiple policing strategies in its crime suppression and prevention efforts. The SLCPD command staff have expressed their desire to move the Department to the *Stratified Model of Policing*.

> The Stratified Model is an approach through which problem solving, analysis, and accountability processes are infused into the existing organizational structure and daily business of a police agency with the goal of enhancing and increasing effectiveness and efficiency of crime reduction efforts.[5]

In early 2017, SLCPD began a strategic planning process that involved members from throughout the Department and the community. Together they have developed a strategic plan to guide the Department through 2023. The SLCPD strategic plan has three strategic goals that they are using as guideposts[6]:

- Positively **impact** employee satisfaction
- **Improve** department effectiveness and efficiency
- **Involve** the community in crime reduction and outreach efforts

The Salt Lake City Police Department is organized into two bureaus: Operations and Administration/Support, with each commanded by a Deputy Chief. The Operations Bureau has two patrol divisions: Liberty and Pioneer, and the Special Operations Division. The Administrative/Support Bureau consists of the Support, Investigations, and the Professional Standards Divisions. Each of the six divisions is commanded by a Captain.

In determining staffing levels, IACP's model focuses on workload for the department and sub units. That being said, it is helpful to evaluate similar departments. IACP chose five departments generally similar in size to Salt Lake City from across the country. As shown in Table 1-1, population, staffing, and crime statistics vary greatly. A cursory review shows that Salt Lake City is high in most of the crime categories and in the middle regarding staff numbers.

TABLE 1-1: 2016 CRIME COMPARISON OF LIKE-SIZED CITIES

AS REPORTED TO THE FBI

City	Population	# Officers/ Civilians	Violent Crimes	Property Crimes
Salt Lake City, UT	**193,918**	**481/108**	**900**	**8,295**
Norfolk, VA	245,734	713/86	790	4,562
Reno, NV	244,554	318/67	809	3,820
Little Rock, AR	198,800	509/118	1,421	6,597
Grand Rapids, MI	196,538	276/59	649	2,032
Tallahassee, FL	191,564	375/71	857	5,346

Source: 2016 Crime in the United States; FBI

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[5] A Police Organizational Model for Crime Reduction; Rachel Boba and Roberto Santos. COPS Office 2015.

[6] Salt Lake City Police Strategic Plan 2018-2022

SECTON IV – CRIME DATA

Within the Uniform Crime Reporting (UCR) standards set by the Federal Bureau of Investigations (FBI), crimes are separated into two categories; Part I Crimes (more serious), and Part II Crimes (all others).

Salt Lake City experienced increases in violent crime (homicide, rape, robbery, and aggravated assault) between 2015 and 2016. Homicides more than doubled, while there were significant increases in rapes 19.4%, robberies 8.3%, and aggravated assaults by 17.7 %. While these increases are troubling, all the violent crime categories, with the exception of rape, decreased in 2017. There is insufficient data to understand the reasons behind the shifts in crime in these areas. Some of these variances may be a reflection of a growing and/or changing population, or there may be other factors that are contributing to these changes. Accordingly, SLCPD may wish to examine these crime areas, particularly the crime of rape, more closely to identify any reasons for the increases and to consider any mitigating strategies to reduce them. A specific Table A-3 is provided in Appendix A.

Part II (less serious) crimes (Table A-4 in Appendix A) for Salt Lake City has remained relatively consistent from year to year in the number and frequency of the Part II crimes listed. There are various categories of Part II crimes shown that appear to reflect substantial percentage changes. The data shows a significant increase in the number of drug/narcotics charges in 2016 and 2017; this likely is connected to increased enforcement efforts, such as Operation Rio Grande. Another area that has trended upward involves prostitution cases. The trend from 2014 to 2017 showed a 98.8% increase in volume. Data tends to indicate the impact of increased enforcement and investigations in this area.

Data shows that the number of sex offenses has decreased by 8% over the reporting five years. This statistic is interesting because the reductions in this category in Table A-3 seem to run counter to increases in the rape category of Table A-4. During this period the UCR guidelines changed somewhat regarding the reporting of rape cases and the variations in these categories between Part I and Part II crimes may simply be the result of a change in reporting, not a shift in the number of actual incidents.

Table 1-2 below combines the data of Part I and Part II crimes. Overall, crime was down in 2017 from 2016 by 2.03%. While total crime was up overall by 8.15% between 2013 and 2017, Part I crimes, which are the most serious, were down 5.49% during that same period.

TABLE 1-2: PART I-II CRIMES

	2013	2014	2015	2016	2017	2013-2017 Change	2016-2017 Change
Part I Crimes	17,209	18,002	19,566	18,334	17,337	0.74%	-5.49%
Part II Crimes	24,433	26,407	27,911	27,628	27,700	13.37%	0.26%
Total	**41,642**	**44,409**	**47,477**	**45,972**	**45,037**	**8.15%**	**-2.03%**

Source: SLCPD provided data, FBI UCR

To better understand crime statistics for Salt Lake City, Table 1-3 provides a comparison of crime reported to the Utah Department of Public Safety in 2017 by the largest cities by population in Utah. Index crimes are the Part I (serious crimes.) In reviewing this data, one must realize the size/population differences between Salt Lake City and the other large cities in Utah.

TABLE 1-3: INDEX CRIMES OF LARGEST (POPULATION) UTAH CITIES FOR 2017

Agency	Population	Index Crime Totals	Index Crime (Part I crime per 1,000)
West Valley	13,6170	6,543	48.05
Provo	11,7335	2,159	18.40
Orem	97,839	2,087	21.33
Salt Lake City	20,0544	17,245	85.99
Sandy	96,145	3,400	35.36
West Jordan	11,3905	3,802	33.38

Source: Crime in Utah 2017

When examining crime statistics, clearance rates, staffing levels and allocations, and other organizational metrics and measures, it can be helpful to compare one organization against another to help illustrate any significant variances between them. This report has drawn data from comparably sized cities to accomplish this task.

TABLE 1-4: 2016 CRIME COMPARISON OF LIKE-SIZED CITIES AS REPORTED TO THE FBI

City	Population	Violent Crimes	Property Crimes
Salt Lake City, UT	193,918	900	8,295
Norfolk, VA	245,734	790	4,562
Reno NV	244,554	809	3,820
Little Rock, AR	198,800	1421	6,597
Grand Rapids MI	196,538	649	2,032
Tallahassee, FL	191,564	857	5,346

Source: 2016 Crime in the United States; FBI

Table 1-4 above reflects a benchmark comparison with five other similarly sized cities across the country. The data reflects that both violent and property crime in Salt Lake City were higher than most of the other benchmark cities. While violent crime did drop significantly in Salt Lake City during 2017, the data from the FBI was only available for the complete year of 2016. There are many factors that can affect crime rates, such as economic conditions, population density, and police staffing and deployment.

Despite the value in looking at benchmarks and metrics from other communities, these comparisons have limitations; accordingly, the analysis of various organizational and operational factors rely more heavily on data specific to the agency being studied.

SECTION V - QUALITY OF LIFE ISSUES

Although it is not a UCR category, quality of life issues are major factors that both the SLCPD and the greater Salt Lake City community consider important. One of the major community concerns relates to how the City of Salt Lake deals with the homeless community and related issues. From on-site interviews to open source research, the homeless issues and related criminal activity is a major challenge for both the City and the police department. While Point-in-Time (PIT) count numbers over the past several years have remained fairly constant, the number of people seeking services has increased dramatically. This

factor, coupled with an alarming increase of drug activity in and around the main city shelter in the Rio Grande neighborhood, has significantly taxed police, city, county, and state resources. In August 2017, Operation Rio Grande was launched with a common goal of preventing and minimizing homelessness. The operation involved the following three-pronged strategy:

- Phase I – Public Safety and Restoring Order
- Phase II - Assessment and Treatment
- Phase III – Dignity of Work

To carry out its role in Operation Rio Grande, SLCPD deployed its Strategic Deployment Unit, supplemented when needed by patrol, and partnered with officers from the Utah Highway Patrol (UHP). To date, Phase I enforcement efforts have yielded over 1100 felony arrests and almost 2400 misdemeanor arrests since the plan's inception in August 2017.[7] In addition to enforcement efforts, SLCPD deployed its homeless outreach unit that involves police officers and civilian licensed mental health professionals, who are also SLCPD employees, to help people who are suffering from mental illness and drug addiction. Deployment of these resources to deal with this specific problem has been costly for SLCPD, but this issue is a major concern in the Salt Lake City community. The SLCPD approach is most certainly a best practice in dealing with homeless issues. A detailed table of Quality of Life Statistics is provided in Table A-5 Appendix A.

SECTION VI – CALLS FOR SERVICE (CFS)

IACP uses CFS to calculate obligated workload within the patrol division. CFS data are also critical in analyzing timeliness of police response, geographic demands for service, and scheduling and personnel allocations. SLCPD provided IACP with call data for the last three years as reflected in Figure 1-A below. The community category comprises calls that are generated from the community, the officer category comprises calls that are self-initiated by patrol officers, and the all other category constitutes calls that do not involve an officer response, such as towing, tip line, on-line reporting, dispatch handled calls, etc. The staffing model used by IACP focuses on the community-initiated or obligated workload, which has increased by 6.6% since 2015.

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[7] Operationriogrande.utah.gov Web page

FIGURE 1-A: CALLS FOR SERVICE
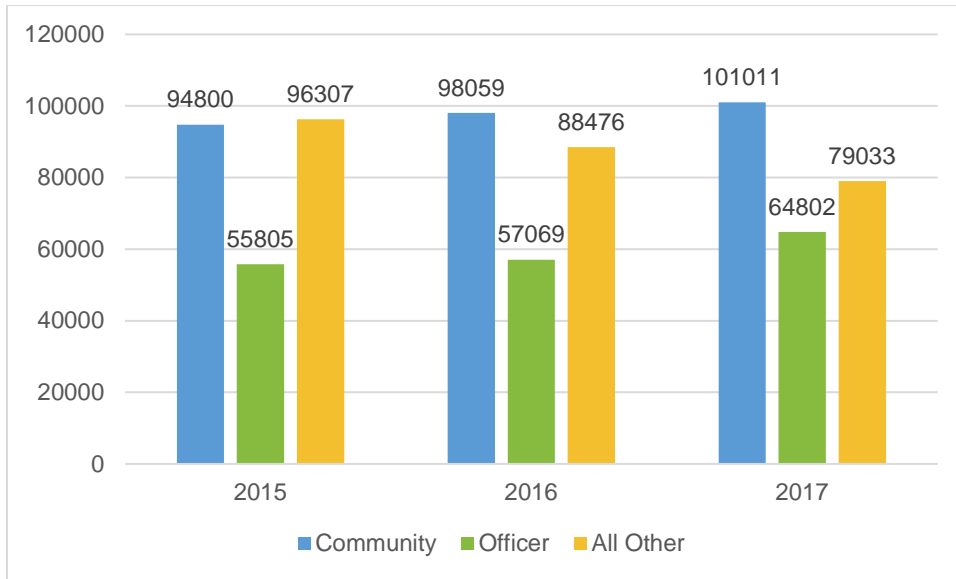
Source: Salt Lake City PD CAD data

Table 1-5 below examines the 2017 CFS by type of call: Service, Crime, or Traffic and provides a breakdown by percentage of calls and time spent on those types of CFS.

TABLE 1-5: TOTAL CALLS FOR SERVICE 2017

Call Category	Count of Calls	% of Calls	Sum of Time	% of Time	Avg. Time Per Call
Service	10,8392	53.5%	130713:09:46	30.4%	1:13:32
Crime	51,043	25.2%	162613:50:00	37.8%	1:40:01
Traffic	43,073	21.3%	136993:03:27	31.8%	1:22:41
Totals	**202,508**	**100%**	**430320:03:13**	**100%**	

Source: SLCPD CAD Data

There is a difference of 42,341 calls between Figure1-A and Table 1-5. Analysis has shown that this number equates roughly to the amount of hold calls occurring in 2017. While the hold call status generated a CAD number, it did not represent an actual call for service.

CFS response represents the core function of policing and responding to citizen complaints and concerns is one of the key measures of effective policing in every community. CFS data can be used to measure the confidence and reliance the public has on their police department. In many places around the globe, the public is reluctant to call the police when they have a problem, whether it is big or small; however, in the U.S., despite the current challenges facing the profession of law enforcement, those in need of help

will call the police (generally), regardless of how serious or simple the incident may be, and this is a fact that distinguishes U.S. policing from many other countries.

The total volume of community-initiated and officer-initiated activity for 2017 was 165,813 incidents. Based on this data, 60.9% of the CFS workload relates to community-initiated CFS and 39% are related to officer-initiated incidents. The percentage of community-initiated to officer-initiated activity can vary greatly. In five recent IACP studies, the average percentage of community-initiated activity was 59.81%, but the range from these studies was from 41.60% to 72.05%.

It is important to examine work volume patterns from a variety of perspectives. Figure 1-B below depicts the number of CFS by day of the week, showing community-initiated CFS activity. This figure presents a familiar pattern seen by IACP in past studies. There are only slight variations in the totals of citizen CFS by day of the week.

FIGURE 1-B: 2017 COMMUNITY-INITIATED CALLS FOR SERVICE PERCENTAGE BY DAY OF WEEK

	Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
Community	9,323	10,923	10,987	11,213	10,932	11,414	10,490
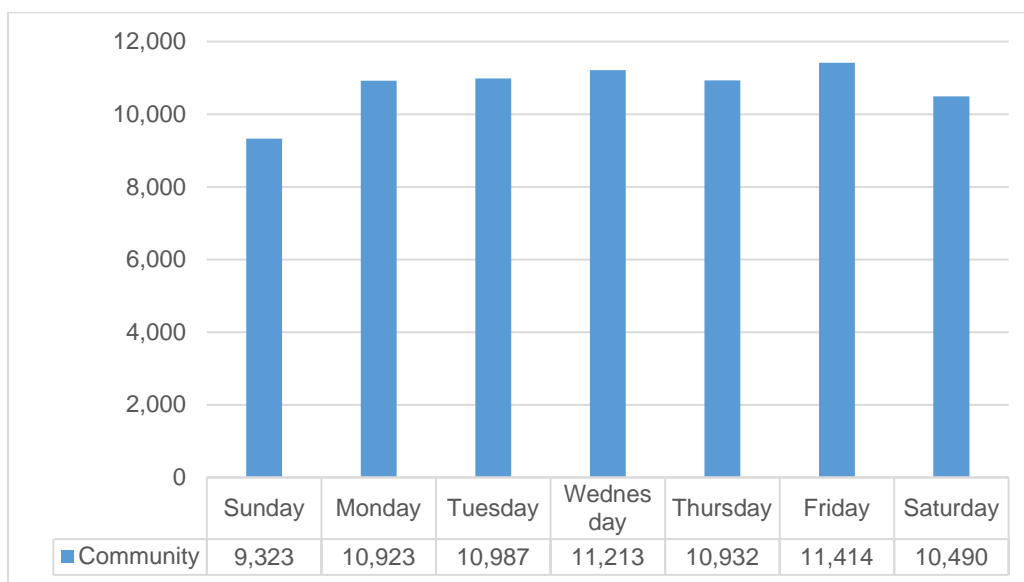
Source: SLCPD CAD Data

Based on the data in Figure 1-B, Wednesdays and Fridays have the highest totals (nearly identical), with Saturdays and Sundays showing the lowest CFS totals.

Figure 1-C below shows the distribution of CFS by hour of the day, including both community-initiated CFS activities. Again, this figure shows a familiar pattern of activity, which is similar to other studies that IACP has conducted. Based on this table, community-initiated CFS peak at around 3:00 p.m., dipping to their lowest total at about 5:00 a.m.

FIGURE 1-C: CFS BY TIME OF DAY
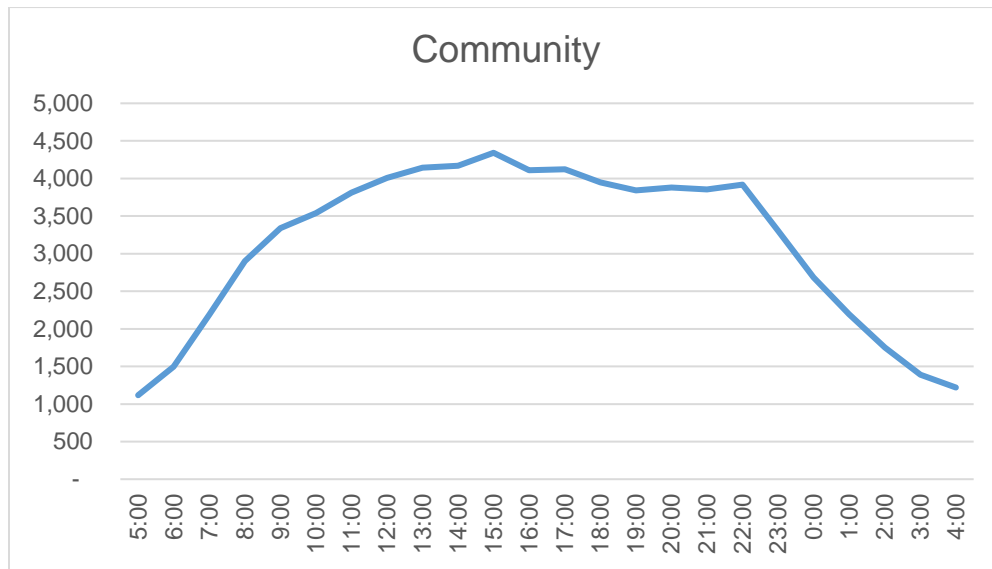
Source: SLCPD CAD Data

The SLCPD separates the city into two patrol districts: Liberty with 11 beats and Pioneer with 12 beats. K9, while assigned to Liberty for operational control, provides services citywide. In addition to the patrol beats, the city also has 7 council districts. SLCPD tracks CFS and crime by beats and council districts. Additionally, some units, such as the City Narcotics unit and Motors, are deployed by council districts.

The volume of activity for community-initiated activity is presented in Figure 1-D below, broken out by council district. Workload variances also vary significantly between council districts. District 4 has the most CFS, with about 75% more than district 2 (the second busiest district) and more than ten times the slowest council district (district 6 CFS) workload.

FIGURE 1-D: 2017 CALLS FOR SERVICE BY COUNCIL DISTRICT

	1	2	3	4	5	6	7	Unknown
■ Community	6473	13627	6106	23905	11950	2298	5727	5196

■ Community
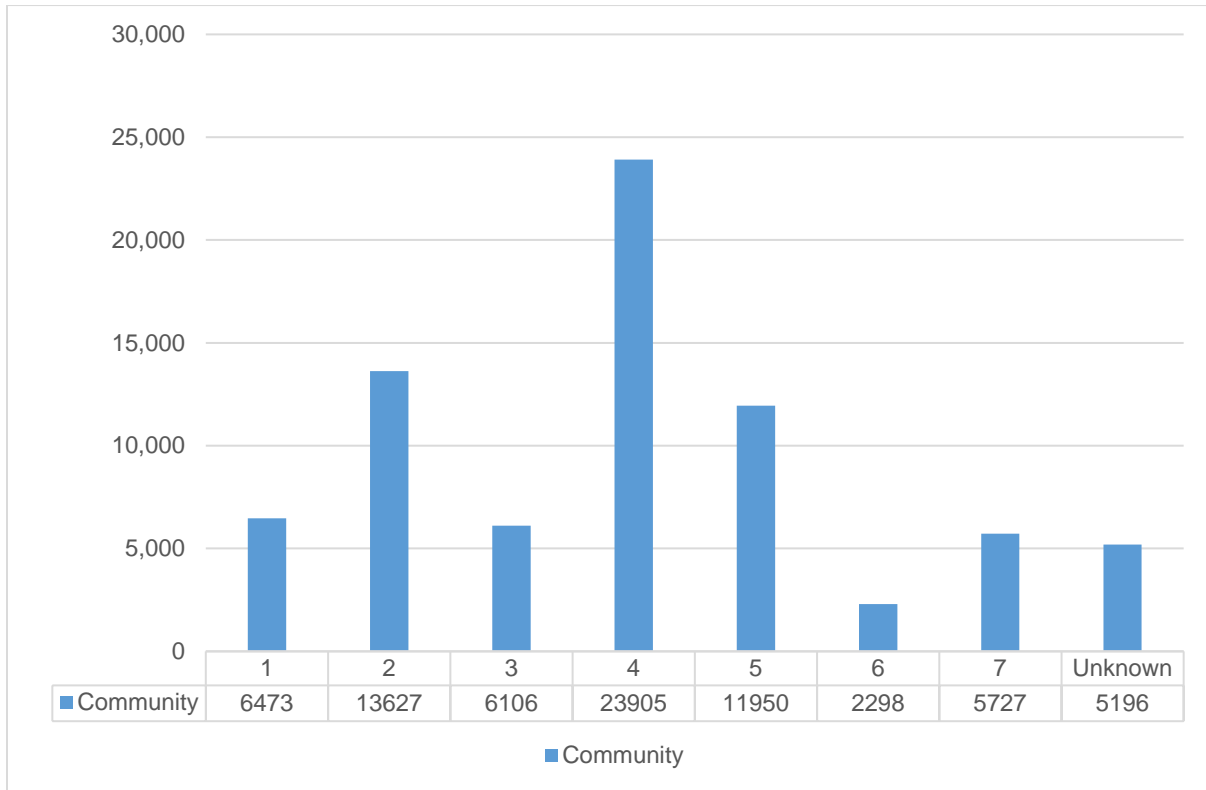
Source: SLCPD CAD Data

The table below lists the CFS reported in 2017 by patrol beat. The percentage of total CFS occurring in each beat varies greatly, with beat 132 accounting for 12.7% of the total workload and beat 123 accounting for only 0.9% of the workload.

TABLE 1-6: 2017 CALLS FOR SERVICE BY BEAT

Beat	Community	Officer	Total	% of Total
111	3,531	5,731	9,262	4.8%
112	4,523	7,567	12,090	6.3%
113	4,777	6,055	10,832	5.6%
121	1,289	1,918	3,207	1.7%
122	733	1,126	1,859	1.0%
123	639	1,054	1,693	0.9%
124	1,040	1,801	2,841	1.5%
131	2,993	3,561	6,554	3.4%
132	5,953	18,443	24,396	12.7%
133	3,916	6,329	10,245	5.3%
134	2,631	5,902	8,533	4.4%
135	3,537	5,411	8,948	4.7%
163	1,196	1,568	2,764	1.4%
211	2,312	2,952	5,264	2.7%
212	2,296	2,502	4,798	2.5%
213	1,900	2,918	4,818	2.5%
214	3,614	4,267	7,881	4.1%
231	3,917	6,126	10,043	5.2%
232	7,807	10,996	18,803	9.8%
233	3,467	4,385	7,852	4.1%
234	3,373	4,956	8,329	4.3%
251	2,043	3,284	5,327	2.8%
252	4,524	6,413	10,937	5.7%
253	1,882	2,916	4,798	2.5%
Totals	**73,893**	**118,181**	**192,074**	**100.0%**

Source: SLCPD CAD Data

While SLCPD has a stated goal of staffing every beat 24/7, the workload distribution does not support this desire. For example, beat 132 shows a workload of about 16 community-initiated CFS per day, while beat 123 shows a workload of about 1.75 community-initiated CFS per day. Such a fluctuation in data does not support the goal of full beat staffing but does indicate the need for reevaluating beat boundaries to obtain a more balanced workload. Personnel allocation is an imperfect process; the analysis here involves only one calendar year, and reviewing prior years may provide a different distribution. In addition, despite the best efforts of the Department, it is likely that there will always be some variances between CFS

workloads and personnel distributions; however, larger deviations suggest an ongoing condition that demands additional scrutiny. **This type of analysis should occur at least annually, and agency leaders should consider this analysis against personnel allocations. It is also important to note here that significant increases in CFS volume will naturally occur with the further development of the downtown and other Salt Lake City neighborhoods. New developments tend to add work volume, which will affect personnel distributions. This area will require significant and ongoing monitoring to ensure staffing allocations are appropriate and that staff are able to effectively manage workloads.**

CHAPTER II – COMMUNITY POLICING AND 21ST CENTURY POLICING

SECTION I - INTRODUCTION

Effective community policing is a manner of doing business and is thus significantly more than a philosophy. It encompasses an array of specific approaches and centers around building legitimacy and communication with the community through tangible and practical methods. Several core factors are inherent in effective community policing implementation and practices, including the following:

- Building trust and credibility with the community
- Communication and information sharing (both internal and external),
- Crime fighting strategies: prevention, harm reduction, focused law enforcement/coordination, collaboration, and engagement
- Department philosophy/strategy-accessibility, accountability, and responsibility
- Geographical accountability/beat integrity/ownership by officers and residents

The Salt Lake City Police Department demonstrates a strong understanding and commitment to community policing. Essentially, every officer and police official interviewed underscored that fact, as do several of the practices in which the Department currently engages. Like many departments, however, SLCPD is challenged with staffing issues that they believe impact community policing practices. This chapter provides some background and context for community policing practices juxtaposed with 21st Century Policing, provides an assessment of the current conditions within the SLCPD regarding community policing, and makes recommendations to strengthen, solidify, and inculcate community policing as the way of doing business in the Department.

SECTION II - 21st Century Policing and Community Policing

In 2015, the U.S. Government convened a task force to determine the best and most contemporary professional standards and practices, and "ways of fostering strong, collaborative relationships between local law enforcement and the communities they protect." The recommendations were organized around six main topic areas, or pillars:

1. Building Trust and Legitimacy
2. Policy and Oversight
3. Technology and Social Media
4. Community Policing and Crime Reduction
5. Training and Education
6. Officer Wellness and Safety

In any agency review, attention to these six areas provides a roadmap and a useful foundation for a grounded and focused approach that may identify more specific areas for improvement. This is the case here as well; these six core areas provide an effective overview of the more detailed components of this review. These areas are applicable to any department, regardless of how it may be organized, and regardless of size.

Building Trust and Legitimacy

It is now readily accepted that building the trust and legitimacy of a police agency is perhaps the most necessary and critical endeavor of any agency as they move forward in an effort to serve their communities. Without trust, credibility, and legitimacy, crimes go unreported, information from the public is not shared, and the critical symbiotic relationship between the community and the police is lost. Lack of trust results in less effective policing and continues to build an "us against them" mentality that the best and most enlightened departments strive to eradicate. It has been repeatedly shown that departments and communities who engage in long term relationship building not only are better able to combat crime and foster a collective sense of trust and good will but are also able to produce positive outcomes including an increase in cases solved and reduced civil discord when use of force and other incidents occur. Because of the relationships developed, communication is stronger and mutual understanding is deeper. Building trust and legitimacy with communities served is the lifeblood of good policing. It requires a high level of transparency both internally and externally so that personnel within the department know and are able to articulate how and why the department is engaging in policing efforts, and so that residents can understand and support these efforts.

Policy and Oversight

How agencies operate and how they go about providing police services is a test of the professionalism of the agencies and their leaders. Critical questions relevant to all police departments help focus on key issues: Is the department organized most effectively to prevent and respond to crime, to put residents first while maximizing the best use of resources? Is the department organized so that it is most responsive to the needs and issues within the community it serves? Are areas of geography clearly defined using natural and neighborhood boundaries so that issues and concerns unique to those neighborhoods are most effectively addressed? Are officers and supervisors assigned so that ownership and responsibility is clear, and accountability is effective? Does scheduling effectively maximize the personnel provided for the agency? Are there enough, or too many, specialized units and is a balance achieved which allows units to focus on critical issues while still providing the ability to serve day-to-day patrol functions?

Technology and Social Media

Are use of technology and social media maximized so that internal and external communication are highly functioning and satisfying to officers and residents? Can residents communicate effectively with the department, and is that communication two-way? Can officers effectively communicate internally, and are they linked with their community? Is crime information being shared in a timely manner throughout the department and with the community? Is technology being effectively used across the department to improve efficiencies and to track training, complaints, use of force, and other critical data? Is the department well linked to the city police, school police, state police, port police, and other agencies?

Community Policing and Crime Reduction

Is the department engaging in community policing to most effectively impact crime rates by making use of all available resources to identify problems and prioritize them? Is the department collectively working with the community in creating plans to address these issues? Are regular meetings held in each geographic area, and are officers and supervisors assigned so that they are responsible for specific geography? Is geography taken into consideration the same way by officers and residents alike, and are regular community meetings held where information is shared both ways; crime plans are discussed; and

approaches are jointly built, measured, and celebrated? Are community resources built into these policing strategies? Do these approaches work to help reduce crime and ensure that minority communities and vulnerable populations are treated fairly? Do members of the community have access to direct contact with line officers and supervisors, and do they know which officials and officers are responsible for their neighborhoods? With whom and how do residents make contact when there is a neighborhood concern? Are the school police, social service agencies, mental health agencies, and other resources integrated into the agency's strategy to reduce crime and improve quality of life? Are outside police agencies used to investigate police shootings to provide professional outside perspective and reduce perception of favoritism or lack of transparency?

Training and Education

Does the department send a strong message regarding the sanctity of human life and does training and policy regarding use of force reinforce this message? Do officers have clear direction regarding use of force and use of force reporting, so that minimal force, deconfliction, and safety of residents and officers remain paramount in all situations?

Do members of the department understand the disciplinary policy and feel that it is fair and equitable? Likewise, do the rank and file as well as residents feel internal investigations are fair and unbiased? Does the department reflect in its makeup the community it serves? Is the department regularly providing necessary training and education to their officers so they feel confident, informed, and well equipped to serve their residents? Are members of the command staff engaging in leadership training and are all members not only meeting in-service training requirements, but also engaging in training and education to broaden their views and experience, build succession within the department, and continually view and assess best practices? Are training records electronically tracked so that they are up to date and easily retrieved and reviewed?

Officer Wellness and Safety

Do officers not only have the necessary equipment to provide maximum safety, but do they also feel that communication is maximized within the divisions and throughout the department so that they know and understand priorities, strategies, direction, and goals? Do they feel included and heard? Are they well served during and after critical incidents and is there a regular review of critical performance matters which might indicate that training or education, and/or counseling might be appropriate and beneficial? Do they feel invested in the agency and positive about internal practices, promotions, and career opportunities? Is there a high rate of turnover, and if so, has the department assessed why this might be the case? Do officers and civilians have faith in the promotional and disciplinary processes?

The six topics highlighted in 21st century policing intersect with all critical issues regarding how police departments operate and function, and more importantly, how they do these things with maximum effectiveness. Key aspects of agency operations include leadership and culture, agency organization and staffing, policies and procedures, use of technology, disciplinary policy, unbiased policing, internal investigations and discipline, use of force, selection and hiring, promotions, special operations and investigations, officer wellness, responding to calls where potentially residents are suffering from mental illness, LGBTQ polices, community policing strategy, response to victims of crime, juvenile programs and crime prevention efforts, and training and education.

Moreover, these areas are inextricably linked with the philosophy, methods, and effectiveness with which police services are provided, how residents are served and treated, and how members of the agency, both sworn and civilian, are served and treated internally. Do residents of all backgrounds feel that they

are heard and "seen" by the agency? Do they feel that the agency is responsive to their needs? Is the model of policing one primarily focused on arrests, or is the prevention of crime and building of trust, relationships, and communication also of primary focus, in concert with intelligence led crime fighting efforts? Do residents trust the agency to provide fair, impartial, and effective policing, as well as fair and impartial review of complaints and use of force incidents? Do officers feel informed, included, and confident in the role, direction, philosophy, and strategy of the department? Do they view all residents as customers? Is the agency accountable both internally and externally? Are officers properly cared for after traumatic events?

As part of this study, IACP assessed the application of the 21st century policing core areas, as practiced by the SLCPD, through an internal survey with the command staff. Results indicated that there were several areas in which continued improvement was possible. An overlay of these broader, yet critical, topics which highlight the commonly accepted 21st century best practices with a focus on the internal critical areas identified further assists in improving the direction of the department.

SECTION III – COMMUNITY POLICING IN SALT LAKE CITY

As part of this study, we assessed the application of the 21st Century Policing report core areas as practiced by the SLCPD through an internal survey of the command staff.

FIGURE 2-A: 21ST CENTURY POLICING PILLARS SURVEY

Area	Max. Possible	Average Score	Pct. of Max.
Pillar One	18	13.3	73.61%
Pillar Two	30	24.0	80.00%
Pillar Three	10	5.8	57.50%
Pillar Four	36	26.0	72.22%
Pillar Five	18	15.5	86.11%
Pillar Six	12	9.5	79.17%
Totals	**124**	**94.00**	**75.81%**

Source: 21st Century Pillar Survey of SLCPD Senior Leaders

The survey results as shown above in Figure 2-A show that the command staff of SLCPD believe that the Department is well positioned in achieving success in the six core areas. The weak area in the command evaluation was Pillar 3, Technology and Social Media.

The assessment of the community policing efforts through site visits, meetings with officers and civilians, surveys, review of voluminous data, and review of practices through ride-alongs, and policy review indicated that there is a clear understanding and full support of what community policing means, including its basic tenets. Likewise, there was the recognition and understanding that the department believes in community policing. Literally, almost every officer and police official with whom IACP's team interacted showed a keen and informed interest in community policing and very strong pride in the agency.

There are several tangible and outstanding efforts supporting the agency's commitment in this regard, to include the assignment of officers to the Council Districts to help identify community issues and act as department liaisons with the City Council and the practice of having social workers employed by the agency to help address issues surrounding homelessness. Clearly these are best practices. Also, the department's consistent handling and presence at special events appears very strong.

Likewise, there also was common feedback that the department had little or no time to engage in community policing due to lack of staffing. This lack of staffing also negatively impacts beat integrity as officers are frequently called for assignments outside their beats. Beat check reports are apparently infrequently completed due to workload.

While there is no formal, departmental Community Policing Plan, policies do exist regarding Diversion Program referrals, Social Media and Media Relations, and the Problem-Solving initiative in the Rio Grande neighborhood (which resulted in a 45% decrease in crime), and other areas connected to community policing. Efforts in the Rio Grande neighborhood included working to address the homelessness issue, proactive enforcement, linking social services to consumers, disrupting drug sales and deterring violence, and tracking arrests. The Rio Grande initiative seems to be an excellent example of the type of community policing that can be replicated and should become a department-wide model for community policing across the agency and City. Overall, regarding SLCPD Community Policing, we suggest that implementation and formalization of some structured approaches, which includes geographical accountability with strong ownership by both police and residents, is critical to effective community policing. Currently, it is unclear how much ownership and responsibility is attached to beat officers and the chain of command throughout the agency, which will be addressed further with recommendations.

Personnel repeatedly stated that they believe the agency needs more officers. This need for more officers has become a mantra throughout the department. Some members believed the department needs to reallocate personnel as there too many specialized units (which intersects with the concept of reallocation). Important to community policing efforts, regardless of how members are assigned, is working to ensure that all units work effectively together, division silos are reduced, and that use of personnel are maximized in a coordinated way. Likewise, it is important for the department to make the best use of available resources and that, regardless of assignment, all officers are part of a comprehensive community policing effort within specific geographic areas. Ultimately, an agency has to make best use of existing resources and focus on a lack of personnel often may become a self-fulfilling prophesy that is counter-productive.

As staffing and reallocation are analyzed and addressed, it is suggested that the department build a strong community policing model that becomes part of their way of doing business, as much as feasible, in context with staffing issues. This model centers on ownership of geographic areas (beats) by both officers and residents and resulting increased levels of accountability. heard from officers that due to staffing issues, there is little beat integrity. CAD may assist with better management of this issue. Geographical accountability with strong ownership by both police and residents is critical to effective community policing.

SECTION IV - Community Policing Recommendations:

Effective community policing centers around building trust and legitimacy and ensuring effective communication throughout the Department and with the community. Geographical accountability, ownership by officers and the community alike over that geography, communication and information sharing internally and externally, and building partnerships are all critical aspects of a comprehensive approach. Implementation of a number of tangible efforts is recommended for consideration to help formulate, build, re-establish, and re-emphasize Community Policing as the Operational Strategy for the SLCPD.

The overarching recommendation in this regard is for the SLCPD to craft a Department-wide Community Policing Strategy that explains and directs a comprehensive effort that includes every division within the agency, fosters communication, reduces divisional silos, implements strong geographical accountability for both the department and residents, and becomes the department's way of doing business. Regular COMPSTAT meetings following an Intelligence Led Policing (ILP) approach, which reinforce information sharing, and these other approaches will continue to drive these efforts as well. Focused law enforcement, prevention, outreach, building partnerships, problem solving, communication and sharing intelligence, and tracking results are all components of an agency-wide strategy. Once a SLCPD Community Policing Strategy is crafted, it should become an integral part of recruit training so that all recruits understand its critical role in all police operations. In addition, it should be represented in the performance evaluation system in terms of how members are fulfilling their critical community policing responsibilities.

To accomplish this strategy, the Chief should formulate a task force of internal members of all ranks and representative residents and business owners to help craft a Department-wide Community Policing Strategy. This strategy should center on core community policing efforts, which inculcates CP practices into how the SLCPD does business. Within this overarching Community Policing Plan, several key components and sub-recommendations are provided. Each recommendation supports the following core aspects of effective community policing:

- Building trust and credibility with the community
- Communication and information sharing (both internal and external),
- Crime fighting strategies: prevention, harm reduction, focused law enforcement/coordination, collaboration, and engagement
- Department philosophy/strategy-accessibility, accountability, and responsibility
- Geographical accountability/beat integrity/ownership by officers and residents

Develop a robust internal and external communication system:

- _Set up a schedule whereby the Chief and upper level command staff regularly and routinely visit roll calls across the agency._ Those visits should be tracked to ensure consistency. Initially, the Chief and command staff do not even need to speak, as their presence alone will speak volumes. As members of the department get used to their presence, personnel will be more comfortable raising issues, questions, and concerns, and feel that the command staff is interested in in what they have to say. As officers and civilians become more comfortable with regular command presence, internal communication and trust will increase, and the ability for rumor control will be enhanced.

- *Create a Citizens Advisory Council at Chief of Police level to include a cross section of interested residents, community and business leaders from across the City, which includes all geography and is diverse in scope.* This mechanism could be used by the Chief of Police to regularly garner input and feedback from the community on both the effectiveness of the department's community policing efforts and overall performance. Likewise, this approach provides a vehicle for the Chief to provide regular feedback to a cross section of residents and business owners on police practices, policies, training, equipment, and plans for future efforts. This vehicle provides a regular opportunity for the Chief to build community trust and increase communication prior to major events taking place. The value of forging these relationships ahead of time is immeasurable.

- *At the Patrol District level, create a District Citizens Advisory Council for that commander, for the same purposes at the departmental level.* This mechanism would be used by the district commanders to regularly garner feedback from the community on the effectiveness of the district's community policing efforts, as well as provide overall input and feedback. Likewise, this approach provides a vehicle for the district commander to provide regular feedback to a cross section of residents and business owners on police practices, policies, training, equipment, and plans for future efforts. It provides an inclusive approach to garnering community support by regularly including leaders and representatives in the policing practices within each police district.

- *Assess the value, efficacy, and organization of SmartForce and reorganize its structure.* SmartForce is a software system whose design and purpose is to serve as the communications, intelligence, and data nerve center for the department. It is a powerful tool with massive amounts of information; however, one of the commonly heard complaints was that it had so much information that it was challenging to quickly navigate and difficult to get used to. As a result, officers did not use it as much as expected or necessary; therefore, some level of reorganization of the system might ease user accessibility and increase usage. Tandem to this recommendation is consideration of implementing a succinct Daily Bulletin within SmartForce to help organize and buttress SmartForce. The Daily Bulletin, used in many agencies, would be broken down by unit and by geography with key pieces of critical information to be shared with the force. Information could only be included or removed by a police supervisor, and most information would stay in for a set period, such as ten days. Information would also be included regarding policy changes (simple reference to the change and the general order or directive), crime information, critical lookouts, upcoming training, details, etc. Such a document/process works exceptionally well and helps reduce concerns of lack of information. This bulletin would not replace the management system but would serve as an abbreviated mechanism within SmartForce to assist in roll call briefings and assist officers on patrol. It would be the section where all units and all officers would plug into to acquire the latest information on crimes, crime patterns, lookouts, missing persons, critical training information, and major policy updates. The bulletin can be created electronically and shared with all personnel, since they have been provided with smartphones. An effective Daily Bulletin will also help to reduce the silo issue between divisions and units within the agency. Beat checks and proactive community policing

efforts are but two examples where increased use of Computer Aided Dispatch (CAD) may facilitate data collection and encourage better documentation of these efforts without additional paperwork. Most CAD systems are also set up to capture this type of information, which if properly coded, is easily retrievable. Assessment of the interface and interoperability of an RMS with CAD and the ILP efforts is important. Ultimately, the software system would remain the location where these data points may be stored, which highlights the importance of how this site is organized and what interface takes place with other systems.

Establish Geographic Accountability within the agency.

- In analyzing the beat map several issues arise. First, Council Districts 3 and 4 are divided between the Pioneer and Liberty stations, thus making coordination of responses to community issues more difficult. Additionally, there are several beats that are split between several council districts. This too can cause difficulty in response to community issues as well as create challenges in tracking crime trends and community issues. Profession best practices involve geographic policing, which calls for beat and community ownership by assigned patrol officers. *SLCPD should adjust beat, council district, and patrol station boundaries to unify and simplify response to community needs.*

- *Within each district, review how beats are set up and assigned and designate neighborhoods and geography within each district for coverage by the same officers and supervisors so that those officers and supervisors are responsible for that geography.* It is recommended that lieutenants oversee several beats within each district, the size of which would be dependent on staffing availability of lieutenants. Set up regular monthly meetings with residents and business owners to share information both ways, identify concerns and issues, work to gain some consensus on priorities, identify internal and external resources and partnerships who may play a role in impacting the issue, and collaboratively craft a plan with stakeholders to address the concerns. Efforts should be tracked and results shared. Meetings should have a formal agenda and track issues and concerns, prioritization of those matters, plans to address them using all available resources, and results and updates on each issue in each meeting. This process fosters involvement and buy-in, reduces false expectations, and creates a strong partnership with the community, neighborhood by neighborhood, as trust is built. These meetings should take place regularly, regardless of whether attendance is robust. The fact that such a mechanism for input and problem identification and problem solving exists is critical to excellent communication and transparency and reducing frustration on the part of residents.

- *District police sergeants should decide how patrol staff time should be spent on each tour of duty, which is essentially the most critical component of community policing.* If each officer does not know how the department and agency supervisors want them to spend their time while not on a call for service, there is a critical information disconnect. Sergeants must ensure that officers are appropriately spending non-obligated time as directed by each crime plan, current crime patterns, community concerns, etc. There should not be one business, community group, social service agency, or school (private

or public), that does not know which officers are responsible for their beat and who receives proactive contact on a routine basis from the police. Sergeants will motivate officers to understand and support the department goals and strategies using their leadership skills and departmental resources and will do the following:

- o Evaluate whether the level of response to incidents is consistent with their seriousness
- o Determine whether officers are using their time effectively
- o Gauge whether officers are adhering to mission, strategic direction, rules and regulations, and operating standards of the Department during the tour of duty
- o Evaluate whether officers are prepared for duty
- o Teach and train officers to get out of their cars and interact with residents and business on their specific beats
- o Identify and prioritize issues and concerns on their respective beats in context with current crime analysis

- *For the existing two police districts, and for beats within the districts, the same team of officers and supervisors should be assigned geographically so that they are directly responsible for those areas.* Beat integrity is critical. While there will always also be supervisors with temporal accountability, there must be a level of management and supervision with 24/7 accountability as well, most likely at the level of lieutenant, who monitors staffing and deployment, crime plans, coordination, partnerships, crime information, and statistics. A critical component of this approach to supervision is to not only provide the obviously required temporal supervision per tour of duty but also for that supervision to be transferred into full-time geographic accountably and responsibility for actual geography so that mutual ownership by the police and community is on-going. In this regard, re-examine the role of patrol sergeants and lieutenants so that they provide not only temporal supervision but also are responsible for specific areas of geography. This component particularly applies to lieutenants so that they may oversee several beats on a 24/7 basis, while simultaneously engaging in their watch command duties. This strategy maximizes their position and applies maximum accountability and oversight to community policing efforts.

- *The department should fully stress beat integrity.* Officers and supervisors should focus on beat discipline to increase the culture of accountability within the area for which they are responsible. As mentioned previously, while not on an assignment, it is critical that officers know exactly what they should be doing during that "unobligated" time, as the concept of "random patrol" is no longer efficacious. Specific efforts should be based on crime analysis and ILP, concerns of residents, and supervisory direction regarding strategies, and every officer should know exactly what is expected of them when not on a call for service. Based on ILP and these related factors, expectations and efforts will be unique to each beat. These efforts may include checking in on businesses, presence and visibility in a particular location, parking the vehicle and walking a beat, traffic control and direction, disrupting drug sales, outreach to homeless, identifying suspects, talking with residents, etc. All of these efforts should be tracked by the Computer Aided Dispatch (CAD) system for specific function and for time, location, and duration.

- *To promote increased focus and accountability within the field, the department should consider the creation of a third police district run by a captain.* If this is not feasible due to lack of funding/resources, each of the two police districts should retain clearly defined oversight so that district commanders may effectively hold supervisors accountable for community policing efforts.

Establish an organizational climate of Strategy, Accountability, Accessibility, Responsibility in support of Intelligence-Led Policing (ILP)

- *Develop and Implement an Intelligence Led (ILP) Strategy at all levels of the agency that supports performance measurement and accountability management through effective crime analysis.* It is critical that the Records Division be fully included in all COMPSTAT and ILP processes and meetings, since they are responsible for providing a significant amount of information.

- *Establish a functioning crime analysis program in accordance with profession best practices.* Take specific steps to integrate ILP philosophies and strategies throughout the organization and the operational culture. Crime Analysis: Data Driven Policing/ILP is critical to effective crime reduction strategies. How the overall crime analysis function within the agency is designed, organized, and integrated into daily operations was not fully clear. Likewise, it remained questionable as to whether critical crime information was consistently getting to all the operational units in a timely manner. As noted, Smart Force contains a huge amount of information, but improving how that information is organized and how it is accessed could ease use of the program.

- First and foremost, of course, is to ensure that up-to-date and accurate crime information is quickly shared with all operational units in a format that is useful to both supervisors and managers, as well as officers. The following list presents a suggested method for establishing an effective crime analysis program:
    - Clearly define the crime analysis function within the agency
    - Determine how it supports COMPSTAT
    - Determine how it supports operational units on a daily basis
    - Ensure that officers are receiving up to date quality information
    - Clarify the strategy of the Crime Analysis Office
    - Articulate how information is provided geographically as well as functionally

- *Engage in crime analysis on a department-wide level and by patrol district so that ownership and accountability are maximized at the lowest level* and so that responsibility resonates throughout each patrol command, with actions and strategies based on quality crime analysis. Therefore, it is recommended that each patrol district would have its own crime analyst, supported by a city-wide crime analysis office, where city wide trends are tracked and data and information are turned into usable intelligence to help craft specific crime strategies.

- *Add a section on ILP to the field training process for new officers.*

- *For each district, conduct COMPSTAT meetings on a weekly basis to assess and track crime, intelligence,* application of intelligence to specific crime patterns, staffing, and prevention and outreach efforts. It is also recommended that both district and city wide COMPSTAT meetings follow an ILP strategy.

Develop Outreach/Partnerships programs for all sectors of the community and establish strong partnerships with all partner service providers.

- *Ensure that all agency brochures are translated into Spanish and other languages as necessary to appropriately and effectively communicate with city residents*. Key brochures that include information about the police department, how to file a crime report, victim services information, and "what to expect when stopped by the police," are particularly helpful for immigrant communities.

- *Ensure that the SLCPD website has information on how to commend officers, file police reports, file complaints, and provides information on policing initiatives and prevention activities, as well as up to date crime information and crime mapping for residents*. It should also identify officers and supervisors specifically responsible for each neighborhood; likewise, residents should be clearly informed about which police district and beat in which they reside. Residents and business owners should be able to identify and contact officers and police supervisors specifically responsible for patrolling their neighborhood. The website should provide the names and phone numbers of those officers and police supervisors responsible for that beat.

- *Implement a Citizens Police Academy at the Training Division level, whereby at least once a year, the SLCPD runs an academy for interested residents.* This course, generally comprising of 8-10 sessions, would be structured to help educate and inform residents about the SLCPD, how it operates and trains, what legal constraints and controls are in place to shape the police responses locally and nationally, and provide general information about training, tactics, policies, procedures, resources and equipment, etc. These programs help build trust and understanding between the police and residents and create a growing alumnae of police supporters who better understand and can articulate how and why the Department operates. These Citizen Police Academy graduates become a powerful force multiplier in providing support to the police and education to the community. Likewise, this practice is another way for the community to get to know members of the Department in various assignments. This type of course promotes trust, communication, transparency, and engagement.

- *Ensure that at the agency level and at the district level, community and social service agencies are identified and partnered with on a regular and routine basis.* Critical organizations include but are not limited to social service mental health agencies, community groups and organizations, groups who represent LGBTQ interests, members of the minority community, immigrants, the Deaf community, religious coalitions, etc.

Members of these organizations should be regularly included in community meetings and strategy sessions to discuss crime fighting approaches, garner support, and assist with policy implementation. Parole and Probation should also be a key partner.

- *Establish specific programs to engage youth*: Identify and/or create specific youth programs within both police districts to engage youth, build relationships, enhance juvenile crime prevention, and work with stakeholders to see how the SLCPD might partner with them, including but not limited to the following:
    - o Police Activities League
    - o Explorer Program
    - o Cadet Program
    - o Boys and Girls Club
    - o Youth Police Academy - which generally consists of a summer program of five to seven weeks, where youth from across the City are provided a scaled down version of the Citizens Police Academy designed for youth. Positive mentoring, crime prevention, safety and awareness training, display of some equipment, and interaction with officers is provided, which helps build trust with children from across the City.
    - o Internship programs (at the agency level, the department should foster an internship program as well, and help determine where interns may be assigned throughout the department). Establish direct internships with colleges and universities within Salt Lake City (this approach not only provides multiple opportunities to potentially recruit students from these educational entities but also provides the opportunity for studies, questionnaires, and potentially unmet internal workloads to be addressed with student interns). For example, if a regular internship is created with a set of Salt Lake City colleges and universities, that position could be regularly assigned to the crime analysis office at the headquarters level or district level. Positions could also be regularly used for outreach in the community on behalf of the SLCPD.

- *Fully staff the front desk program.* It is currently managed by the captain who, as a collateral duty, oversees facilities. The program is critical in that these are the personnel who are the initial face of the department. They are the first people with whom residents interact when entering a police facility. For the most part, IACP was advised that these positions are filled by retired law enforcement personnel, often retirees of SLPD. There is a critical shortage of personnel due to attrition, which impacts operations and can cause a backup at SLPD front desks. SLCPD should establish an eligibility list for potential hires of people who have already applied and gone through the requisite background check and hiring process so that when vacancies occur, they can quickly fill them with someone who has been placed on the list.

- *Expand the social worker program*: The social worker program within the SLCPD is clearly a best practice that can be expanded and replicated. It is suggested that this program be evaluated in terms of how it can be expanded and how what appeared to be some redundancy in supervision might be obviated. It is important to evaluate the structure and caseload for the social workers; how they are incorporated into the agency;

how cases are assigned; and whether an increase in social workers might reduce CFS caseload and help offset some of the potential need for additional sworn personnel. Likewise, an assessment of the current supervisory structure is warranted as information provided appeared to suggest some redundancy. Some restructuring in that regard may free up sworn officials. Since it appeared that there were high levels of civilian and sworn personnel attached to this effort, it is suggested that the civilian overseeing the program might preclude the need for an equal level of sworn oversight. Expanding this program throughout the department clearly seems beneficial. Likewise, comprehensively including social worker supervisors in the ILP/COMPSTAT meetings, community meetings, roll calls, and liaisons with other social service agencies seems especially prudent. It is also suggested that this effort be geographically based so that social workers are assigned to each district as well. It is critical that all officers in all units fully understand the value and role of the social workers within the SLCPD, and how they can help link services and provide direct services to help reduce crime, CFS, and solve problems.

CHAPTER III – LEADERSHIP AND DEPARTMENT CULTURE

SECTION I - MISSION, VISION, GOALS, AND OBJECTIVES

The Salt Lake City Police Department is an agency dedicated to providing the highest quality of public safety services to its community. This fact is clear stated in the definition of community-supported policing found on the department's web page.[8]

> Community-Supported Policing is the heart of this direction and plan and is a durable platform for sustained action. Each member of the Salt Lake City Police Department is responsible for achieving its mission, owning the outcome and providing consideration for unique circumstances. Likewise, the community, in solidarity and shared vision, has a stake in the outcome, provides bottom-up contributions, and shares responsibility for making this City both safer and more enjoyable.

To further its mission, SLCPD has established Core Values that reflect not only a commitment to public safety but also establishes a strong sense of corporate responsibility within the agency. These Core Values speak to the character and leadership of the SLCPD. While most agencies have values that speak of preventing crime and keeping the community safe, SLCPD has established values that touch all aspects of life in Salt Lake City.[9]

CHARACTER
The moral qualities distinctive to an individual. Foundational pillars of character are integrity, reverence for the law, and respect for individuals.

COMPASSION
Caring and respect with sensitivity and empathy. Compassionate service is essential to human relationships and indispensable to the foundation of a just and peaceful community.

COMMITMENT TO THE COMMUNITY
A promise to be a loyal partner with the community. Uphold our responsibility to be responsive to community needs and implement solutions that produce meaningful results.

COMMUNICATION
Honest and transparent dialogue with the community. Professional representation, dignity in our speech, and truthfulness in our interactions establish trust and legitimacy. Communication creates an environment that encourages authentic conversations about hard issues that impact the community.

COURAGE
Guardian and protector of the community in the face of personal sacrifice. The quality of mind or spirit that enables a person to face difficulty, danger, or pain. Organizational and individual

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[8]Salt Lake City Police Department Web Page

[9] Core Values Salt Lake City Police Department Web Page

courage to do the right thing and be held to a high standard and show the strength to stand up for those we serve.

In examining the Department's mission, vision, goals, and objectives, they reflect an organizational focus and culture that is committed to community collaboration and contemporary policing standards and practices. During the course of interviews with staff, IACP inquired about these areas, and it was evident that everyone interviewed fully understands and buys into the mission, goals, and objectives of the organization. Those interviewed also expressed their belief in these concepts, philosophies, and intended outcomes, and they indicated that these things are discussed on a regular basis in all areas of the agency. In addition to regular discussion of these issues, they are conveyed in writing and in policy, but more importantly, in the actions of the police chief and commanders of the department.

Those interviewed explained that the agency is not strictly empirically and/or statistically driven. Instead, the department is driven by spirit, pride, integrity, and responsibility, and these concepts are conveyed in field training, the training academy, and promotional testing. In short, it is part of the culture and is expected. Officers are not afraid to voice their opinions and speak up if there are issues.

During the interviews with staff, it was clear that SLCPD purposefully strives to instill strong ethical values and the highest level of integrity in its members. The department has set the highest of standards in these areas for all members of the organization, and when any complaint is brought forward to the agency, it is taken seriously and will include a formal investigation, if warranted. Those interviewed were consistent in indicating that accountability is important and that people are held accountable for their actions and behaviors.

In addition to setting internal standards for ethical behavior, the SLCPD has taken various steps to ensure accountability to the community and to government officials. On the web page, there is a mechanism for citizens to both file complaints and compliments concerning SLCPD staff.

SECTION II - LEADERSHIP

Leadership style is a vital component of any successful organization, and police agencies are no different. The best agencies foster a climate of leadership that accomplishes its mission and develops its staff to their fullest potential. SLCPD is one of those agencies.

On its web page, SLCPD provides the principles of leadership that the department strives to follow:[10]

- Believe in, foster, and support teamwork
- Be committed to the problem-solving process; use it and let facts, not emotions, drive decisions
- When possible, seek employees' input before making key decisions
- Believe that the best way to improve the quality of work or service is to ask and listen to the employees promptly and fairly
- Strive to develop mutual respect and trust with employees
- Have a service orientation with a focus toward employees and citizens

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[10] SLCPD Principles of Leadership Web Page

- Manage on the behavior of most employees, not on the few who cause problems; deal with all employees promptly and fairly
- Encourage creativity through risk taking, while continuing to improve systems and examine process upgrades
- Be a facilitator and coach. Develop an open atmosphere that encourages both providing and accepting feedback
- Apply team-work, develop with employees agreed-upon goals and plans to achieve them

The IACP onsite team had an opportunity to observe organizational leaders in various meetings and in interviews with them. Based on the interviews, the review of various department documents and reports, and the observations of the team, leadership at all levels was competent and engaged and concerned with making decisions that benefit the community and the organization. During this process, there was robust discussion concerning various department matters and significant attention to detail, including how decisions might affect the community, the organization, and individuals.

Of the officers interviewed who expressed an opinion, all indicated a good relationship with their immediate supervisor. This was particularly true at the line-level, where officers indicated they felt supported, that they had open communication with their supervisor, and that their supervisor was competent and treated them fairly and appropriately. The officers that work for the SLCPD feel that this is one of the best departments in the country. Everyone interviewed stated that the culture of the department is family-oriented and that employees at all levels feel empowered. Staff also expressed that SLCPD has some of the best patrol officer training in the area.

Those interviewed also described a pattern of leadership internally that is varied and contingency/situationally-based. Supervisors and command staff seem to approach leadership matters in a manner that fits the issue at hand, in consideration of the capabilities and experience level of those who must carry out the work. Supervisors get to know their employees and what style of leadership will be most effective for each.

SLCPD embraces a decentralized form of management and supervision, allowing command staff, supervisors, and individual officers to *do their job,* without interference and undue micromanaging. In discussions with supervisors, they explained that command staff outlines their expectations for them and the department through written communication and through group and individual meetings.

In describing levels of autonomy, supervisors explained in the interviews that they have a high level of latitude to make decisions. They are not only empowered to act, but also know that they are responsible for making sure that commanders know what is happening within their units. In short, the commander will ensure that guidelines and expectations are being met, and if the sergeant is meeting these effectively, then the unit commander will not interfere. Supervisors also explained that even though they have the authority to make decisions on their own, they also know that they have support available should they need to seek assistance or guidance.

There is a clear difference between leadership and supervision; supervisors and managers get the work done. They monitor the plan to get the work done, break the work down into steps and sequences, identify what is required and what resources staff needs, and take corrective action when necessary.

Leaders are role models, accept responsibility, make difficult decisions, see through the eyes of others, and value people more than procedures.[11]

Retirement System

For SLCPD, recruitment and retention challenges are amplified by the change in Utah retirement benefits. To address these issues will require action at both the state and the city level to revise the retirement system to improve the recruitment and retention of high-quality police employees.

This issue is likely both a budgetary and political one, but there was much feedback that the current change in the system—from twenty years and fifty percent to twenty-five years and thirty-seven percent— is not only limiting recruiting and hiring but is also resulting in personnel leaving the agency. What must be clarified is whether this significant change includes social security and IRA aspects similar to federal retirement changes. If so, while this change may not be welcomed, some of the impact will presumably balance out as the retiree ages. Currently, however, word of this change has apparently negatively impacted morale. The fact that this is a larger political and budgetary issue should not preclude examination of the issue and its impact on the agency and should compel dissemination of current and accurate information as to how the new system works. This issue may well become a public safety one, and it is arguable that it is incumbent on the agency to at least provide the best feedback to the Mayor and Governor as to how this issue might be addressed and the impact it is having on the Department.

Likewise, further analysis will assist the department in managing rumor control, which centers on the alleged inability to hire and keep officers. As noted, if the change has been offset by inclusion/adjustment of social security and IRA considerations, then these facts must be clarified and provided to the force so that everyone, along with new hires, have clarity as to the facts about this important issue.

Due to the importance of this issue, it is recommended that the department study a variety of retirement systems and cost variables so that changes and alternatives may be presented to political leaders to provide choices and pathways to improving the system, ostensibly resulting in reduced turnover, improved morale, and more effective hiring.

SECTION III - COMMUNICATION

From almost all feedback, communication within the SLCPD is a significant issue, which is not uncommon within a police organization. This issue is both a culture issue and a system/process issue. Much feedback centered on the lack of communication from the command staff down the chain of command and a lack of presence of the chief and command staff at roll calls. There was feedback that from the captain rank down, communication was much better; the disconnect occurred above the captain rank. Feedback made clear that more visibility by the upper command, as well as actual information, was desired. There was also significant feedback that the actual communication mechanism (system/process issue) was too complicated, labor intensive, and unwieldy to use effectively. SmartForce was designed as a powerful and effective communications tool, essentially to be a one stop shop for all critical agency information; however, officers described it as not easy to use or find information, thereby impacting how information is shared and understood throughout the department.

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[11] http://aboutleaders.com/management-and-supervision-vs-leadership/

Staff also reiterated that there seems to be a genuine intent by leadership with the SLCPD to correct this issue; they cite the chief staff meeting notes as an example. It is also very clear that the Chief places value on the input of those officers who have to do the work when discussions are occurring, and decisions are being made that will ultimately affect them. Although the processes in use were not described as being successful in each circumstance, there was a strong consensus that leaders within the SLCPD are trying to ensure that appropriate communication and consideration occurs.

Throughout course of study, SLCPD staff was reflective of apparent intentional efforts to promote and develop internal constructive critical thinking and communication by leadership.

Performance Appraisals

Departments typically use performance appraisals to engage staff in a process that supports the vision, mission, and values of the department. They are a means by which supervisors formally interact with staff to mentor and promote their success, as well as to identify areas where training may improve performance. Employee performance evaluations may be also used as a tool to assist management in making key decisions concerning promotions, disciplinary action, training, and determination of eligibility for permanent appointment. They can also be used to alter the service expectations, policing styles, and responsibilities of officers and other staff.

Ultimately, the process should be fair and transparent, develop growth and learning, and it should identify problems early so that interventions can bring a problem to resolution before it becomes unmanageable. Lastly, supervisors should view performance appraisals as a helpful tool that they can complete in a timely manner.

All respondents reported the current City's evaluation template does not relate to individual assignments and is of no value for career development or accountability. From interviews, it was learned that performance evaluations were not regularly completed in many units until approximately a year ago. Positive feedback was provided regarding the new Performance Appraisal system which is now mandated for all units within the department; however, the concern is that the current evaluation form was described as "one size fits all," and the rating categories lacked specific performance goals.

The Department should seek permission from the Mayor and/or Council to allow SLCPD to design its own performance evaluation tools. This change will allow individual supervisors to develop annual work objectives with employees and foster a true career development atmosphere. Important to the management of human capital, the current performance evaluations are a hindrance to separating non-performing employees from employment. This factor is a nexus to other factors pertaining to why many employees have ad hoc assignments. Installing an evaluation system owned and operated by the SLCPD will remedy many workload issues that exist today and ensure that all future staffing considerations within the five-year strategic staffing plan are valid workload factors versus reassigning job tasks due to human performance issues.

Many supervisory respondents discussed difficulties managing civilian employees when organizational unit changes are needed to keep pace with the delivery of essential police services to the emerging needs of a diverse community. The SLCPD is subjected to clearly defined job specifications by the City Department of Human Resources, and as the nature of administrative job classes change within the police department, it is difficult to change the job specifications to manage human performance.

To rectify this issue, distinct job specifications for civilian employees should be implemented.

The Chief should discuss with the Mayor and/or Council the granting of personnel rule authority to the SLCPD to redesign all of its job classes for its own needs. Therefore, job titles and job specifications would be unique to the police department and under its control to manage human performance. As an example, the positions created for an IT Bureau and Media Relations Bureau would not be standardized city job classes but unique to the SLCPD.

Performance appraisal systems often receive criticism by those individuals that must be evaluated and that designing a system that is effective and that most staff agree with is an arduous task. Still, it is critical that staff have confidence in the system; otherwise, there will be limited value in the process, and it may contribute to morale issues.

SECTION IV: WORKFORCE SURVEY

Workforce perceptions, attitudes, and expectations constitute essential information for understanding the current culture and effectiveness of the SLCPD, diagnosing opportunities for constructive change, and managing organizational transformation. IACP surveyed the workforce to capture this information and to broaden staff involvement in the study.

Survey Structure

The electronic survey offered to staff consisted of respondent profile items (assignment, years of service and time in rank, rank/title, age, race, gender, and education), 75 content items (opinion, perception), 7 organizational climate items, and an open comments option. The survey elicited employee responses in the following 26 different categories:

- Command Staff
- Leadership
- First Line Supervisors
- Trust and Ethics
- Fairness
- Communications – Internal
- Technology
- Job Satisfaction and Commitment
- Community Needs and Problem Solving
- Community Policing/Engagement
- Patrol Staffing and Schedule
- Investigations Staffing and Schedule
- Organizational Standards

- Work Volume
- Job Safety
- Valuing Diversity
- Pay and Benefits
- Responsibility
- Warmth and Support
- Clarity/Goals
- Conformity
- Rewards
- Training
- Policies
- Accountability
- Equipment

The content section of the survey consisted of forced-choice questions, a contrasting perspectives portion relating to organizational climate factors, and a final section that provided space for open-ended responses to any of the survey items or other topics.

Survey Response

The city authorizes the police department to employ roughly 590 full-time personnel, including both sworn and non-sworn positions. At the time of this study and the survey, there were some unfilled positions at the SLCPD, but it is unclear the exact number of positions that were open at the time the survey was distributed. Based on the data received, 535 persons completed the survey. If the department had been fully staffed at the time the survey was deployed, and if each staff member received an invitation, the 535 responses would represent a return rate of 90.7%, which is significant and indicative of the desire of staff to engage in the process of self-analysis and improvement.

Respondent Profile

The profile of those who responded to the survey is provided. The salient characteristics of the population sample that responded include the following:

- **Experience**: 44.86% of those who responded have less than 10 years of experience within the agency.
- **Age**: 76.64% of the responses were from persons aged 30 to 50. This demonstrates a very mature respondent pool.
- **Rank/Title**: 64.7% of the responses were from line-level officers, with ranking officers (Sgt and above) comprising 14.8%, and non-sworn personnel making up 20.1% of the responses.
- **Unit/Assignment**: 96.8% of the responses were from sworn officers, including command, investigations, patrol, and other sworn staff.

Table A-7 in Appendix A provides detailed respondent profiles.

Survey Analysis – Content Section

Survey results are most useful to isolate conditions and practices that need attention and/or those that offer an opportunity to advance the effectiveness of operations, achievement of outcomes, and the overall health of the workplace. For each content survey dimension, respondents chose between the following responses: never, occasionally, usually, frequently, or always. A scale of 1-5 (with 1 being lowest and 5 being highest) was used. In some cases, if the question did not apply, respondents could also choose an N/A type response. Table A-8 in Appendix A provides the final average scoring for each of the 26 categorical areas in the content section of the survey.

Patrol staffing and schedule and pay and benefits rated the lowest among all dimensions. This number suggests a certain level of dissatisfaction with the current condition, specifically staffing numbers, and with the recent changes in the retirement program.

Staffing

The issue of staffing and personnel resource needs was the most commonly noted item by those who responded. Many of those who provided a response to this question specifically indicated that there was a significant need to add staffing, particularly to patrol, with investigations also mentioned. The responses also indicated that the lack of staffing contributes to a disproportionate workload and a lack of ability to get time off when they need it. There were also comments about staffing minimums and the need to increase/maintain general staffing levels to avoid overburdening other staff.

Pay and Benefits

The issue of pay and benefits was the second-most commonly mentioned concern raised by those who answered this question. The issue that seems to be driving this rating is the change to the retirement benefits, which is not surprising considering the high percentage of respondents age 30-50. The SLCPD should closely monitor this issue and work with government leaders on appropriate strategies to deal with this issue.

CHAPTER IV – ORGANIZATIONAL STRUCTURE

SECTION I – OVERVIEW OF STAFF DISTRIBUTION

While uniform patrol is the core function for any police department, and payroll is often called the backbone of the agency, specialization is becoming more frequent as police departments strive to handle an ever-increasing number of complex crime and community issues. The amount of specialization is a function of both the size of the agency and the types of challenges it faces. A primary disadvantage of specialization is that with more and more units and divisions, effective control and coordination of the units becomes more challenging, and the likelihood of conflict among the units increases.

From an organizational standpoint, it is important to have uniform patrol resources always available to deal with issues, such as proactive enforcement and community policing. Patrol is generally the most visible and most available resource in policing, and the ability to harness this resource is critical for successful police operations.

In reviewing the organizational structure of SLCPD, there are two Bureaus and the Office of the Chief. Within the two bureaus and Office of the Chief are over fifty subordinate units ranging from large patrol district to small offices. Staffing in 2017 was reported to be 462 sworn and 134 non-sworn; however, as of October 25, 2018, SLCPD reports the authorized sworn staffing to be 481, of which 230 are assigned to the patrol divisions and 184 of the 230 are re-designated as first responders. Using the number of total assigned to patrol, SLCPD allocates 47.8% of its sworn staff to patrol. The percentage assigned as first responders is 38.3%. A 2013 survey by the Bureau of Justice Statistics (BJS) of 12,000 police agencies found that the average number of sworn staff assigned to patrol was 60%.[12] A review of the 2017 benchmark city study showed that 59% of the sworn staff was assigned as first responders[13] While there is no definitive number as to what percentage of a police department should be assigned to patrol, the percentages assigned in Salt Lake City are considerably lower than most agencies. Interviews and surveys of staff also have identified this as a major area of concern.

As stated earlier, the deployment of resources is a decision by the Chief of Police based on analysis of problems and issues facing the community. The deployment should be designed to achieve success in solving crime and community issues in the most effective and efficient manner.
There is no simple solution or recommendation for this problem, but it likely is one that has negatively affected SLCPD's ability to perform its primary mission. **It is recommended that SLCPD review its deployment and taskings and identify those functions that are not vital to the department's core mission. If it is not a core function then it should not be a police function.** Because patrol and investigations encompass such a large percentage of the department and this study, separate chapters are devoted to both. The remainder of this section will look more closely at the other specialized units and make specific recommendations regarding them.

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[12] Local Police Departments, 2013: Personnel, Policies and Practices. Brian A. Reaves. US Department of Justice, Office of Justice Programs, Bureau of Justice Statistics

[13] Benchmark City Survey- 2017 Data, Darcy Boorem Analyst. Overland Park Police Department.

SECTION II - SPECIAL OPERATIONS

The Special Operations Division is made up of three main subordinate units: Tactical Unit, Strategic Deployment Unit, and Motor/Special Events Unit. The division is commanded by a captain, and each of the units is commanded by a lieutenant. The Special Operations Division is tasked with providing a wide variety of support ranging from tactical (SWAT) to community outreach (CIT/Homeless/CORE), to investigative functions (City Narcotics, Gangs). These are very diverse functions and often require unit commanders to wear multiple hats and have a wide variety of different skill sets.

Several Special Operations Division (SOD) units are, or are trying to, deploy in accordance with the seven council districts. As these units are charged with first response to community quality of life issues, there is logic in this deployment scheme. Central to this deployment concept is the Community Intelligence Unit (CIU), which serves as the department and city central focus for receiving community complaints and directing resources. This unit is currently under the Pioneer Patrol Division for operational and administrative control. All interviewees identified the Community Intelligence Unit (CIU) as the department's main community police arm. City council members interviewed stated that community members are very happy with the responsiveness and proactive nature of the CIU. It appears that the city utilizes the department's CIU as the main clearinghouse for community problems and the coordination of response resources, the bulk of which come from SLCPD. Several council members felt that there were not enough support resources in the city to help the police department where needed. Many of the police units who respond to community issues and complaints garnered by the CIU are in SOD. **It is the recommendation that the CIU be moved to the Strategic Deployment Unit in SOD for more efficient and effective coordination.** The city government should conduct a complete analysis to ensure that non-police response units are staffed sufficiently to address community concerns.

Approximately 100 of the 481 sworn positions (20%) are in the Special Operations Division, with many of those officers focused on one geographical area (Rio Grande) and one community problem—the homeless. **The department should conduct a cost/benefit analysis to evaluate if workload justifies the resource expenditures for this operation and any other such operations now and into the future.**

SECTION III - Tactical Unit

The Tactical Unit is composed of SWAT, Street Crimes, Hazardous Devices Unit (HDU), City Narcotics, Organized Crime/Vice, and Gangs.

City Narcotics Unit

The City Narcotics unit (street level) is assigned to SOD with a sergeant, six officers, and a National Guard funded Intelligence Analyst. There is a separate Narcotics unit (captain and five officers in the Investigative Bureau that are assigned to the DEA Task Force). According to the staff in SOD (Command and supervisors), there is no coordination or information sharing between the two units. While case levels may be different, the sharing of information is critical for dealing with city-wide narcotic issues. **SLCPD Command staff needs to ensure that an open communication process exists between these two narcotics units**. Narcotics detectives currently do the initial verification of community/neighborhood complaints to **determine if there are narcotics violations; this validation function could be handled by patrol officers and have the added benefit of improving community and patrol officer interaction.** This unit appears to be productive and directly responds to community issues. To improve

the operations of this unit, **SLCPD staff feels there is a need for 3-4 additional staff to cover all council districts and have enough staff to target narcotics hotspots in the community**.

Gang Unit

The Gang Unit is also assigned to SOD. There is a sergeant and nine officers, one of whom works on the FBI Safe Streets Task Force, and the other serves part-time with the Metro Gang Task Force (Regional). SLCPD staff advise that the department receives more valuable return from participation on Safe Streets TF than from the Metro TF. **The Department should evaluate these relationships to develop strategies for improvement and determine ways to better improve local operations based on knowledge gained from these regional task forces.** Successful gang reduction programs require a coordinated multifaceted approach—education, intervention, and suppression. The department has SROs and a Gang Advocate in the Investigative Bureau, but according to Gang unit supervisor, there is no coordination. **Similar to the city narcotics unit, the department should ensure open communication and coordination.**

SWAT

SLCPD has a small (sergeant and four officers) full time SWAT team supplemented by an additional three sergeants and twenty-three officers who are assigned full-time to other units and have SWAT as a collateral duty. Training occurs three out of four Wednesdays every month, with a requirement of having all team members make at least one training day per month.

According to staff, SWAT is required to be involved in all search warrant events regardless of the level of risk identified by threat assessment as a check and balance to ensure the warrant is proper. This became a practice a number of years ago because of a search warrant being served at the wrong address. The department should employ a neutral non-involved third-party command officer for search warrant review to ensure correctness of all data.

Full-time SWAT officers are assigned to conduct all active shooter presentations that the Department offers to the community. These presentations (standard Run, Hide, Fight) can just as effectively be presented by other officers within the department. Using officers assigned as collateral members of SWAT can increase the teaching pool, allow full-time SWAT officers to be more effectively deployed, and increase community contact for collateral officers, particularly those assigned in patrol. **To improve operations, it is recommended that the department revise SWAT operations to more efficiently employ the full-time unit in high crime areas instead of tasked with all search warrants and active shooter presentations.**

SECTION IV - Strategic Deployment

The Strategic Deployment unit is composed of the Bike Patrols, CIT, Homeless Outreach, and Social Workers.

Bike Unit

There are five bike squads, each with a sergeant and six or seven officers for a total of thirty-one officers. Two squads work day shift and two work evening shift at the Rio Grande Center. The fifth team is deployed in the south side. The city plans on opening new homeless shelters in 2019 to elevate the issues in the Rio Grande neighborhood. **The department needs to develop a plan for how bike units will be deployed when the Rio Grande operation ends. The initial plan focused on the homeless**

center but has now expanded to Main Street and the library. There is discussion about using bike units at new homeless resource centers. The department should evaluate the security needs at these new centers and determine if there is a better way of providing security, such as contract private security.

The bike units do not get timely data for ILP; they get COMPSTAT data every two weeks. While most of their workload is order maintenance, such as drug use/selling/ alcohol/fights/ disorderly and outreach to homeless, data and actionable intelligence is critical to success. While the new software management system may improve this, staff interviewed did not know much about it. To address this issue, **the department should explore using the National Guard funded Intel analyst assigned to the City Narcotics unit to provide wider range intel support to SOD units, such as the Bike unit and Gang unit.** There is a critical need to improve information sharing within the department and across departments within the greater Salt Lake region. While Utah Highway Patrol (UHP) works jointly with SLCPD in the Rio Grande operation, there is little or no information sharing. The two departments do a weekly joint roll call during which some information is shared.

Staff of the bike unit request change in uniform apparel to less visible color for officer safety reasons. The current uniform is high visibility, but officers feel that it puts them at a disadvantage in tactical situations**. The department should explore uniform options that address the tactical concerns but can rapidly be adjusted to provide the high visibility when needed.**

Response to Homeless and Mental Illness (CIT, Homeless Liaison, Social Workers)

While many communities are facing problems with homelessness and people in crisis with mental health, the Salt Lake City police approach should be considered a best practice. The department has a cadre of licensed social workers who are also certified mental health officers as a component of its Special Operations Division and has developed its CORE or co-response model. The co-response model involves police (CIT or HOST) responding with department social workers to psychiatric calls, officer referrals, and homeless shelter/camps interventions. The purpose of this program is to get appropriate services to people in need. The CORE program focuses on the following three strategies:

- Direct support to patrol officers in contact with homeless and persons in mental crisis

    o Staff indicates there are about 3000 CFS per year with people in clear mental distress and another 1500-2000 that display symptoms

- Direct outreach to homeless persons and at homeless camps

- Top 50 program

    o Program identifies the top 50 clients who are most in need of service

        ▪ Person gets on top 50 by frequency of contacts or escalation of severity of issues/problems. Most persons needing intervention are young adults. Unit also intervenes with those chronic callers to dispatch, IA, and chief office/ Mayor's office that display symptoms.

    o Goal is to do direct intervention, obtain needed services, and reduce or eliminate further police response by getting the people needed services and stabilized.

While this approach can be considered a best practice based on interviews with staff and profession analysis, there are some recommendations for improvement. Because of limited resources, the staff is not able to accomplish all of the desired goals; the program needs the following:

- o **Direction on priority of assignments – which takes priority**
    - **CIT intervention**
    - **Homeless support**
    - **Top 50 program**

Additional staff would allow more direct teamed CORE response and additional equipment to support social work interns from local colleges. Staff also felt that a video explaining the operation and success of the CORE model for both internal and external customers would clear up internal misconceptions and obtain better community buy-in. As the number of people experiencing a mental crisis increases, so too will the unit's workload. Absent additional staff, the following is recommended to improve efficiency and effectiveness:

- **Establish a CIT response car for each patrol shift similar to the accident cars on patrol shifts to handle and triage calls involving mental illness.**
- **Conduct an immediate assessment of how social workers are incorporated into the agency, how cases are assigned, and whether an increase in social workers might reduce CFS caseload.**
- **Conduct an assessment of supervisory structure.**
- **Conduct a full audit to identify which positions are critical; a full audit will help identify positions that can be better handled by non-sworn personnel (civilianization).**
- **Merge the CIT unit and the homeless outreach unit into one. Each of these units are small (two to three officers and a sergeant) and in practice perform the same duties primarily as the sworn component of the CORE Response unit. Merging will free a supervisor position and provide more flexibility on scheduling.**

SECTION V - Motors/Special Events

SLCPD has the oldest motor squad in the country dating back to 1909, comprising two sergeants and eighteen officers. According to department policy, the function of the Motor unit is to have the primary responsibility to conduct directed enforcement, as well as random enforcement, as a matter of routine. Motor officers are deployed along council districts and their principle functions are traffic enforcement and special events. Motor officers do not do crash investigations, each patrol shift deploys two to three accident cars to handle the majority of crashes. For more serious and fatal crashes there is a regional reconstruction team that is assigned in the Investigations Division. Table 4-B in Appendix A lists the crashes by type and time spent during 2017. SLCPD spent over 14,000 hours handling accidents/crashes, or the equivalent of eight officers. **Based on this statistic, SLCPD should evaluate the deployment, staffing, and equipment of the motor unit using a cost/benefit approach.**

Every officer has both a motorcycle and a take-home car assigned to them. The unit has thirty-three motorcycles (some designated spare and some for training). While a police car is assigned as part of the contractual benefits agreement, the large number of motorcycles seems to be excessive. **The department should explore the sharing of motorcycles between several operators.**

Staff advise that the motors handle in excess of three special events per week, many involving the entire unit and more. Staff further advises that the mayor has expressed the desire to have Salt Lake City be known as the events city, thus increasing the number of special events for the police department. **Given the staffing shortages, the department should explore alternate means to staff special events, such as police reserves, explorers, and even contract security and require event organizers to pay for these costs**. One motor officer exclusively handles the permit/planning for special events. This function could be done by a civilian or retired officer who is funded by the special events permit costs.

As part of the Department's implementation of an ILP approach to deployment, the Motor unit needs to adopt Data-Driven Approaches to Crime and Traffic Safety (DDACTS) as their operational strategy for traffic enforcement and safety.

> DDACTS integrates location-based crime and traffic data to determine the most effective methods for deploying law enforcement and other resources. Drawing on the deterrent value of high visibility traffic enforcement and the knowledge that crime often involves motor vehicles, the goal of DDACTS is to reduce crime, crashes, and traffic violations. [14]

SECTION VI - Canine

The Canine Program is overseen by a canine sergeant who also serves as a dog handler. The unit has a variety of dogs, to include bloodhounds and work/drug dogs. Currently they do not have an explosive detection or bomb dog due to the premise that workload does not support it; however, the department does have highly trained bomb technicians in the Hazardous Device Unit. If the department does not feel that the workload justifies an explosive detection dog, then it should re-evaluate the cost effectiveness of having the HDU. Additionally, the city has adopted a more lenient approach to minor drug offenses. **The recommendation is to conduct a full assessment of the canine program and how it fits into current operations.**

- **Conduct a strategic assessment of the canine operations to ensure it comports with the department strategy of enforcement, detection, and community policing.** Assessment would include collection and analysis of statistics, number of tracks, searches, apprehensions, hits, and community presentations. As noted, much of this data can be effectively captured for basic statistical purposes in the CAD system.
- **Assess the schedule and staffing of the unit in context with city crime and the reduction of focus on minor drug offenses. Likewise, assess the calls for bomb threats in businesses and schools and how these are addressed.**
- **Assess the equation in terms of canine staffing**—work/drug dogs versus bloodhounds, etc.—so that the most efficient usage is approached based on workload.
- **Assess the operational approach of having the supervisor also be a dog handler.** The role and function of a handler and supervisor are very different and may benefit from being separated. The department should consider this alternative and determine if the current model fulfills the goals of the role, or if it should be modified further.

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[14] Data- Driven Approaches to Crime and Traffic Safety, NHTSA web page

SECTION VII – MEDIA/PUBLIC RELATIONS

The Media Relations Unit appears to be a high functioning unit that is striving to improve both internal and external communication. The unit is adept in employing social media and establishing outreach avenues to the community. On-site assessment revealed that the Media section is responsible for several ancillary functions that take staff resources away from the critical communication functions of the agency; these functions include recruiting, which will be addressed in the Recruiting and Training section of this report. **The recommendation is that ancillary functions not directly related to internal and external communication, currently assigned to media be assigned to other areas of the department and that the Media Director be a direct report to the Chief or Assistant Chief.**

A second area of concern echoed by staff is the access to the chief and senior staff. The Media Director should have direct reporting access to the Chief of Police for all critical events. The Director becomes the "coach" for the Chief to prepare for both internal and external communications when a critical event occurs. Within this concept there is a recommended cadence for the Chief to consider to improve internal communication gaps that impact morale when critical events unfold. The following is an example of the cadence of communications managed by the Media Relations Unit during critical events:

- o Leverage social media to live update the department and community as the event unfolds.
- o Deliver internal media message to the department to communicate wellness of officers involved (i.e. *"our officers received minor injuries and our peer support team is assisting all"*).
- o Prior to the Chief of Police going live with community updates, use internal communication platforms to let officers know the Chief will go live and if possible, let the troops know the basic message to be delivered.
- o The Media Director will then message city leadership as directed and coordinated by the Chief or his designee.
- o The Chief will then brief the media.
- o An additional recommendation from those interviewed suggests the Chief and other senior leaders appear at roll calls of the squads impacted to "just be there" to show support after the event has stabilized. This show of support would then curtail myths that often build, and just the presence alone will increase morale.
- o Those interviewed also suggested the Chief should provide the entire SLCPD with a brief message of update and support after all critical events to de-escalate the "attacks" from the media (i.e. myths, second guessing, and other political statements that infect morale). This message would include information about the status of the event, investigation(s), and any new information to help understand the event.

SECTION VIII - ANCILLARY UNITS

Evidence

SLCPD should evaluate the workload and staffing assigned to the Evidence Unit. The amount of evidence has increased significantly in recent years. The unit takes in between 3,500-4,500 pieces of evidence each month. In prior years, it was about 1,000 pieces per month. The amount of personnel in this unit has not increased. Due to workload demands, the unit is unable to conduct enough disposal of evidence. The department should consider assigning part-time or temporary staffing to allow the unit to conduct sufficient property disposal.

Crime Lab Staffing

The Crime Lab staff consists of seventeen technicians, two supervisors, and the director. They work 24 hours per day, seven days per week. The unit supervisor has described the workload in the office as very heavy, and the unit incurs a lot of overtime. The unit previously had three supervisors but currently only has two. This situation has resulted in having no supervisor working on weekends and no supervision for most of the graveyard shift. **The department should review the supervisory staffing level in the unit and consider restoring a third supervisory position.**

CompStat Unit Staffing

There are currently three analysts within this unit. According to the International Association of Crime Analysts (IACA) staffing formula, and the Stratified Policing formula, SLCPD should have additional analysts – the number depends on which model SLCPD determines best represents their needs.

CHAPTER V – PATROL OPERATIONS AND STAFFING

The purpose of the Patrol Division is to arrest criminals, reduce crime, reduce the fear of crime, and to use proactive problem-solving methods in conjunction with the citizens of Salt Lake City. These tasks are accomplished through active patrol, traffic enforcement, DUI enforcement, and responding to emergency and non-emergency CFS. When not responding to these calls, officers in this division use non-obligated time to actively patrol their district and beats.

This section of the report and Appendix A provide substantive data and analysis regarding workload and personnel deployments.

SECTION I: PATROL DEPLOYMENT

The authorized staffing levels for the Operations Bureau are provided in Table 5-1 below. The IACP workload and staffing model for patrol relies on calculating the actual time available for those officers who routinely respond to CFS. For the SLCPD, this includes only those at the officer rank assigned to patrol duties; that number is 154 (includes total authorized number of line-level patrol and K-9 officers, no supervisors). Thus, the positions used in determining staffing levels are those assigned to Pioneer and Liberty Patrol, including K9.

TABLE 5-1: AUTHORIZED OPERATIONS BUREAU SWORN STAFFING

Operations Bureau	Deputy Chief	Captain	Lieutenant	Sergeant	Detective/ Officer
Operations Admin	1				
Liberty Patrol		1	1	9	71
Facilities				1	
K9				1	6
Pioneer Patrol		1	1	9	77
Body Cameras					1
CIU				1	7
Technology/IMS					1
Telephonic					1
Watch Command			8		
Special Operations		1	3		
Tactical Unit			1		
SWAT				1	4
City Narcs				1	7
Gangs				1	9
HDU					3
Organized Crime				1	6
Street Crimes				1	5
Strategic Deployment			1		
Bike Patrols				5	39
Crisis Intervention				1	4
Homeless Outreach					2
Special Event Unit			1		
Motors				2	17
Totals	**1**	**3**	**16**	**34**	**260**

Source: Salt Lake City PD data

Patrol Divisions

Salt Lake City patrol officers currently work a 4/10 schedule with three time shifts each day and a total of nine shifts per district:

- Three working day shift with staggered days off
- Three working swing shift with staggered days off
- Three working graveyard shift with staggered days off

Table 5-2 below shows the staggered start and finish times for the day, swing shift, and graveyard (overnight) shifts for the SLCPD.

TABLE 5-2: PATROL WATCH SHIFT HOURS

Shift	Begins	Ends	Hours
Days	0600	1600	10
Swing	1430	0300	10
Graveyard	2130	0730	10

Source: Salt Lake City PD data

There are two items to note within this table. First, the 10-hour shifts have been structured to provide overlaps in the morning, afternoon, and evening hours to assist with shift transitions and peak CFS volumes; this structure is appropriate and represents best practice. Secondly, the shift rotations for the SLCPD involve a 4 day-on, 3 day-off structure. This schedule results in a series of overlap days for each shift; however, workload does not allow for any planned use of common days for special details, training, or other non-CFS work.

The ultimate department goal is to have every beat staffed 24/7. Resource constraints have resulted in the department establishing a minimum staffing level of 70% for each shift.

TABLE 5-3: PERSONNEL ALLOCATIONS BY DAY OF WEEK AND TIME OF DAY

LIBERTY STATION

Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	
							0600-1600
7	20	11	15	15	13	13	A. Assigned
6	14	8	10	10	9	9	B. 70% min
							1430-0030
16	9	20	11	18	18	18	C. Assigned
11	6	14	8	13	13	13	D. 70% Min
							2130-0730
13	8	18	10	15	15	15	E. Assigned
9	6	12	7	10	10	10	F. 70% Min
26	26	34	25	33	32	32	**Daily Ave B+D+F**

Source: Salt Lake City PD data

TABLE 5-4: PERSONNEL ALLOCATIONS BY DAY OF WEEK AND TIME OF DAY

PIONEER STATION

Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	
							0600-1600
13	13	16	16	12	21	9	A. Assigned
9	9	11	11	8	15	6	B. 70% min
							1430-0030
11	24	13	20	20	18	18	C. Assigned
8	17	9	14	14	12	12	D. 70% Min
							2130-0730
8	19	11	18	18	15	15	E. Assigned
6	13	8	12	12	10	10	F. 70% Min
23	39	28	37	34	37	28	**Daily Ave B+D+F**

Source: Salt Lake City PD data

It is important to note that police staffing levels are always in flux, as are position assignments and unit allocations. Some of the numbers reflected in table 5-4, reflect *authorized* staffing levels, not *actual* staffing levels, so actual staffing numbers may be slightly out of alignment with respect to the current conditions within the report. The workload calculations used in this report rely on full staffing of the allocated positions. If one or more positions were vacant, these workload obligation calculations would increase in ratio to the number of vacant positions. Staffing needs will be discussed later in this section, but it is the assessment of IACP in analyzing the data and on-site observations, that the SLCPD is in need of additional resources for the patrol and that certain organizational structure changes are warranted (some of which have already been described).

The SLCPD uses a strategic approach to utilize the time of officers on the overlap days; however, there are other schedule structures that the SLCPD could use, which would distribute the workdays more effectively. Other work schedule factors will be examined more closely in another part of this report, and that analysis will include, if warranted, recommendations that the SLCPD consider revisions to the current work schedule for patrol.

TABLE 5-5: PATROL ALLOCATIONS BY SHIFT (70% MINIMUM)

Shifts	Hours	Su	Mo	Tu	We	Th	Fr	Sa	Avg.
Dayshift – Liberty	0600-1600	6	14	8	10	11	9	9	9.6
Dayshift – Pioneer	0600-1600	9	9	11	11	8	15	6	9.9
Swing Shift – Liberty	1430-0300	11	6	14	8	13	13	11	10.9
Swing Shift – Pioneer	1430-0300	8	17	9	14	14	12	12	12.3
Grave Shift -Liberty	2130-0730	9	6	13	7	10	10	9	9.7
Grave Shift – Pioneer	2130-0730	6	13	8	12	12	10	10	10.1
Daily Totals		**49**	**65**	**63**	**62**	**68**	**69**	**57**	

Source: Salt Lake City PD data

TABLE 5-6: DAILY AVERAGE STAFFING

Day	Community-Initiated Calls	Avg. CFS per Day (/52)	Avg. # Officers Assigned	Avg. CFS per Officer
Sunday	9,323	179.3	49	3.7
Monday	10,923	210.1	65	3.2
Tuesday	10,987	211.3	63	3.4
Wednesday	11,213	215.6	62	3.5
Thursday	10,932	210.2	68	3.1
Friday	11,414	219.5	69	3.2
Saturday	10,490	201.7	57	3.5
Total	**75,282**			

Source: Salt Lake City PD CAD data

The data in these tables are accurate as of September 1, 2018. IACP was advised that SLCPD classifies 184 of the patrol force as first responders; those assigned to the Strategic Deployment Unit are not considered first responders.

SECTION II – PATROL WORKLOAD ANALYSIS

Methodology

Table 5-7 below shows a list of allocated work on community-initiated calls captured by CAD data in 2017, showing the number hours expended by each type of unit. There are two important aspects of Table 5-F to understand. First, the workload provided in this table is separated into categories that indicate patrol functions and supplemental patrol functions. Patrol refers to those officers who routinely are responsible for handling CFS. Supplemental Patrol refers to those officers who support the patrol function and who may occasionally answer CFS, but for whom CFS response is not a primary responsibility. Supplemental Patrol includes work volume that relates to officers who are not responding to CFS. Although this information relates to work performed by SLCPD, it is not considered part of the primary CFS workload, and determining this value is a critical element in exercising the IACP workload calculation formula. The second point to understand is that the totals in Table 5-F, include only community (obligated) activity. This point is important to note because the IACP workload model categorically separates these CFS and relies on obligated workload that emanates primarily from community-initiated calls.

Salt Lake City Police Department provided a comprehensive CAD data set for calendar year 2017. The data set contained numerous line entries, showing almost 522,000 hours of police work effort. This total number of hours reflects the actual workload hours recorded within CAD, but there were three primary issues inflating these numbers, specifically as they relate to obligated patrol workload. First, the data did not solely represent primary response to CFS within patrol. This data belonged to various units with the department including investigations, victim advocates, criminalists, and administrative, to name a few examples. As part of the analysis process, IACP separated and removed this data.

The second issue involved officer-initiated as opposed to community-initiated activity. As noted above, the IACP workload model relies on a separation of these activities and accordingly, it was necessary to split this data as part of the analysis. The total number of obligated community-initiated workload hours in

the patrol category was 164,330.94 hours. Again, this data was split apart from the obligated workload total for patrol.

The third issue relates to the data within CAD that is not part of the obligated workload for the patrol officers. This data includes community, officer-initiated, and all other data, which is reflected in Table 5-F below in the Supplemental Patrol and Non-Patrol categories, and even some data that is in the Patrol category. As part of the analysis process, IACP separates this data so that only the obligated workload data remains, and this number is used for calculating patrol staffing needs.

TABLE 5-7: PATROL AND SUPPLEMENTAL PATROL UNIT HOURS

Unit Category and Description	
Patrol	**Hours on Community Calls**
Day shift	52154.49
Swing shift	65534.59
Graveyard Shift	45677.58
K9 (Primary CFS)	964.28
Patrol Sub Total	**164330.94**
Supplemental Patrol Units	
Motors & Traffic	5296.61
Bike	5792.19
Part Time	1648.41
Patrol Rover	33.43
Mobile Watch	1.12
Sub-Total	**12771.76**
Operations Total	**177102.7**
Non-Patrol	**Hours on Community Calls**
Administrative	10:24
Crime Lab	8204:48
Detective	2518:07
Desk Officer	22:51
Lieutenant	282:20
Other/Misc.	663:05
Telephonic	1075:31
Victim Advocate	10:30
Youth	0:03
Supervisor	16088:04
Sergeant	140:10

Source: Salt Lake City PD CAD data

TABLE 5-8: TYPES OF COMMUNITY-INITIATED CFS

Call Category	Count of Calls	% of Calls	Sum of Time	% of Time	Avg. Time Per Call
Service	32,971	43.8%	65,906:53:11	37.0%	1:10:00
Crime	31,028	41.2%	87,353:00:37	48.9%	1:26:41
Traffic	11,283	15.0%	24,458:13:55	14.1%	2:13:13
Totals	**75,282**	**100%**	**177,716:07:43**	**100.0%**	**2:24**

Source: Salt Lake City PD CAD data

As indicated in Table 5-8 above, the largest portion of community-initiated activity for the SLCPD relates to service calls, which comprise 43.8% of the total percentage of CFS; however, officers spent 22,000 more hours handling crime related calls than service calls. The amount of time officers spend on crime calls is indicative of the complexity of these types of calls. The data in this table shows that SLCPD patrol officers spend about 144 minutes or 2 hours and 24 minutes per call.

Table A-10 in Appendix A breaks down community-initiated CFS in the three categories showing the top five most frequent CFS within each category. The most common criminal incidents are trespassing, with both large and small groups accounting for almost 25% of the total response volume. In looking at the service category, suspicious persons, circumstances and 911 hang-ups, welfare checks and citizen assists comprise 28.4% of workload demands. The low percentage associated with each of these top categories, suggests a diverse range of service needs.

Table A-11 in Appendix A breaks down officer-initiated and all other CFS sources in the same three categories, showing the top five most frequent CFS within each category. The percentage of officer-initiated responses to criminal CFS are very low, indicating a wide variety of the type of criminal activity that officers initiate. Within the service category the hold log accounts for almost 42% of the volume. This statistic mirrors on-site observations, indicating that it is a common practice to hold calls in a pending status until patrol units become available. As expected, traffic stops take up the largest portion of officer-initiated activity and are responsible for more than 32% of that overall volume.

The time spent by officers on community-initiated activity for the top five event types is provided in Table A-12 in Appendix A. These top five crime activities represent 21% of the volume, consuming 53,793 hours. Within the traffic category, traffic stops account for 43% of the activity, consuming 110,920 hours. What is interesting in the service category is that the hold log, which accounted for more than 41% of the aggregate number of incidents but does not make it into the top 5 when time consumed is measured, indicates that while the aggregate numbers are significant, the actual time spent has far less effect on department operations.

Analysis shows that the bulk of community-initiated CFS occur between the first and second work shifts. The data in Table A-13 shows 33.7% of CFS volume occurring between 7:00 AM and 2:00 PM, 43% occurring between 2:00 PM and 10:00 PM, and only 23% of the CFS activity occurring between 10:00 PM and 6:00 AM. Again, this is a very typical distribution of CFS activity.

One of the reasons for analyzing CFS volumes by month, day of the week, or hour of the day, is to look for patterns that the Department can use to analyze personnel allocations and staffing, in hopes of more efficiently deploying personnel during the times when the most activity is occurring. The volume of activity is not the sole factor to be considered in terms of scheduling personnel. Based strictly on the percentage of CFS reflected in Table 5-5, one might consider scheduling only 23% of the patrol staff from 10:00 PM to 6:00 AM; however, for example, CFS that occur at night often involve some of the most dangerous

activities that the police must deal with, and most of these incidents require multiple personnel. For this reason, work schedule design and personnel deployments must include consideration of various operational aspects to ensure that workforce staffing—at all hours of the day—is sufficient to manage the workload and type of work that personnel will encounter.

Out of Beat Response

Specific data was not available from SLCPD CAD to analyze out of beat response. Although out of beat response will likely always be an operational need at some level, another important consideration is how this factor contributes to staffing issues. CAD data routinely captures travel time from the point of dispatch to the time the officer arrives on the scene. What it will not do (without intentionally collecting this information) is capture the amount of time that it takes officers to return to their beat after leaving it to take a call. *Return time*, which is the time it takes to get back to an assigned beat, is essentially lost time. Theoretically, if it takes an officer five minutes to respond from one beat to another, it will take another five minutes to get back.

When an officer responds to a CFS within their assigned beat, they are able to return to their patrol duties immediately when they clear the CFS. Conversely, when an officer must respond out of beat to a CFS, three things can happen. First, when the officer leaves his or her beat to take a CFS, and another CFS occurs in the original beat, another officer must leave his or her beat to take it. This situation creates a cascading effect, which ultimately affects multiple officers and beats. Secondly, return time is lost time. Finally, this process elongates overall response times because officers often respond to a CFS in their assigned beat from another beat.

Calls Requiring Backup

Table 5-9 below displays the amount of time spent on CFS by the primary officer and backup officers. The data indicates that the average community-initiated CFS takes approximately 141 minutes to complete. However, this time is split between primary officers and backup officers. Based on data from Table 5-9, primary officer time per CFS is 72 minutes, while backup time is 324 minutes (which likely includes multiple units). Data indicates that 27.5% of the community reported events involve backup time (which likely includes multiple units).

TABLE 5-9: BACKUP RESPONSE

Call Origin and Unit	Count of Events	Total Hours on Call	Average Time per Event
Community			
Primary	54,522	65454:39:05	72 minutes
Backup	20,760	112261:30:28	324 minutes
Total	**75,282**	**177716:09:33**	**141 minutes**

Source: Salt Lake City PD CAD data

In addition to looking at the amount of time spent on CFS between primary and backup units, a review was also done of which CFS included multiple-unit responses. These data are provided in Table A-14 in Appendix A.

SECTION III: PATROL OFFICER AVAILABILITY

As noted previously, IACP patrol staffing requirements are determined by evaluating the total workload in hours against hours of officer availability. Officers are not able to work for a variety of reasons, including days off, vacation, sick leave, holiday time, and training obligations. To define staffing needs, deploy officers properly, and evaluate productivity, it is necessary to calculate the actual amount of time officers are available to work. To assist in these calculations, IACP obtained detailed leave data from the SLCPD (average hours used by patrol in 2017).

Table 5-10 below, helps to demonstrate the amount of time patrol officers have available for shift work. This table starts with the assumption that officers work a 40-hour work week. This computation is 52 weeks x 40 hours = 2,080 hours per year; however, to gain a more accurate picture of how many hours per year the average officer is available to work, various leave categories must first be deducted from this total. The table below shows that after subtracting leave categories from the total, the average officer is actually available to work 1,599 hours per year, not 2,080 hours, as is often thought (understanding that this represents the cumulative average–individual availability can vary greatly).

TABLE 5-10: 2017 PATROL AVAILABILITY (HOURS)

Total Annual Hours by Leave Category	2,080
Annual Leave	5.18
Paid Incentive Leave	1.57
Dependent Leave	0.55
Comp-Time Leave	2.76
FMLA	38.32
Funeral Leave	5.62
Holiday Leave	114.37
Mayor's Personal Leave/Holiday	3.52
Military Leave	6.75
Parental Leave	15.48
Personal Leave	53.14
Short-term Disability (SDI)	9.58
Vacation	118.11
All Training Hours	106.13
Sub-total (minus)	*481.08*
Average Annual Availability (Hours)	**1,598.92**

Source: Salt Lake City PD data

Understanding the actual amount of work time available for officers is central to building a work schedule and for ensuring that adequate shift coverage is attained in relation to CFS needs. It is also a critical component in calculating staffing demands, based on an examination of workload against worker capacity.

As is evidenced by the analysis above, determining the number of required personnel is a complicated process, as is understanding how to deploy them properly. Additional details are provided below; however, it is IACP's position that the SLCPD requires additional staffing to meet service demands. It is

also likely that the department will need to make adjustments to the work schedule to compensate for leave patterns and maximize efficiency and personnel deployments in a geographical policing format.

SECTION IV – WORKLOAD ANALYSIS AND MODELS

Measurement standards make it possible to evaluate and define patrol staffing and deployment requirements, and IACP uses a specific model for doing this. The primary standards employed for the SLCPD study are as follows:

- Operational labor
- Administrative labor
- Uncommitted time

Operational Labor

Operational labor is the aggregate amount of time consumed by patrol officers to answer calls for service generated by the public and to address on-view situations discovered and encountered by officers. It is the total of criminal, non-criminal, traffic, and backup activity initiated by a call from the public, or a crime incident an officer comes upon (obligated workload). When expressed as a percentage of the total labor in an officer's workday, operational labor of first response patrol officers should fall between 30%-40%. To quantify the amount of workload volume, a thorough examination of the department's CAD data was conducted.

In this section, two different workload analysis models are provided. In the tables and narrative below, a brief overview is provided regarding the calculations used in determining the workload for patrol services. As noted, this model relies on removing workload that is not part of community-initiated CFS, unless it is obviously part of the *obligated* workload (e.g., backup time). Each of the analysis methods will be described and are also shown in Table 5-11 below.

The first workload analysis, obligated patrol workload, is shown in Table 5-O below. This calculation combines the total community-initiated hours and related backup hours handled by patrol in CAD for 2017; resulting in the adjusted patrol workload.

TABLE 5-11: OBLIGATED PATROL WORKLOAD

Patrol Workload Calculation	Hours
Total 2017 Patrol Community initiated CAD Hours	**65,454**
Community initiated Backup calls time	112,261
Adjusted patrol workload	**177,716**

Source: IACP calculation from SLCPD CAD data

The officers considered *primary* CFS takers in SLCPD are the 184 assigned patrol officer positions. Models 1 and 2 show the staffing required to achieve a 30% and 35%, respectively, levels of obligated workload for patrol CFS responders. These models are only one factor in determining adequate staffing levels of patrol officers.

TABLE 5-12: OBLIGATED WORKLOAD MODELS

	Literal Explanation and Formula	Current (60%)	Model 1 (30%)	Model 2 (35%)
A	Total Patrol Unit Obligated Hours	177,716	177,716	177,716
B	Available Hours per Officer	1,599	1,599	1,599
C	Strength in Patrol	184	184	184
D	Current Patrol Hours Available (B*C)	294,216	294,216	294,216
E	Current % Obligated to Citizen CFS (A/D)	**60%**	**60%**	**60%**
F	Target Obligated Workload	60%	30%	35%
G	Officer Workload Hours Available at (B*F)		480	560
H	Patrol Officers Required to Meet Target Workload (A/G)		370	317
	Additional Primary CFS Response Officers Needed (H minus C) *		**186**	**133**

Source: IACP calculation from SLCPD CAD data

Based on the data included in Table 5-12, the current percentage of obligated workload for patrol is 60%. To reduce this obligation to 30%, which is the target level of the IACP workload model, the SLCPD would need to add the equivalent of 186 personnel to the patrol section. In Model 2, consideration was given to the extensive proactive work done by units such as the Strategic Deployment Unit. Since SLCPD does not consider these resources as first responders, it is logical to assume that their role is more proactive and thus their work time is more focused on uncommitted time than obligated time. Since this is the deployment strategy of SLCPD, another option is that SLCPD use a higher percentage (35%) of obligated time for patrol first responders in determining the proper staffing levels, as shown in Model 2.

IACP has used several different calculations to attempt to accurately quantify the obligated workload for the SLCPD based on the available data. These calculations capture the combination of patrol effort and the *supplanting* effort being provided by other officers within the Department. **Based on this analysis and following current deployment schemes, SLCPD needs to add the equivalent of 133 officers to the patrol division to effectively manage the workload (based on Model 2 in Table 5-12).**

Salt Lake City PD command staff advised that they do not consider the Strategic Deployment Section as primary CFS responders. The Strategic Deployment Unit, and the Special Operations Division in general, constitutes large numbers of officers who employ a number of proactive strategies and actions to community issues. However, only a portion of their workload is reflected in the CFS data. Conversely, the officers currently assigned to patrol completed over 111,000 hours of proactive traffic enforcement, accounting for 25% of their proactive time (Table 5-13). Considering IACP workload models, the SLCPD has several options to achieve a lower obligated workload. These include increasing the patrol divisions by the number of additional officers identified in the model, expanding the Special Operations Division responsibilities to include first responder tasks, redirecting a portion of the proactive traffic enforcement efforts, or a combination of these.

TABLE 5-13: CALL VOLUME (OFFICER INITIATED)

Call Category	Count of Calls	% of Calls	Sum of Time	% of Time	Avg. Time Per Call
Crime	75,421	59.3%	63876:16:35	25.6%	1:17:50
Service	20,015	15.7%	74330:49:23	29.8%	1:57:45
Traffic	31,790	25.0%	111604:49:32	44.7%	1:15:50
Totals	**127,226**	**100%**	**249811:55:30**	**100%**	

Source: SLCPD CAD data

Ultimately, patrol staffing allocation is a leadership decision. IACP models should be used to inform this decision- not make it.

Administrative Labor

Precise information is not available in CAD for many administrative activities, due to variances in officer *call outs* for these activities. Nevertheless, the interviews and field observations suggest that administrative time for the SLCPD appears to be at the norm. Profession-wide, administrative time generally accounts for approximately 25 – 30% of an officer's average day, and this appears to be the case at the SLCPD. This percentage can seem high to those not acquainted with the patrol function; however, a review of the following typical patrol activities supports this average:

- Report-writing and case follow up (variable)
- Patrol briefings - 15 minutes
- Administrative preparation/report checkout – 30 minutes
- Meal and personal care breaks – 30 minutes
- Court attendance (dayshift)
- On duty training, not otherwise captured
- Vehicle maintenance and fueling (15 minutes per day)
- Meetings with supervisors (variable)
- Special administrative assignments (variable)
- Personnel/payroll activities (health fairs, paperwork review, and paperwork) training (variable)
- Field Training Officer (FTO) time for both trainee and trainer (variable); on-duty training for officers
- Equipment maintenance (computer, weapons, radio); (variable)

To attempt to illustrate allocations of administrative time that are unaccounted for in CAD, patrol officers were asked to complete a worksheet and survey during two of their patrol shifts. Officers recorded time spent on certain activities and reported this back via an online survey instrument. Figure 5-A below provides the breakdown of the information received.

The average time reported for supplemental work by each officer, for each shift, was approximately 135 minutes. This time estimate does not include reports associated with CFS. It is also noteworthy that this survey spanned only two of the officer's normal shifts (IACP did not identify which shifts to use). While representative of the supplemental workload, it is possible that a longer period of analysis might provide varied results. Regardless, the numbers above help to demonstrate a substantive administrative workload, which is otherwise not typically captured or considered. As noted in other areas of this report, the SLCPD captures certain *administrative* data, such as follow-up, business checks, and directive patrols; however, the SLCPD may wish to refine this process to identify this data as administrative, as opposed to officer-initiated, and to capture additional data points.

FIGURE 5-A: SELF-REPORTED SUPPLEMENTAL WORKLOAD
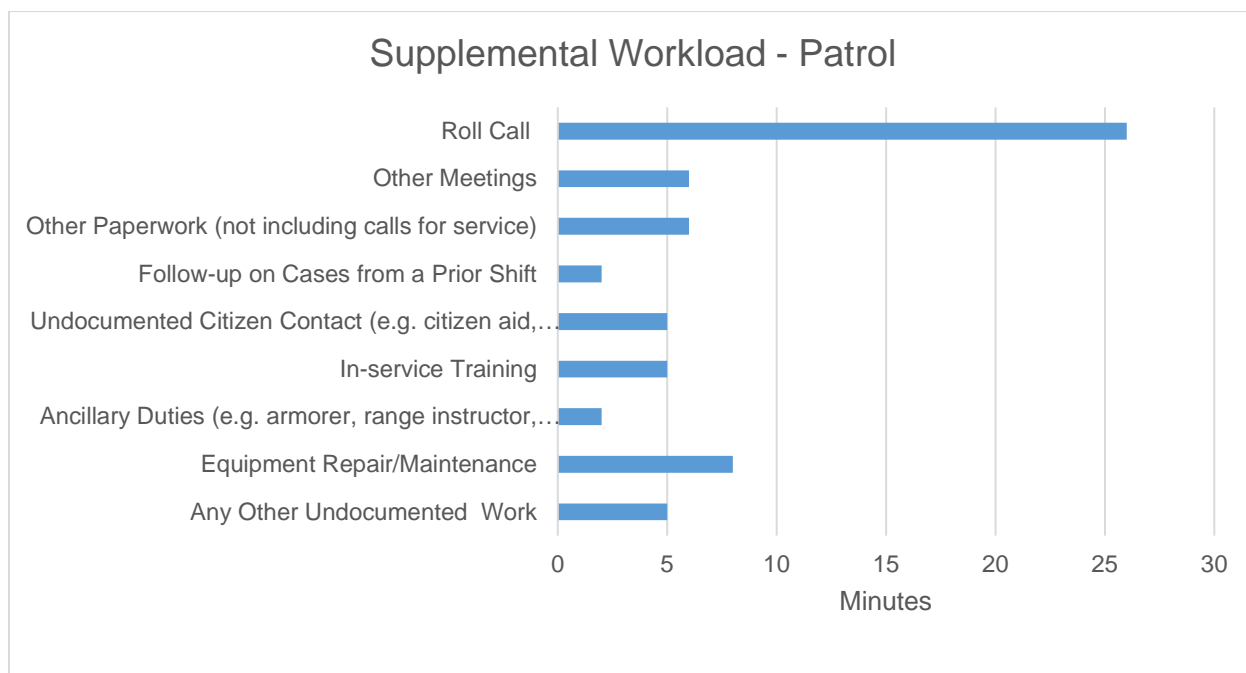
Source: SLCPD patrol workload survey

As Figure 5-A illustrates, officers of the SLCPD indicate engaging in a variety of ancillary duties on a per-shift basis. Again, since the survey data collected only covered two work shifts, it is likely that the officer responses did not include time dedicated to many of the supplemental duties performed by SLCPD officers. It is also important for the SLCPD to recognize that these supplemental duties, while important, result in a reduction of *productive* time for patrol officers to manage the obligated workload. Accordingly, it is important for the SLCPD to carefully monitor the time burdens of these activities to ensure they are not unduly detracting from the opportunity for officers to perform their primary function.

Uncommitted Time

The cumulative operational and administrative labor that officers must engage should not be so significant that they are unable to respond to emergencies in a timely fashion or engage in mission-critical elective activities and problem-solving efforts. A proportion of the work day must be uncommitted to any other type of labor. Uncommitted time allows officers to do the following:

- To engage the community
- To have and initiate public-service contacts
- To participate in elective activities selected by the agency, such as community policing and problem solving
- To make pedestrian and business contacts
- To conduct field interviews
- To engage proactive traffic stops and proactive patrol efforts.

Uncommitted time is the time left over after officers complete the work associated with both obligated/committed time and administrative time. A general principle for distribution of time for patrol is

30% for each category: administrative, operational, and uncommitted time, with a 10% flex factor. Considering the high volume of obligated time patrol faces and the level of specialized services much of SOD provides, it is reasonable for SLCPD to allocate 35% of an officer's worktime to obligated work.

Patrol Staffing Recommendations

The biggest area of concern that those interviewed relates to the issue of staffing allocations in patrol. Many felt that there were not enough officers on the street at any given time to ensure that citizen complaints are handled in a timely manner. Staff interviewed explained that the patrol shifts often do not have a full complement of officers working and available to handle CFS, resulting in high volumes of held calls and slow responses. Again, several of those interviewed indicated that to meet the operational needs of the patrol division, officers from other units have routinely supplanted the patrol function.

Based on the data in Table 5-12 and the corresponding narrative, it is the assessment of IACP that 133 additional officers should be added to the patrol division so that the obligated workload volumes can decrease to 35%; adding these positions would bring the allocation of personnel for first responders in patrol to 317 officers. The staffing recommendation of 317 first responders reflects the optimal number of officers required to operate and to respond to CFS effectively and efficiently. This number is considered the *operational minimum*, and is the baseline for staffing, not the maximum. Equally important is that the department occasionally has personnel who are non-operational, meaning that due to FMLA, military leave, or injury, they are unable to fulfill their duties. For calculating staffing needs, non-operational personnel are essentially vacancies, which must be filled to ensure staffing at the *operational minimum* level.

To maintain minimum operational staffing levels, agencies should establish a *minimum operational level*, which ensures maximum operational efficiency, and then set a new *authorized staffing level*, which offsets agency attrition levels and the vacancies that occur as a result of non-operational personnel.

In addition to conducting the analysis above, the allocation of personnel within the SLCPD in terms of the percentage of distribution to patrol was reviewed. SLCPD assigns a significantly lower number of officers to patrol and as first responders than most comparable agencies. This is an operational and deployment decision by SLCPD which affects the number of officers available and the department's overall response to CFS. **The number of new officers needed in patrol could be reduced by reassigning personnel from other units within SLCPD as first responders. Additionally, there are several positions that could be filled by non-sworn personnel, thus returning sworn positions to patrol.**

Prioritize Patrol Staffing

It is important at this juncture to discuss the prioritization of patrol staffing. Few would argue that the core function of any police agency is the patrol division. Despite this belief, when staffing vacancies occur, even on a daily basis, these vacancies often result in reductions to the patrol operation. Although some specialty position staff at the SLCPD have been used to supplement patrol, based on interviews with staff and the data reviewed, patrol operates understaffed with some regularity. When there are shortages in the patrol division, the overall capability and effectiveness of the organization is affected which ultimately results in service reductions. This also affects the capacity of patrol personnel to perform supplemental duties and community policing activities. **It is recommended that the department should establish a policy that all patrol assignments are *essential in fulfilling the core mission*, backfilling any vacancies in patrol from less-essential roles.**

SECTION V – OTHER FACTORS/ OBLIGAGED TIME REDUCTION STRATEGIES

During the course of this study, additional factors were identified that bear consideration in terms of the efficient and effective use of personnel and resources.

Alternate Response

As indicated above, based on the current workload, there is a need to augment staffing within the patrol division; however, additional department actions can further reduce the burden on patrol officers, enhancing their effectiveness in the process. These actions include enhancing the department's online reporting system through technology and increasing public outreach to encourage wider acceptance and participation.

Evidentiary Photographs of Minor Offenses by Patrol Officers

Update the current policy and provide training that allows patrol officers to photograph evidence for minor offenses. During the on-site evaluation it was determined that the practice was for patrol officers to request on-scene response by crime scene technicians to photograph even the most minor incidents (vandalism, graffiti, etc.). In some instances, officers remained at minor crime scenes for several hours awaiting a response from crime scene technicians. Updating the current policy to require patrol officers to photograph evidence for minor offenses will significantly decrease the amount of time that officers are out of service awaiting a technician's response and will also allow highly-trained technicians more time to focus on higher priority investigations.

Policy 347 (Investigative Photographing by Officers) *allows* officers of the SLCPD to take photographs related to minor offenses. The current practice for photographing / documenting crime scene or crash evidence requires patrol officers to request the services of non-sworn crime scene technicians. While awaiting the response of the technicians, patrol officers are required to remain on the scene. From interviews with both patrol officers and crime-scene staff, it was relayed that in some instances, response times for the technicians was in excess of several hours.

All officers were recently issued smart phones with cameras and an app with a capture application for uploading photographs into evidence, which indicates that SLCPD may be in the process of revising this practice. Many officers have not yet received training on crime scene photography and while a policy exists for determining when/if patrol officers may photograph crime scenes, the current practice is that this is seldom implemented.

This change is likely under active consideration, as the SLCPD *Strategic Plan* lists the following objectives relating to improving effectiveness and efficiencies:

1. Research and implement crime scene investigation techniques for patrol officers to perform their own CSI on basic calls.
2. Research and develop a prioritized response system for the Crime Scene Units and provide training for new department processes to first line employees

Arrest Check Procedures

The current policy requires that a sergeant must respond to the scene of every physical arrest prior to the officer transporting a suspect. As an example, during a ride-along occurring during the on-site assessment, an officer responded to a retail store for a shoplifter who had been arrested by the store's loss prevention officer. The nature of the arrest required that the suspect be transported to the jail. The

officer was required to notify a sergeant to respond to the scene for the arrest check. This policy kept both the officer and the sergeant out of service for at least an additional 25 minutes.

The reported rationale for the arrest check is for the sergeant to review the probable cause for the arrest, to ensure that the suspect understands that he/she is under arrest, and to ask if the suspect is injured. Interviews with staff, including with a senior commander, have indicated that the arrest check policy was not the result of a pattern of improper arrests, but rather was implemented under a previous administration. The arrest checks were copied from another agency's policy. This policy has created tremendous inefficiencies and time out of service for both the officers and for the sergeants. Since a physical arrest occurs prior to the sergeant being notified to respond, a primary purpose of the arrest check (to conduct an on-scene review of probable cause for the arrest) seems meaningless as the subject has already been arrested.

It is recommended that the policy requiring the arrest check by revised or eliminated. All SLCPD officers currently utilize body cameras, which are activated during arrest encounters. Those arrested could be asked the same questions by the arresting officer (determining if the suspect understands that they are under arrest and inquiring about injuries) that a sergeant would ask on-scene. This questioning could be captured on the body-worn cameras and, if necessary, could be reviewed by a sergeant at a later time.

CHAPTER VI – INVESTIGATIONS OPERATIONS AND WORKLOAD

Second only to patrol, the investigative function of any police organization is vitally important to operational and organizational success. The primary function of the Investigations Bureau is the follow-up and investigation of criminal cases, with the objective of identifying, apprehending, and successfully prosecuting of criminals while providing high quality, professional, and compassionate service. This bureau has additional duties and responsibilities such as; victim services, control of crime scenes, crime scene processing, evidence collection, forensic examination of scenes/collected evidence, and criminal intelligence gathering/sharing.

SECTION I: STAFFING AND DEPLOYMENT

Understanding appropriate staffing levels for investigations units is difficult as there are no set standards for determining such staffing levels. Each agency is different, and the myriad of variables make it impossible to conduct a straight agency-to-agency analysis. For example, it is difficult to track actual hours on a case as time spent is not consistent among investigators. In other cases, multiple investigators work on the same case. Different types of cases take longer to investigate, and various factors contribute in determining which cases should be investigated and which should be suspended or inactivated.

The IACP team used a variety of calculations and analysis to determine the staffing recommendations, and the narrative below outlines those findings. This assessment relies on workload and work outputs, and these factors will be examined further in this section. This analytical process also relies on the collective experience of the IACP team in assessing staffing levels within police agencies and on national and other comparative data IACP has gathered.

Table 6-1 below reflects the staffing for the Investigation Bureau, which includes 80 full-time sworn officers/detectives.

TABLE 6-1: INVESTIGATIONS BUREAU STAFFING

	Admin	CIU	Person Crimes	DV	Hom	Rob	SV	Prop. Crimes	Auto Theft	Fin. Crimes	DEA
Deputy Chiefs	1										
Captains	1										1
Lieutenants	2		1								
Sergeants		1		1	1	1	1	2	1	1	
Det./Officers		7		5	6	9	8	13	6	10	6
Total	**4**	**3**	**1**	**6**	**7**	**10**	**9**	**15**	**7**	**11**	**7**

Source: SLCPD provided data

There is one Deputy Chief as the Bureau Chief, two captains, three lieutenants, nine sergeants, and 65 officers/detectives.

SECTION II – INVESTIGATIONS WORKLOAD

Detective Availability

Similar to patrol workloads, the number of actual hours available for investigators is an important consideration in determining staffing needs. Again, the process starts with the premise that each detective position is budgeted at 2080 hours. However, because of vacation, training and other negotiated leaves programs, data provided by SLCPD shows that the average investigator is available for 1638 hours per year. Table 6-2 reflects this calculation.

TABLE 6-2: INVESTIGATIONS AVAILABILITY

Annual Paid Hours	2080
Leave Category	
Admin Leave	40
Paid Incentive	10
Directors Leave	
Comp leave	420.9
Dependent Leave	10
FMLA	3216
Funeral Leave	416
Holiday	9850
Mayor's persona leave/holiday	272
Military Leave	180
Parental Leave	765
Personal Leave	3545
Short Term Disability (SDI)	2010
Vacation	12634
Training	5062
Sub-Total	38430.9
Average Annual Availability (Hours)/87	**1638**

Source: SLCPD provided data

Detective Workloads

The following information breaks down the workloads found in criminal investigations units. In Table 6-3 below, the total number of cases assigned to investigators and closures from 2015-2017 is provided.

TABLE 6-3: CASES CLEARED BY CATEGORY/YEAR

Year	Closed/arrest	Exceptionally cleared	Inactive	Open/active	Unfounded
2017	7,777	1,150	321	58	244
2016	7,845	1,363	121	20	307
2015	7,122	1,310	159	8	310

Source: Salt Lake City PD data

Caseloads

Table 6-4 below provides an overview of the annual caseload assignments to the various investigation units. Using the availability figure of 1,638 hours, the average monthly caseloads for each investigator was calculated. The caseloads ranged from 29.9 to 82.7 per month. Like case clearance rates, there are no set standards for case assignments. Table 6-4 also calculated the average amount of hours each investigator has available for each case. This calculation also uses the availability hours of 1,638 hours. On average, each detective has about 136 hours per month available and the number of hours per case ranges from a low of 1.65 hours for property units to 11.04 hours for cases handled by the special victims' detectives.

TABLE 6-4: CASE ASSIGNMENTS BY UNIT

Squad/Unit	Cases Assigned	No. of Detectives	Annual Cases per Detective	Monthly Avg. per Detective	Avg. Available Hours (Year)	Avg. Hours Available (Month)	Avg. Hours Available per Case
Auto Theft	3,456	6	576.0	48.0	1638.27	136.52	2.84
DV	3,641	5	728.2	60.7	1638.27	136.52	2.25
Financial Crimes	5,833	10	583.3	48.6	1638.27	136.52	2.81
Homicide	2,285	6	380.8	31.7	1638.27	136.52	4.30
Narcotics	2,509	7	358.4	29.9	1638.27	136.52	4.57
Property	12,896	13	992.0	82.7	1638.27	136.52	1.65
Robbery	3,269	9	363.2	30.3	1638.27	136.52	4.51
SV	1,187	8	148.4	12.4	1638.27	136.52	11.04

Source: Salt Lake City PD data

One of the numbers reflected in Table 6-4 above is the total number of hours available for each investigator for each case; however, the data in this table assumes three important things. First, it assumes that the investigations unit was fully staffed for the duration of the year. Second, it assumes that investigators use all available time (excluding leave time) to work on cases. Third, it assumes that unit supervisors carry a full caseload. It is noted that there are often unit vacancies and that investigators do not allocate all available time to conducting investigations. Additionally, supervisors do not always carry a full caseload. To understand overall workload and capacity better, IACP provides additional information below.

Based on experience and observations and interviews with detectives and supervisory personnel, other duties and responsibilities consume a substantial amount of daily activity for investigators. To quantify investigative and non-investigative work efforts, IACP provided a survey to the detectives (no identifiable information was collected in the survey). Within the survey, investigators were asked to quantify the

percentage of time they spend conducting various activities. Table 6-5 below shows the results of the workload questions from the survey.

TABLE 6-5: SELF REPORTED ACTIVITY INVESTIGATOR SURVEY

Category Options	Response Average (%)
Administrative/Other	8.42
Arrest	5.67
Community Contact	4.22
Crime Lab	0.94
Crime Scene Processing	4.61
Court/Trial Prep	2.06
District Attorney Follow-Up	1.69
Evidence Views/Disposition	2.11
Interviews	9.16
Investigations	24.43
Legal (e.g. Search Warrant, Arrest Warrant)	4.49
Meetings	3.32
Phone Calls/Emails	11.17
Report Writing	7.95
Supervisory Duties	1.68
Surveillance	1.27
Teaching	0.62
Threat Assessment	0.35
Training	1.18
Travel/Driving	4.68
Total*	**100.02**

Source: SLCPD Survey Data
*Totals equal above 100 due to rounding

IACP also recently completed a national survey of police investigators using the same survey completed by the SLCPD investigators. More than 900 investigators, including nearly 350 supervisors, completed the survey. When examining the SLCPD data, investigators reported spending 24.43% of their time allocated to specifically conducting investigations. This statistic compares to 21% from the national survey and 18.92% from the average of IACP study agencies. Comparatively, this number is high, and it suggests that a substantial amount of the workload of investigators is dedicated to actual investigation activities. It is important to note, however, that these numbers are somewhat subjective and limited, based on how investigators understood them and how they reported their time within the categories. Still, from a productivity standpoint, there is value in looking at these numbers to consider where investigators are placing their efforts and whether there are opportunities to add efficiency to those processes.

SECTION III – SPECIFIC UNIT REVIEWS AND RECOMMENDATIONS

Domestic Violence Squad (DVS)

DVS currently has five investigators each averaging just over 40 cases per month. With the current trend in changes to reporting laws regarding domestic violence and bills, such as SB27 and HB165 that were being pushed in February of 2018 in Utah, there has been an increase in the number of reported DV cases. These new laws also increase the amount of work investigators do with following up with these investigations and the way these cases are screened through the courts. While the suspect is often known in DV cases, the required paperwork involved with these types of investigations take as long as other types of cases where the suspect is not known. It is recommended that SLCPD **add three investigators to this unit to create a more manageable caseload of 25-28 cases per investigator per month.**

Victim Advocates

DV investigators often utilize the assistance of Victim Advocates and must coordinate efforts with them for victim response. This unit has four full-time non-sworn personnel and five part-time non-sworn personnel. From in-person interviews, it is apparent that there is a good working relationship between the advocates and investigators throughout the agency. There is no recommendation on altering personnel in this unit based on the information obtained. The unit was able to keep up with work demand but advised that with more personnel they could be more proactive at reaching out to victims that did not request assistance.

There were approximately 24,000 victims last year, and advocates were able to assist approximately 4,000-5,000 of those victims. If the SLCPD chooses to look into adding personnel to this unit, consider using volunteer advocates to offset costs. While the SLCPD did issue cellular phones to the personnel in this unit, the phones issued cannot run applications. There are seven different applications that personnel in this unit utilize to perform their daily job functions so some use their personal cellular phones for this job function. The SLCPD should determine which type of cellular phones would best suit their needs to perform their job efficiently.

East and West Property Crime Divisions

Based on the volume of cases that are assigned to the East and West Property Crime Division, both of these units are understaffed. Each division has a similar breakdown in the amount of cases they receive, with each at approximately 6,000 cases per year. The West has seven investigators and the East has six investigators and one non-sworn personnel. This results in an average of about 357 cases assigned to each investigator per year. That figure is the equivalent of approximately 30 cases per month. From interviews, approximately 40% of these cases will involve a formidable follow up that requires 10-20 hours of investigation. This means that these 12 cases would require approximately 15 hours of follow up each, which is the equivalent of 180 hours a month needed for completing those investigations. Considering the average investigator works about 137 hours a month, they are already at a more than 40-hour deficit to manage their caseload. That number does not include the other 18 cases that require time to examine for potential leads. Those interviewed also advised that some of the cases with potential leads are not investigated due to lack of time. The IACP team does not have the data to calculate the time needed to manage the workload for those cases that have investigative leads but were not investigated.

Based on the data available, **it is recommended adding an additional 4 investigators be added to each Property Crime Division.** With a total of 22 investigators, the ratio for case assignment would be

19 for each investigator instead of 30. This will allow investigators to have more time for each case and have time to examine other cases that have potential leads but would not have been evaluated because of the low staffing levels in these units. The SLCPD should examine the caseload yearly to reassess the workload and adjust as needed.

To maintain a manageable workflow for the investigators, supervisors review all cases that come in and screen out the ones that have no leads. These supervisors use their experience, rather than any preset solvability factors, to make their determinations. Although this experience can exceed a set of solvability factors, issues arise when supervisors, such as newly promoted ones, do not have the proper experience. **It is recommended that the SLCPD develop a set of solvability factors to ensure that there is standardization when screening cases that would have investigative leads that could be further investigated by detectives**.

Auto Theft Squad/Hit and Run

This unit is authorized nine investigators, but at the time of this study there were seven investigators in this unit. Two of those investigators are assigned to Hit and Run. While challenging, those interviewed advised they have kept up with investigation workload. A recent change in laws regarding hit and run accidents has the potential to increase the caseload for investigators assigned to Hit and Run. The two vacancies within this unit should be filled and SLCPD should evaluate if another investigator should move into Hit and Run to keep up with the changes in the new laws.

Financial Crimes Squad/Retail Theft Squad

SLCPD has recently added detectives to this squad. The challenge with financial crimes is that the cases can be quite involved, with an exorbitant amount of financial data to be collected. The ever-increasing volume of digital information increases the amount of time it takes an investigator to analyze data and track down criminals. A dangerous trend some law enforcement agencies are finding is the development of gangs that have created syndicates involved in financial crimes and retail thefts. IACP recommends that SLCPD continuously monitor for any increase in financial crimes to ensure that the staffing levels are adequate and that they are properly investigated.

There are three investigators assigned to Retail Theft. This unit receives reports from two different systems. The combined number of reports received and reviewed in 2017 was approximately 8,600. About 3,771 of those cases were assigned to investigators to examine for potential leads. From those investigations, detectives obtained 333 summonses and 60 arrest warrants, and processed 2,125 field arrests. These figures equate to approximately 111 summonses, 20 warrants, and 708 processed field arrests per each investigator. **Adding two more investigators to retail theft will substantially ease the workload for each investigator,** allowing the unit to examine other cases that would not have previously assigned for investigation.

Collision and Reconstruction Team

This unit currently has four investigators assigned and each investigator is on call every third week. They average three call-outs each week. Death investigations are the most time- consuming activity for investigators in this unit. Based on analysis of data collected from State of Utah Department of Public Safety Highway Office, approximately one of those three call-outs is a fatality. Comparing the data to the rest of Utah, Salt Lake City has more than double the vehicle fatalities than any other county.
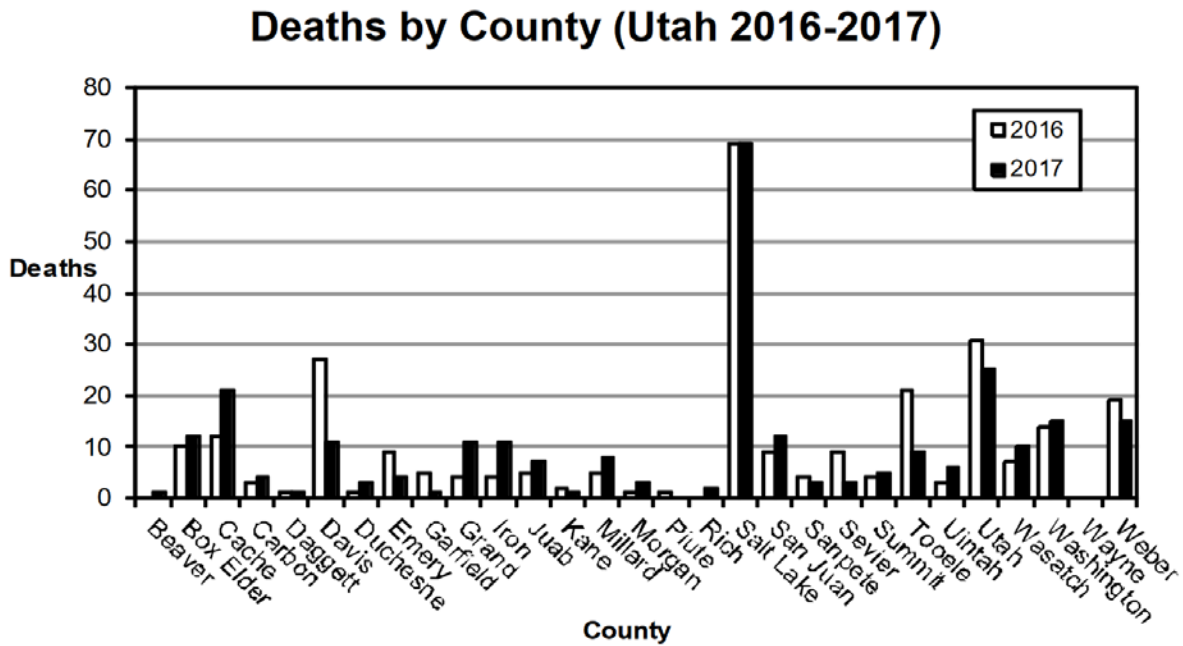
FIGURE 6-1: UTAH DEATHS BY COUNTY

Chart from: State of Utah Department of Public Safety Highway Safety Office (March 2018)

There are many variables to be examined outside the scope of this analysis to attempt to identify reasons for the high incident of fatal crashes; however, factors such as population size and density are often major contributing factors to consider. SLCPD should examine the possible factors contributing to this anomaly. Areas that should be evaluated are environmental/engineering design changes which could reduce these accidents, initiating a public safety campaign to educate the citizens, and using the Data-Driven Approach to Crime and Traffic Safety (DDACTS).

The National Institute of Justice cites the following: "DDACTS integrates location-based crime and traffic data to establish effective and efficient methods for deploying law enforcement and other resources. Using geo-mapping to identify areas that have high incidences of crime and crashes, DDACTS uses traffic enforcement strategies that play a dual role in fighting crime and reducing crashes and traffic violations. Drawing on the deterrent of highly visible traffic enforcement and the knowledge that crimes often involve the use of motor vehicles, the goal of DDACTS is to reduce the incidence of crime, crashes, and traffic violations across the country." Proper implementation and utilization of this method should have an impact on decreasing motor vehicle accidents and targeting high crime hot spots to deter crime and hopefully identify and catch suspects. The utilization of DDACTS would not solely fall on the Collision and Reconstruction Unit, but rather would include the combination of proper data-analysis and utilization of the traffic units and patrol.

If motor vehicle fatalities remain high, IACP recommends hiring non-sworn personnel that could assist the sworn personnel that are currently in this unit. The addition of one full-time person working Monday through Friday could facilitate the investigators with completing reports, typing subpoenas, and sending and receiving documents during normal business hours, while investigators work swing shifts and are on call.

While conducting interviews for this analysis, some stated that there are shortages of equipment in this unit, which is partially offset by the investigators within the unit using their own personal money to purchase various items. Investigators claim that they have bought paint, thumb drives, cameras, vehicle diagnostic equipment, and software updates for equipment. The SLCPD should evaluate what items the unit needs to function properly and ensure that the budget is available to procure these items, to include any necessary maintenance plans for items such as software updates**.**

School Resource Officers (SRO)

Currently, there is an insufficient number of SROs to cover all high schools, middle schools, and feeder schools, with some SROs splitting their time between schools. The three main high schools in Salt Lake City each have two assigned SROs. It was stated during interviews that the Salt Lake City Board of Education (SLCBE) would like to reduce the number to one SRO at each high school. The SLCBE currently pays 50-75% of the officer's salary and would like to add an additional four SROs to the program (April 2018). IACP was advised that the intention is to have enough officers to cover all high schools, middle schools, and feeder schools. In addition to the four SROs, SLCBE/SLCPD should consider adding at least one extra SRO to work as a floater to assist or cover when another SRO is on leave.

SROs do not have a place to safely store their rifles in the schools. The current practice is to store the rifle in the trunk of the officer's cruiser. If an incident was to arise in the school, the SRO would have to go out to their vehicle to retrieve the rifle. Those interviewed advised that they would not leave the school to do this in an emergency because they would lose ground during a critical incident. Through interviews it was stated that SLCPD has been asked to get gun safes for the schools and to get a second rifle for SROs to keep in the safes at the school. IACP does not have a position on leaving a rifle in a safe at a school at all times. There are factors to consider, such as the security of the room where the safe would be located and the durability of the safe should someone attempt to illegally gain entry**. SLCPD and the School Board should further examine the safety and security of implementing rifle safes in schools as a possibility and ensure that there are fail safes in place to prevent illicit persons from possibly obtaining any items secured in the safe.**

Homicide Squad

Homicide is currently staffed with one sergeant and six detectives. At the time of this study in April 2018, only one homicide occurred at that point for this year, and eight homicides occurred for all of 2017. Homicide also investigates cold cases, suicides, accidental deaths (not from traffic accidents), overdoses, natural deaths, and missing persons. Although the caseload was low at the time of this study, this unit is one that can get busy quickly, so staffing should remain unchanged for this unit**. When this unit is not fully utilized, investigators can assist other units with specific assignments, such as the backlog of DNA testing for rape kits**.

Special Victims Squad

Several years ago, the Police Executive Research Forum conducted a study and recommended increasing staffing in this unit to twelve. The SLCPD has increased the staffing to ten, and work has proceeded on DNA testing the backlog of sexual assault kits. Since the staff increase, this unit has received over 100 CODIS matches and submits approximately 200 kits each year. Those interviewed advised that the additional personnel have assisted with improving the functioning of this unit but more work has been generated in the process. The SLCPD should examine if the addition of civilian personnel

or the occasional assistance of Homicide Squad personnel could assist this squad. At the time of this study, increasing staffing of sworn personnel does not appear to be a need.

Robbery/Assault Squad (Major Crimes)

During this study it was advised that this unit might change its name to Major Crimes. The unit has one sergeant and eight detectives. Two of the detectives are assigned to federal task forces, but they carry a full caseload. From March 2017 through March 2018, the squad was assigned 2,745 cases. Of the total assigned cases, 1,223 were "I Cleared"/Closed/Inactivated, which left 1,522 cases open. This results in approximately 190 cases per detective each year, or roughly 16 cases per month. This caseload is unmanageable for these detectives to perform a proper investigation. **IACP recommends reducing the caseload to 12 cases each month per investigator. Ideally, the recommendation would be to reduce the caseload to under 8 cases for each investigator per month**. A variable that cannot be calculated involves the 1,223 cases that were "I Cleared"/Closed/Inactivated. From information gathered, some of the cases did have investigative leads that could have been examined, but due to the current caseload, no time could be committed to pursue some of those investigations.

Without examining cases that have been routinely "I Cleared"/Closed/Inactivated, the SLCPD would need to increase staffing in this unit to 11 investigators to get the case assignment in the area of 12 cases per month.

CHAPTER VII – RECRUITMENT, SELECTION, AND RETENTION

As the law enforcement profession currently faces great challenges, one critical element is garnering and maintaining public trust, which includes, in part, staffing policing agencies with officers that are representative of the communities they serve. Law enforcement departments across the United States have traditionally struggled with these issues, but mounting evidence shows that departments are facing even greater difficulty in their hiring practices today.[15] In keeping with 21st century policing:

> To build a police force capable of dealing with the complexity of the 21st century, it is imperative that agencies place value on both educational achievements and socialization skills when making hiring decisions. Hiring officers who reflect the community they serve is also important not only to external relations but also to increasing understanding within the agency. Agencies should look for character traits that support fairness, compassion, and cultural sensitivity.[16]

Because of the importance of attracting and hiring quality personnel, IACP has engaged considerable resources in analyzing and evaluating recruiting and hiring processes used by agencies. This section outlines the processes in use by the SLCPD and offers insights and recommendations based on some of the best practices identified on this subject.

As a part of this study, the staff at the SLCPD were asked to complete a recruiting survey that was designed to capture relevant data regarding recruiting, retention, selection, and hiring strategies. IACP has used this same survey with other agencies studied, and the same survey has been used to collect data from several agencies around the country that are demonstrating best practices in hiring. Throughout this section, data from this survey will be referenced, and in particular, how this data relates to the practices of the SLCPD.

SECTION I: RECRUITMENT AND RETENTION

The SLCPD enjoys a positive reputation in the community, which generally benefits its recruiting efforts. Despite this positive reputation, however, the SLCPD is experiencing what many other U.S. law enforcement agencies are encountering when it comes to the challenges of recruiting new members to the law enforcement profession.

The SLCPD currently uses a variety of active and passive recruiting methods, including advertising on their webpage and through social media, publishing job openings in trade publications, distributing hiring brochures, and visiting high schools, colleges, and job fairs. Although attendance at job fairs and colleges is important, particularly from a public relations standpoint, the data from previous IACP recruitment surveys indicate that the most successful strategies for recruiting occur through electronic media (e.g.,

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[15]http://www.economist.com/news/united-states/21713898-stronger-economy-partly-blame-police-departments-struggle-recruit-enough (Posted: January 7, 2017)
[16] Final Report of the President's Task Force on 21st Century Policing. Washington, DC: Office of Community Oriented Policing Services; Published 2015; page 52

websites, social media) and word of mouth. SLCPD staff provided their recent internal analysis of recruitment efforts for Police Explorers based on feedback provided by the applicants. The primary method for learning about the Explorer program was from word-of-mouth. It is recommended that the SLCPD conduct similar tracking and analysis of police officer applicants to determine the most effective recruitment strategies and to allow for greater focus on them in the future.

Website and social media recruiting sources are a critical component of an overall recruiting strategy. Most applicants use the internet and social media as their principal source for job information. The SLCPD has a robust social media presence. Twitter is its primary platform for dissemination of information, and they are also active on Facebook, Instagram, and YouTube. The department also has its own website, and all social media accounts point the follower back to the department's website. Additionally, one officer in the Public Relations Office is assigned to handle social media as a primary duty assignment, and the department recently increased its Twitter followership by 300 percent. The department should continue to enhance its recruiting presence on the web and via social media to attract diverse and highly qualified candidates.

In addition to improving outreach to candidates through the use of the website and social media, the SLCPD should look for ways to actively engage specific community groups directly for recruiting help. Mounting evidence shows that within specific groups, such as the Hispanic, Asian, and African American communities, there is a level of distrust toward the police, which cannot be overcome through the use of passive recruiting strategies. To find and recruit these candidates, the department needs to maintain a trusting liaison relationship with these groups, and specialty group leaders need to be persuaded to actively encourage members of their communities to apply to the police department. Most communities, and especially minority communities, would like to see police officers who are representative of their city's demographics. Focused recruiting outreach efforts in minority communities should be a high priority for all officers (patrol, SRO, investigators, and command staff) who routinely interact in these communities. Specialty group leaders can also help the police department in recruiting members from their communities by linking their websites to the police recruiting website, including hiring information in their publications, and making direct contacts with community members they feel would be a good fit for the police department.

Every law enforcement agency wants the highest quality candidates, and the SLCPD is strongly committed in this regard. Agencies that are committed to community policing and the principles of 21st century policing seek candidates who are highly qualified and who are also reflective of their community. To achieve this, the SLCPD has outlined as a goal in its *Strategic Plan* to identify and target minority and refugee applicant pools, to work with the University of Utah to study and remove refugee applicant roadblocks, and to improve personal contact with the applicants throughout the process. While the recruiting and diversity goals outlined in the *Strategic Plan* are commendable, an area of concern identified in the employee survey conducted during the strategic planning process also indicated that department employees identified the goal of increasing racial/ethnic/gender diversity within the department as only minimally important. Since the department has determined that word-of-mouth recruitment by employees is one of their most important strategies, more positive internal marketing efforts in this regard are necessary.

A predominant theme that was determined from staff interviews, and which likely impedes successful hiring efforts, was that the department lacks a strategic focus for recruitment. From interviews with personnel responsible for recruitment activities, the department does not have a single, dedicated, full-

time individual responsible for recruitment. A person assigned (half-time) to the police department from the city's Human Resource Office is the initial point-of-contact for all police applicants. This person reviews the initial applications and notifies applicants of upcoming aspects of the process. Beyond this initial contact, little applicant outreach or mentoring occurs between applicants and department members until they advance further in the selection process.

The Backgrounds Unit supervisor indicated that the Department has two primary recruiters, both of whom have other full-time duties (one is assigned to the Bike Unit and the other to the Auto Theft Unit). These recruiters reportedly engage in recruitment duties as an ancillary responsibility. The Public Relations director indicated that her office is primarily responsible for recruitment and that officers assigned to her unit (not the two recruiters mentioned above) are the department's primary recruiters. The recruitment duties in the Public Relations Office are also ancillary responsibilities. Further complicating this bifurcated assignment of responsibilities is what has been described as a frequent communications breakdown between the various personnel involved in the recruitment process. As an example, since several of the key participants are assigned under different chains of command, it is challenging to determine a start date for an upcoming academy class. Due to current staffing needs and the myriad other recruitment challenges, the department needs a coordinated recruitment strategy and a single person who is dedicated full-time to oversee recruitment activities.

To overcome this issue, it is recommended that SLCPD should specifically identify who has the responsibility for recruitment, selection, and retention. The department should further determine what funding is available for recruiting activities and materials. The department should also recruit additional adjunct sworn recruiters who reflect the diversity of the department to assist the full-time recruiter with scheduled recruitment initiatives.

Recruiting high quality applicants and building race, ethnic, and gender balance within the SLCPD will require specific and highly focused efforts. These efforts will require a more active and intentional recruiting strategy. An effective and well publicized recruitment plan can establish priorities for the unit, while also helping everyone within the department understand how the unit and the workforce can work together toward attaining organizational goals. The recruitment plan should identify the areas where the department will advertise and recruit candidates, to include multiple traditional and web-based methods, and it should also outline any relationships between SLCPD and various educational and/or military organizations. The plan should also describe the commitment of the Department to establishing a workforce that seeks an ethnic, racial, and gender balance that is also representative of the community it serves. Further, the plan should include specific steps and strategies that will be used to accomplish these goals.

While the Department does not currently have a formal recruitment plan, the *SLCPD Strategic Plan* contains several strategic goals intended to enhance recruitment efforts. These goals include the following:

- Enhance recruiting efforts by reviewing and redesigning the recruiting webpage
- Partner with University of Utah, Weber State University, and Salt Lake Community College to recruit students
- Establish a NPOST mentoring program
- Identify and target minority and refugee applicant pools
- Work with the University of Utah to study and remove refugee applicant roadblocks

- Review and streamline the hiring process

In addition, the department currently has an Employee Recruitment Program wherein eligible employees who assist in the successful recruitment and hiring of a new officer can receive a $600 bonus. The *Strategic Plan* also calls for the development of methods to get line officers more involved with community groups and events, which could help improve word-of-mouth recruitment, especially in diverse communities. Attaining these goals should be a high priority for the department and should be assigned under the leadership of a dedicated department recruiter.

These efforts will require a more active and intentional recruiting strategy. The recruitment plan should include strategies to actively engage specific community groups directly for recruiting help. **Accordingly, SLCPD should develop a consolidated recruiting plan that establishes departmental priorities and goals in recruiting, including the specific steps that the department will take in furtherance of those objectives**.

A significant obstacle to successful recruitment and retention that was identified from staff interviews involves the changes to the Utah public safety retirement system. While these changes were part of a state-wide action in 2011, the impact of these changes seems to still have a negative impact on recruitment and retention. The case may be that there is little the department can do to try to address this issue. Since this is both a budgetary and a political issue, however, it may benefit from department advocacy at both the state and the city level to influence lawmakers to consider revising the retirement system to improve the recruitment and retention of high-quality police officers. This issue should be examined further to determine its specific impact on the SLCPD, as it was reported that the changes to the retirement system are not only limiting recruiting and hiring but also resulting in personnel leaving the agency. If a trend analysis of department attrition demonstrates that the Tier 2 retirement changes have had significant detrimental impact on hiring and retention, a stronger case could be made to political leaders to provide alternatives and pathways to improve the system or to enhance alternative compensation. **SLCPD should continue to evaluate the feasibility of advocating for more positive changes to the retirement system.**

The SLCPD also hires out-of-state certified officers or previously certified Utah officers who qualify for the Lateral Training program, which allows a qualified lateral officer to be exempt from having to complete the full basic recruit academy and, instead, complete a shorter lateral academy and a shortened field training officer program. The SLCPD has been very successful in attracting a significant number of successful applicants through its lateral program

The Department also manages a Police Explorer program. From staff interviews, it was determined that there are currently 68 students, ages 14-20, in the program, and 60% of the students are females. While staff have indicated that in previous years very few Police Explorers have gone on to become Salt Lake City police officers, this may be a good opportunity for a more focused mentoring effort, especially with the female Explorers.

Finally, the SLCPD would benefit from adopting a philosophy that everyone within the department is a recruiter. Numerous officers and employees from all ranks and assignments frequently interact with all segments of the community, and they could assist more in providing information about the benefits of joining the SLCPD team. Data collected by IACP suggests that word-of-mouth recruiting is second only to online sources as the primary method of generating good candidates. **Regardless of the methodology,**

the SLCPD should strive to create an atmosphere in which all employees recognize their role as a recruiter for the department.

SECTION II: SELECTION

The SLCPD shares responsibility for the hiring process with the City's Human Resources Department. The testing and selection process for the SLCPD is typical of most police agencies in the United States, and it includes the following steps:

- Utah N.P.O.S.T. scores
- Physical Agility Test
- Written Examination
- Preliminary Background Investigation
- Oral Board Interview
- Successful Completion of Background Investigation
- Computer Voice Stress Analysis
- Psychological Examination and Evaluation
- Interview
- Presentation of Eligibility Register to the Civil Service Commission
- Medical Examination and Drug Screen

The minimum requirements to become a Salt Lake City police officer are as follows:

- 21 years of age and be a citizen of the United States
- Graduation from high school or GED
- Valid Utah driver's license
- Successful completion of Civil Service examination process which may include physical agility test, written examination, oral board interviews, background investigation, computer voice stress analysis, psychological examination and evaluation, interview, and medical examination and drug screen
- Successful completion of Utah N. P.O.S.T. exam prior to the day of the final interview
- Graduation from Peace Officers Standards and Training Academy within six months of hire
- Considerable human relations and communications skills
- Ability to work independently, make critical decisions, and use initiative and common sense

The SLCPD has provided the following data as it relates to the workload of the recruiters/ background investigators. In 2015, 312 individuals entered the hiring process as applicants. From that number, 25 new officer positions were filled. In calendar year 2016, 693 individuals entered the hiring process as applicants, resulting in 43 new officer positions being filled. In 2017, 346 individuals entered the hiring process with 26 new officer positions filled.

The Background Investigative Unit is responsible for conducting thorough background investigations on all new officers hired by the SLCPD. This unit, consisting of three sworn investigators and a supervisor, also conducts background checks on all civilian employees hired by the Department. During times of heavy recruiting, the department assigns additional, temporary personnel to assist with the increased background investigative workload. Each background investigation takes approximately 30 hours to

complete. Investigators conduct in-home visits for applicants who live in the local area (up to approximately 3-4 hours driving distance).

The average timeline reported for applicants to move through this process at the SLCPD is about nine months. This timeline is longer than many agencies IACP has studied, and the SLCPD reports that they have noted a loss of applicants because of the hiring timeline. This is an area where the department needs to find ways to streamline the application process. The department also maintains a continual hire list but does not have a pre-hire program. Often times, several law enforcement agencies are simultaneously competing for the same high-quality applicants. To assure that the SLCPD can maintain an effective sworn staffing level and not lose quality applicants to competing agencies, **SLCPD should seek authorization from the city for over-hire positions, effectively allowing the department to hire personnel in advance of scheduled academy classes and on par with their attrition rate.**

In the recruiting survey, the SLCPD provided data regarding the number of officer applications they have received over the past three years. Based on the data provided, the SLCPD received 312 applications in 2015, 693 in 2016, and 346 in 2017. These numbers reflect an applicant pool that has decreased in size, as the SLCPD previously averaged around 400 applications annually but now receives around 250.

TABLE 7-1: NUMBER OF APPLICANTS

Year	2015	2016	2017
Number of Applicants	312	693	346

Source: SLCPD provided data

The selection process utilized by the SLCPD is well-defined and is consistent with other policing processes. **SLCPD should work to improve coordination with the City Human Resources department so that police applicants can be concurrently screened and monitored by police recruiters to assure that highly qualified applicants are contacted early in the process and can be mentored throughout the process.**

Oral Board and Background Investigations Passing Rates

As part of the hiring process, many agencies have identified various disqualification factors, which will cause an applicant to be immediately removed from further consideration. Some of these factors are based on law (such as having a felony conviction), and others are based on department preference, such as a poor driving record or other concerning conduct. Based on feedback from the recruiting survey, when applicants are not immediately disqualified based on automatic disqualifiers but there are questionable items in an applicant's background, the SLCPD will conduct a joint review of the candidate with the background cadre. If all parties concur regarding a disqualification, the case is sent to the Investigations Section Lieutenant and the Chief for a final determination. With approval, the applicant might continue in the process.

IACP identified the average passing rates for both the oral board and the background investigation phase of selection from the 10 departments that participated in the best practices for recruiting and hiring survey as: oral board - 76%; background investigation - 74.71%. Based on SLCPD's recruiting survey, 90% of applicants pass the oral board, but only 50% successfully pass the background investigation. The most common reasons cited for failing the background investigation were criminal issues, drug use issues, falsification of information or untruthfulness, pattern of poor choices, or other behavior issues. Department

staff have indicated that the SLCPD hiring standards are more stringent than the State POST standards, mostly with regard to drug use history.

The department should closely monitor the reasons for applicant failures in the selection process. It is possible that the department is using certain factors for excluding candidates from consideration, which might be in need of further examination or consideration. A favorable process looks for character traits that support fairness, compassion, and cultural sensitivity, and one that points to a spirit of service in the applicant. This may require re-evaluating prior disqualification factors, which may not be as applicable in today's society.

SECTION III: WORKFORCE DIVERSITY

As indicated previously, building a diverse workforce is an important aspect of contemporary policing, and the SLCPD has identified this as an important goal in its *Strategic Plan*. Based on discussions with staff, and in examining data for the SLCPD, there is a continued need to work to build diversity within the department to be more reflective of the community.

TABLE 7-2: RACE/ETHNICITY – SLCPD AND COMMUNITY

Race/Ethnicity	SLCPD	Percentage	City Percentage
Asian	5	1%	4%
African American	5	1%	3%
Hispanic	34	7%	2%
Native American	14	3%	1%
White	402	87%	75%
Other	2	0.4%	11%
Total	**462**		

Source: Salt Lake City PD data

TABLE 7-3: GENDER DIVERSITY – SLCPD EXECUTIVE RANKS

Rank	Male	Female
Chief of Police	1	-
Assistant Chief	1	-
Deputy Chief	2	-
Captain	7	-
Lieutenant	18	1
Sergeant	45	7

Source: Salt Lake City PD data

Based on this data, the composition of the SLCPD is primarily white, at 87 percent of the total number of officers. The racial make-up of Salt Lake City is also primarily white, at 75 percent of the population. The most significant disparity in the diversity profile for the SLCPD relates to the under representation of Hispanics in the department. Twenty-two percent of the population of Salt Lake City identifies as Hispanic, while only seven percent of SLCPD officers are Hispanic. Also, the SLCPD has five Asian-American officers and five African American officers, which each account for one percent of the sworn workforce while the

community percentages reported Asian-Americans to be four percent and African Americans to be three percent of the population. These are areas that would benefit from some additional focus and attention.[17]

The overall gender make-up of the SLCPD is nine percent of the sworn workforce consisting of females. The SLCPD has only one female above the rank of sergeant (a lieutenant) and none in senior command positions.

The SLCPD also has only one racial/ethnic minority above the rank of sergeant (a Hispanic male captain). The low numbers of overall diversity within the agency are likely a contributing factor. As indicated throughout this section, the SLCPD should focus targeted recruiting to build racial, ethnic, and gender equity throughout the agency. The department also needs to ensure that they are encouraging personnel development for women and minorities, which may require a focused mentoring strategy in addition to enhanced recruitment efforts.

SECTION IV: ATTRITION

For many U.S. police departments, and for the SLCPD, attrition presents an ongoing challenge in terms of maintaining adequate staffing. Based purely on statistics, the average separation rate for officers should be about 3.33 percent, assuming departments only lose people through retirement. As a practical matter, however, the distribution of hiring is often not equal; not everyone stays for 30 years in the profession (or in one place), and some areas are more conducive to lateral transfers among officers. Accordingly, in most agencies, annual retirements usually fall below the average calculation rate. Of course, some officers in the department will leave for other reasons, which invariably increases the overall separation rate. The average percentage of retirements has increased, but only slightly, each of the past few years.

TABLE 7-4: ATTRITION RATES

Reason	2013	2014	2015	2016	2017	Average
Voluntary Resignation	1.24%	0.15%	0.15%	0.10%	0.17%	0.36%
Retirement	3.23%	3.23%	4.09%	4.52%	4.74%	3.96%
Discharged	0.10%	0.04%	0.00%	0.02%	0.08%	0.04%
Totals*	**4.57%**	**3.42%**	**4.24%**	**4.64%**	**4.99%**	**4.37%**

*Separation rate as a percentage of the sworn workforce.

In trying to understand attrition rates more generally, and to provide comparative perspective about the attrition rates with the SLCPD, IACP turned to another source, as shown in the table below.

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[17] SLCPD Strategic Plan

TABLE 7-5: LAW ENFORCEMENT ATTRITION RATES – COMPARATIVE STUDIES

LEMAS 2003 Study	% of Officers
Resignations	2.81
Retirements	1.94
All Voluntary Separations (retirements and resignations)	4.76
Total Turnover (all categories)	6.13
CSLLEA 2008 Study	**% of Officers**
Resignations	2.86
Retirements	1.85
All Voluntary Separations (retirements and resignations)	4.71
Total Turnover (all categories)	6.06

Data from 261 extra-large agencies, 300-1,999 officers.[18]

In a recent study (2013), three researchers examined separation data collected from two different studies, which were conducted in 2003 and 2008. The researchers combined and compared these data, examining various separation categories, and breaking down attrition rates in a variety of methods. Based on the review of these data, the SLCPD has a lower resignation rate (0.36%) and a lower overall turnover rate (4.36%), both positive things, but a higher retirement rate (3.96 %.)

Another area to examine regarding attrition rates is the discharged or termination rate. The average discharge rate for IACP survey agencies is .37 percent. Some of the agencies surveyed, however, reported no discharges, and some reported discharge rates below .25 percent. These discharge rates are very low and indicative of strong recruiting, hiring, and retention strategies. The discharge rate for the SLCPD is 0.04 percent, which is on the very low end of these averages.

The final area to examine regarding attrition rates relates to voluntary separations. As with the prior categories, these data can be examined comparatively. Based on the table above, the rate of voluntary resignation for extra-large departments was 2.81% for the 2003 LEMAS study, and 2.86 percent for the 2008 CSLLEA study. For the eight agencies who responded to the IACP survey, the average resignation rate was 2.42 percent (see the table above). Again, the voluntary attrition rate for the survey cities is lower (better) than the rates reflected from the prior studies (LEMAS and CSLLEA). This rate is a further indication of *best practices* among the survey cities. The average voluntary separation rate for the SLCPD is 0.36 percent, which is lower than in all of the departments cited in the three studies described above.

In summary, the voluntary separation rates for the SLCPD are low, and this is a positive sign. The SLCPD continues to improve the overall quality of the work environment by providing officers with competitive pay and benefits as well as with updated equipment and technology, including take home cars, weapons, uniform allowance, and tuition aid. This is a good step in terms of working to avoid attrition.

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[18] Rates and Patterns of Law Enforcement Turnover: A Research Note, Jennifer Wareham, Brad W. Smith, and Eric G. Lambert. Criminal Justice Policy Review, published online 23 December 2013.

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SECTION V- TRAINING

Based on data provided in the recruitment survey, the SLCPD hired 25 officers in 2015, 43 officers in 2016, and 26 officers in 2017. Each of these officers received either basic or lateral-entry training at the academy. Once these officers completed the training academy, they were then sent through a 17-week field training program (10 weeks for lateral officers). Based on data provided, there were three officers who either failed or resigned from the academy (two in 2015 and one in 2016) and two officers who failed to complete the field training program (one in 2015 and one in 2017). The reasons cited for these failures or resignations included the realization that police work was not for them (three officers) or not meeting department standards (two officers).

Considering the time and resources associated with successful completion of the academy and FTO program, the SLCPD should continuously monitor the progress of officers within these programs to identify common trends and problems should they arise. Together, this information can help to better identify gaps or shortcomings in the selection process, better prepare officers for the academy, identify areas where new officers may need guidance, mentoring, or tutoring, and identify standards that need to be improved in the academy or FTO program. Gaining a full understanding of these issues can equip leaders with the information they need to reduce these rates, which ultimately benefit everyone.

SECTION VI: MENTORING AND LEADERSHIP TRAINING

SLCPD does not have a formal mentoring processes, except for a certain level of mentoring that occurs with new sergeants. Command staff and other supervisors did mention in interviews that they engage in informal mentoring of personnel.

High-potential, highly-motivated employees will take advantage of opportunities to learn, lead, and/or advance. With this in mind, it is critical for agencies to cultivate and guide these quality employees, or the agency runs the risk of those employees becoming disenchanted or even seeking to leave the agency for other career opportunities. The SLCPD does not have a formal system in place to identify these employees or a training program to cultivate them once identified. Supervisors interviewed indicated that in lieu of a formal process, they will select employees they feel have potential and mentor them to help train them to become leaders. As an ad hoc process, this may work for some staff, but there are likely others who are not fully benefiting from the opportunity to be mentored by those with a broader level of experience. **SLCPD should establish a program that identifies and develops potential leaders, as well as those who have already been promoted and wish to advance further.**

Recently, SLCPD conducted a Supervisors Academy for newly promoted sergeants. From interviews with staff who attended, this training was well received. In previous years, newly promoted supervisors were assigned to the Community Intelligence Unit, which provided them with opportunities for community engagement. Occasionally, a newly promoted supervisor would fill in on a shift when the supervisor was on leave but would not otherwise receive any formal training or mentoring. **The department should enhance its training curriculum by providing leadership training for employees at all levels of the department, including aspiring leaders.**

When employees were asked if the SLCPD had a formal career development plan, each responded that no such plan existed. Each respondent advised they perceived that most non-supervisory specialized positions are determined by a personally developed "networking" system determined by personal

connections, since there is an inconsistent methodology used to fill positions and no standardized selection policy exists. **The SLCPD should create a Leadership and Career Development Program**. This program would involve a robust career development plan and develop courses and training programs for both non-sworn and sworn employees for both non-supervisory and supervisory career paths based on a standardized policy, which would include a mentoring program. Career development is a key driver to attracting and hiring new recruits and will help reduce attrition rates as employees will have more career satisfaction.

CHAPTER VIII – EMERGENCY COMMUNICATIONS

The City of Salt Lake has its own communications center, which provides communications, data, and support to all emergency departments in the City and emergency services units in Sandy, Utah. A comprehensive review of the Emergency Communications Center and related processes was no part of the study, so this review is cursory only involving response times.

SECTION I - SLCPD DISPATCH PROTOCOLS

The dispatchers in Salt Lake City act as both call takers and dispatchers. The SLCPD uses a dual dispatch system, jointly dispatching CFS over the radio, as well as through the Mobile Data Terminal (MDT).

When a call for services is received, the dispatcher will reasonably and quickly attempt to determine whether the call is an emergency or non-emergency and shall quickly ascertain the call type, location, and priority.

Dispatchers will prioritize calls from 1-4 based on the information received, as follows:

- Priority 1 Calls - These are calls requiring immediate attention. They include in-progress crimes, major crimes just occurred with a time lapse of five minutes or less for property crimes and fifteen minutes or less for crimes against a person, and non-criminal situations of an emergency nature.
- Priority 2 Calls - Minor crimes just occurred, or calls requiring immediate attention.
- Priority 3 Calls - Non-emergency calls requiring prompt attention.
- Priority 4 – 9 Calls – Non-emergency calls

Unit Dispatching

SLCPD utilizes a beat system for establishing geographic patrolling sections within the community. Dispatchers attempt to assign the beat car to the CFS if they are available; however, as identified in the patrol workload section, all beats are rarely fully staffed.

IACP learned that the SLCPD does have specific protocols for dispatching backup units on CFS. Additionally, SLCPD has a specific policy number 307.2:

> Officers should not cancel assigned backup officers, nor should officers arrive on scene without backup when the call would initially require two (2) or more officers. Officers may arrive on scene without backup when the call has been holding for a significant amount of time, it has been verified the suspect(s) have left the scene, and the officer believes it would be safe to do so. Moreover, if the situation is so dynamic that loss of life is imminent, officers may proceed to the scene without waiting for additional officers.

SECTION II - Response Times

Table 8-1 below shows the breakdown of CFS by priority and council districts as assigned by the CAD system and dispatchers. Priority 1 CFS are life-threatening calls or those that are in progress. Priority 2 CFS involve incidents that just occurred. Priorities 3 calls require an immediate response, with the remaining priorities having less urgency. Most of the CFS are priority 2-4.

TABLE 8-1: RESPONSE TIMES BY PROIRITY AND COUNCIL DISTRICTS

Priority	D-1	D-2	D-3	D-4	D-5	D-6	D-7
1	0:11:53	0:10:00	0:11:20	0:09:19	0:10:32	0:13:29	0:11:55
2	0:19:46	0:19:29	0:18:21	0:15:32	0:16:02	0:22:01	0:19:26
3	0:47:53	0:44:57	0:41:38	0:36:19	0:35:59	0:39:57	0:38:17
4	1:55:01	1:42:38	1:39:19	1:35:04	1:28:13	1:32:49	1:37:02
5	0:37:40	1:40:00	0:31:00	1:50:05	0:04:24	0:56:30	0:00:00
6	N/A	N/A	N/A	N/A	N/A	N/A	0:03:00
7	0:58:40	0:46:11	0:52:32	0:53:17	0:45:51	0:53:42	0:46:39
8	N/A	N/A	2:31:30	N/A	0:10:40	N/A	N/A
9	0:15:57	0:15:23	0:02:45	0:00:22	0:00:31	0:02:34	0:00:28

Source: Salt Lake City PD CAD data

There are some significant variations in response times by council district and by priority, which are reflected in Table 8-1 above. For example, Priority 1 response times for districts 3, 6, and 7 all exceed eleven minutes. For priority 4 and 5 responses, there is a consistent pattern of average responses of more than one hour, while responses in categories 6-9 are significantly shorter. There was insufficient data to conclusively determine why this is the case, but it is likely that these variations are at least partially attributable to current staffing levels, personnel allocations, and work demands.

It is important to understand that calculating response times can occur in two different manners. Table 8-B below, calculates response time from the point dispatch received the call to the time the first officer arrived on the scene. This represents the actual time from the point the citizen placed the call to the time the first officer arrived. When conducting a *workload analysis*, however, IACP calculates obligated workload time from the point the officer received the call to the time the officer finishes the call. When departments calculate response times, they generally do so considering the first assigned time to the time the first officer arrived on the scene. Departments use this metric because this aspect of response time is the one over which they have the most control. The department-established response policies remove the lag time between the time a dispatcher received the phone call and the time the dispatcher assigned that call to an officer. In short, when the department considers response time to CFS, they ignore the time it takes for the dispatcher to collect and dispatch the CFS. From the perspective of the department, this is an accurate measure. From the citizen's perspective, however, response time includes the point in which they actually placed the call until an officer arrives or handles their request.

The average response time for priority CFS among the benchmark cities in the 2017 report (equivalent to Priority 1 CFS in Salt Lake City) from point of dispatch to first officer arrival is 5:56 minutes.[19] The SLCPD response time for a priority 1 CFS from point of dispatch to first arrival is 6:10, making it fairly consistent with the benchmark cities. For the benchmark cities this time is 1:48 minutes, and for Salt Lake City it is 4:23 minutes. As previously stated, the Emergency Communications Dispatch Center is not part of the SLCPD and not part of this study; however, the length of dispatch time is concerning, and dispatch operations should be analyzed to determine causes.

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[19] http://www.opkansas.org/wp-content/uploads/downloads/beNChmark-city-survey-section-b-general.pdf

TABLE 8-2: TOTAL RESPONSE TIMES

Call Priority	Call to Dispatch	Call to Arrival
1	0:04:23	0:10:33
2	0:09:49	0:17:13
3	0:31:49	0:39:33
4	1:31:00	1:37:14
5	1:07:34	1:20:48
6	0:03:00	0:03:00
7	0:46:02	0:53:12
8	0:54:24	1:07:00
9	0:03:41	0:03:42
Average	**0:22:34**	**0:27:08**

Source: Salt Lake City PD CAD data

SECTION III: ALTERNATIVE RESPONSE

As mentioned in Chapter IV, the use of alternative reporting methods can be helpful in reducing the obligated workload for patrol. The primary method that SLCPD uses in this regard is robust online reporting. SLCPD should constantly review the calls that are handled via an alternate reporting means, as alternative response processes can help to reduce the obligated workload for patrol.

CHAPTER IX – POLICY REVIEW

SECTION I: POLICY REVIEW

IACP conducted an overall review of the Salt Lake City Police Department's policy manuals. This process involved a general review of the department's manuals with the following objectives in mind:

- Ensure the manual(s) is well-organized
- Ensure it contains appropriate and typical guiding policies
- Determine if there are any redundant policies
- Determine if there are any conflicting policies
- Identify policies related to external review boards
- Identify policies related to internal review committees
- Determine if the manual(s) has policies related to 15 specific categories listed below in the critical policies section, and whether those policies are consistent with profession best practices.

There are three separate documents that contain SLCPD policies and procedures: *SLCPD Policy Manual*, *SLCPD Supplemental Manual*, and *SLCPD Policies and Procedures Manual.*

According to Section 103.1, the purpose and scope of the <u>Policy Manual</u> is

> The manual of the Salt Lake City Police Department is hereby established and shall be referred to as the <u>Policy Manual</u> or the manual. The manual is a statement of the current policies, rules and guidelines of this department. All members are to conform to the provisions of this manual. All prior and existing manuals, orders and regulations that are in conflict with this manual are rescinded, except to the extent that portions of existing manuals, procedures, orders and other regulations that have not been included herein shall remain in effect, provided that they do not conflict with the provisions of this manual.

According to Section 100.1, the purpose and scope of the <u>Supplemental Manual</u>, which is also referred to as the *Procedure Manual*, is:

> The <u>Procedure Manual</u> of the Salt Lake City Police Department is hereby established and shall be referred to as the procedure manual. The procedure manual is a statement of the current procedures, rules and guidelines of this department. All members are to conform to the provisions of this procedure manual. All prior and existing manuals, orders and regulations that are in conflict with this procedure manual are rescinded, except to the extent that portions of existing manuals, procedures, orders and other regulations that have not been included herein shall remain in effect, provided that they do not conflict with the provisions of this procedure manual.

Section II – 020 of the <u>Policies and Procedures Manual</u>, which is also referred to as the *Police Manual*, reads as follows:

> The <u>Police Manual</u> is intended to serve as a guide to all employees of the Salt Lake City
>
> Police Department and provides an outline of Departmental objectives and policies. It serves as a foundation on which to base the sound judgment and discretion underlying the duties of each employee. It is not intended to cover every situation that may arise in the discharge of those duties.

Having policies and procedures contained in three separate manuals and under separate headings can risk confusion, conflicting guidance, and challenges for users who are trying to find specific policies or procedures. Additionally, the phrasing of several subject areas was inconsistent among the manuals and there were a few contradictions related to vehicular pursuits (see Section II, H. Pursuits / EVOC).

SLCPD Policy Manual

The 735-page Policy Manual shows a copyright date of March 23, 2018. Each policy in the Policy Manual has a title, policy number, a purpose and scope, and lists the dates enacted or revised. Where applicable, users are directed to a link to the Supplemental (Procedures) Manual. The manual contains an opening section titled Code of Ethics followed by the section titled Statements of Purpose. These sections highlight the role of ethics and integrity, professionalism, and leadership. They also state and reinforce the department's vision and mission statements and its core values. The manual is organized into ten chapters:

- Chapter 1 - Law Enforcement Role and Authority
- Chapter 2 - Organization and Administration
- Chapter 3 - General Operations
- Chapter 4 - Patrol Operations
- Chapter 5 - Traffic
- Chapter 6 - Investigation
- Chapter 7 – Equipment
- Chapter 8 - Support Services
- Chapter 9 - Custody
- Chapter 10 – Personnel

Aside from the concern listed above regarding the potential for creating conflicting guidance resulting from multiple and/or contradictory policy documents, this manual is otherwise well-organized, professionally written, and upon general review, reflective of contemporary police best practices in the field.

SLCPD Supplemental Manual

The 245-page Supplemental Manual shows a copyright date of March 15, 2018. Each procedure in the Supplemental Manual has a title, procedure number, a purpose and scope, and lists the dates enacted or revised. The manual is titled Supplemental Manual but is referred to as the Procedure Manual within the document. The manual is also organized into ten chapters:

- Chapter 1 - Law Enforcement Role and Authority Procedures
- Chapter 2 - Organization and Administration Procedures
- Chapter 3 - General Operations Procedures
- Chapter 4 - Patrol Operations Procedures
- Chapter 5 - Traffic Operations Procedures
- Chapter 6 - Investigation Operations Procedures
- Chapter 7 - Equipment Procedures
- Chapter 8 - Support Services Procedures
- Chapter 9 - Custody Procedures
- Chapter 10 - Personnel Procedures

Similarly, aside from the previous concerns listed, this manual is otherwise well-organized, professionally written, and upon general review, reflective of contemporary police best practices in the field.

SLCPD Policies and Procedures Manual

The 481-page Policies and Procedures Manual was updated on October 13, 2017. It does not have a table of contents and while subject areas are listed somewhat in an "alphabetical order", users would likely find specific policies and procedures difficult to locate within this document. Also, while the document is titled Policies and Procedures Manual, it is referred within the document as the Police Manual. Its stated purpose is to provide an outline of Departmental objectives and policies.

There were numerous redundancies among subject areas already listed within the other two manuals. Some policies in this manual contain significantly more detail than the Policy Manual and the Supplemental Manual. Some of the subject areas could be incorporated into unit SOPs or into training lesson plans. From an overall standpoint, this manual is poorly organized and difficult to navigate.

Unlike the other two manuals, amendments to and revisions of this manual are accomplished in the form of General Orders and Chief's Orders. The manual further defines departmental orders and memoranda as follows:

General Orders

General Orders are issued for the purpose of announcing, adopting or revising a policy or procedure in the Police Manual that is generally applicable throughout the Department. The order may include detailed instructions outlining the procedures to be followed to accomplish a task or departmental policy. General Orders are issued under the Chief's direction to all employees. General Orders will be issued with a notation of the change and the date of revision.

Chief's Orders

Chief's orders are issued by the Chief of Police. Chief's Orders are used to establish new policy or change existing policy until it is incorporated into the Policy Manual.

Chief's Memorandums

Chief's Memorandums are issued for the purpose of disseminating information to employees concerning notifications of routine events such as; training, signups, transfer openings, non-general order procedural changes, etc. Memorandums are not self-canceling. Chief's Memos may be used as a direct order.

Special Orders – Blue in Color

Special Orders are issued for the purpose of disseminating information or instructions concerning an event or function that requires the coordinated effort of two or more Bureaus.

The Merriam-Webster dictionary defines a policy as *a definite course or method of action… to guide and determine present and future decisions.* It defines a procedure *as a particular way of accomplishing something or of acting.*[20] Policies and procedures impact operations throughout the

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[20] https://www.merriam-webster.com/dictionary

department. Both provide guidance and direction and they drive the operations, performance, and philosophy of the department. Consequently, it is more efficient and effective to list policies and procedures in one document and under one heading to better assure consistency, accuracy, and comprehension.

IACP recommends eliminating redundant and contradictory policies and procedures. The existence of three manuals containing policies and procedures has resulted in numerous redundancies with department policies. The department should review the content of all three manuals, eliminate redundancies, correct conflicting information, and consider incorporating all policies and procedures into one departmental manual. At a minimum, the Policies and Procedures Manual should be abolished. Once a new manual is established, the chief should issue a directive voiding all previous policies.

In addition to reviewing the SLCPD policy documents, IACP performed a cursory review of the on-line policy manual for the City of Salt Lake. Employees of the SLCPD are accountable to both sets of policies. The city policy manual contains typical guiding policies, such as leave, pay, promotion, workplace harassment, discipline, and provisions for grievances and appeals. The city policy manual contains the types of policies typical for a city government, and these policies were reasonable and appear to be current.

SECTION II: Critical Policies

There are 15 categories listed below, which are described as critical policy areas. This list emanates from Gallagher and Westfall's work on the twelve policy areas that result in the highest number of liability areas for police agencies.[21] IACP has appended this list to include additional policy areas, which also have the potential for significant liability risk for agencies. Although this list is not all-inclusive, the presence of these policies is suggestive of contemporary best practices in policing and policy development.

Of the policy documents reviewed, there were policies that were either directly named similarly to fourteen of the critical policy categories, or had sections containing policy direction that is specific to the identified critical policies. The one area without a specific policy was Officer or Employee Wellness.

Critical Policy Areas

A. Off-Duty Conduct
B. Sexual Harassment-Discrimination
C. Selection/Hiring
D. Internal Affairs
E. Special Operations
F. Responding to the Mentally Ill
G. Use of Force
H. Pursuit/EVOC
I. Search/Seizure-Arrest
J. Care, Custody, Control/Restraint of Prisoners
K. Domestic Violence
L. Property-Evidence
M. Officer Wellness
N. Impartial Policing (Unbiased Policing)

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[21] http://www.theiacp.org/portals/0/pdfs/LBL2011-05-25ReducingAgencyLiability.pdf

O. LGBTQ Policies

Aside from the one missing policy and the stated need to incorporate policies and procedures into one document and under one heading, the evaluation identified the majority of the SLCPD's policies to be otherwise well constructed and that several could serve as model policies.

A. Off-Duty Conduct

There are several policies in the Policy Manual that touch on off duty conduct. Sections 321.4, Standards of Conduct, and Section 339, Off-Duty Enforcement Actions, clearly lay out the duties, responsibilities, and limitations for officers in an off-duty status.

B. Sexual Harassment-Discrimination

The SLCPD Policy Manual has a specific policy dealing with issues of discriminatory harassment. Policy 313 defines discrimination and sexual harassment and outlines the responsibilities of employees and supervisors who become aware of discrimination or harassment.

The Policies and Procedures Manual (Police Manual) further outlines prohibited behavior and procedures for reporting and investigating complaints of discrimination and harassment, both within and outside of the department. This is important because some who feel victimized by harassment may not always be comfortable reporting within the department and should have the ability to report to appropriate non-department resources. Section II-200, Discrimination and Harassment, further outlines the City's policy on this issue and indicates that *all disciplinary actions resulting from a harassment investigation will be determined by the Chief of Police in conjunction with the City Attorney's Office. Human Resource Management will be the final City authority regarding harassment complaints and investigations, accountable only to the Mayor.* The department should consider incorporating all information regarding sexual harassment and discrimination into one policy document.

C. Selection/Hiring

The recruitment, selection, and hiring of personnel are addressed to some extent in all three manuals. The Policy Manual (Policy 1000) outlines the overall recruitment strategy and the selection process, both of which mention the department's goal to have a department that is reflective of its community. The Supplemental Manual (Procedure 1001) outlines the procedures to participate in the department's employee recruitment program which provides eligible employees with a cash bonus for recruiting police officers. Finally, the Policies and Procedures Manual (Section IV-390) contains very detailed information about the recruitment, selection, and hiring processes at the SLCPD.

D. Internal Affairs

The Policy Manual has a specific section (Policy 1003 - Complaints Against Personnel and Disciplinary Action) that outlines in detail the process for conducting internal investigations. Much of this same information is also contained in the Policies and Procedures Manual in Section IV-050. The department utilizes IA Pro, a case management system, for its internal investigations.

The SLCPD also participates in and is a member of the Salt Lake County Law Enforcement Task Force: Officer Involved Critical Incident Investigative Protocol (OICI Protocol). This initiative, which is separate from internal investigations and is conducted in accordance with Utah State Code 76-2-408 (Peace Officer Use of Force – Investigations), was designed to ensure that any investigation of officer-involved

critical incidents is conducted professionally, thoroughly, and impartially. The code requires that the investigating agency will be other than the department that employs the officer who is alleged to have caused or contributed to the officer-involved critical incident. An officer-involved critical incident is defined as one of the following:

- the use of a dangerous weapon by an officer against a person that causes injury to any person;
- a fatal injury to any person except the officer, resulting from the use of a motor vehicle by an officer;
- the death of a person who is in law enforcement custody, but not including deaths that are the result of disease, natural causes, or conditions that have been medically diagnosed prior to the person's death; or
- a fatal injury to a person resulting from the efforts of an officer attempting to prevent a person's escape from custody, make an arrest, or otherwise gain physical control of a person.

SLCPD has citizen involvement, via the Civilian Review Board, in the internal affairs process, which contributes to community trust.

E. Special Operations

The SLCPD Policy Manual and the Supplemental Manual contain a number of separate policies and procedures dealing with both special units and special situations. They are:

Policy Manual

- 203 Special Events
- 308 Canines
- 343 Public Oder Unit – Special Operations
- 406 Hostage and Barricade Incidents
- 407 Special Weapons and Tactics (SWAT) Team
- 424 Bicycle Patrol Unit
- 609 Operations Planning and Deconfliction

Supplemental Manual

- 316 Public Order Unit Call-Out Procedure
- 415 Mobile Field Force / Mass Arrest Procedure

F. Responding to the Mentally Ill

The SLCPD has a very comprehensive policy which outlines effective strategies for responding to the mentally ill. Policy 431 (Crisis Intervention Incidents) in the Policy Manual deals specifically with police response to people who are in crisis or who are experiencing mental health symptoms. The policy lists as a primary consideration that first responders should employ tactics to "preserve the safety of all participants and that when circumstances permit, officers should consider and employ alternatives to force." Other best practices highlighted in the policy include emphasizing that officers should "consider taking no action or passively monitoring these situations as a reasonable response to a mental health crisis" and that they should "provide for sufficient avenues of retreat or escape should the situation become volatile."

In addition to its focus on safety and de-escalation, the department also has a very robust Crisis Intervention Team (CIT) program. All newly hired officers attend the 40-hour CIT Academy and the SLCPD is in the process of training all other personnel who have not yet attended CIT training. The

department provides annual refresher training, in coordination with the mental health community, to all personnel to enable them to more effectively interact with persons in crisis.

G. Use of Force

Guidance regarding the Use of Force is probably one of the most important policies of a police department. The Salt Lake City PD has a comprehensive and effective Use of Force policy that incorporates best practices of 21st century police agencies. Policy 300 in the Policy Manual, provides strong and effective guidance to officers. The policy emphasizes the objective reasonableness standard contained in the Supreme Court standard, Graham v Connor. It further contains a Use of Force Model utilized by the department that identifies various levels of resistance and the appropriate level of police force to be used in response.

In the policy, the department stresses its recognition for respecting "the value of all human life and dignity without prejudice to anyone." The policy outlines reporting procedures, the need to intercede when other officers observe the use of unreasonable force, and supervisory responsibilities. Additionally, officers receive annual training on the Use of Force policy and they receive training on physical control techniques on a biennial basis, at a minimum. Finally, the department prepares an annual analysis on use of force incidents, seeking to identify any trends, training or equipment needs, and/or policy revision recommendations.

One noteworthy exception to these positive aspects of the SLCPD's Use of Force policy is the contrasting information contained in the Policies and Procedures Manual, Section III-310 (Use of Force). The narrative in this section is not as clear and all-inclusive as that in Policy 300 and some areas within this section appear to be outdated. The department should have a singular and comprehensive policy on the use of force.

H. Pursuit/EVOC

The SLCPD has several policies related to vehicle pursuits and the operation of emergency vehicles. In the Policy Manual, Policy 306 (Vehicle Pursuits) and Policy 307 (Officer Response to Calls) clearly describe driver duties and the state legal statutes regarding pursuits and emergency vehicle operations. One noteworthy section in the pursuit policy outlines the specific duties and responsibilities of all involved in the pursuit, including the involved officer, secondary units, supervisors, Watch Commanders, and communications personnel. This policy provides the factors to be considered in making the decision to initiate a pursuit as well as those that should be considered when terminating a pursuit. The policy also addresses pursuit driving tactics, inter-jurisdictional considerations, and intervention tactics. The department conducts a yearly analysis of pursuit reports in order to identify trends that may indicate training or equipment needs. Both policies are comprehensive and appear to incorporate best practices.

What is missing in the pursuit policy document, however, is a narrative description of the circumstances under which a pursuit would be authorized. Section 306.3.1 (When to Initiate a Pursuit) of the policy document reads, "Officers will follow established Department procedure regarding when to initiate a pursuit." A link to the Supplemental (Procedures) Manual, Procedure 310 (Vehicle Pursuit Procedures) is provided. Users reading the pursuit policy would need to refer to the Supplemental Manual and Procedure 310 (Vehicle Pursuit Procedures) to determine this information. Section 310.2 (When to Initiate a Pursuit) of that procedure reads as follows:

> *Forcible felonies such as robbery, rape, aggravated burglary (where a weapon was used or assault occurred), homicide or attempted homicide, kidnapping, aggravated assault, or warrants for any of the listed offenses may justify a pursuit if the suspect poses a danger if not apprehended. Traffic, misdemeanor, non-forcible felony violations and property crimes do not warrant pursuit under most circumstances. A warrant for automobile homicide, which stems from a DUI-related traffic accident, will not, by itself, be grounds for a pursuit.*

There is also information regarding pursuits in the Policies and Procedures Manual, in Section III-640 (Pursuits – Vehicle), some of which is in contradiction to the information contained in both the Policy and the Supplemental Manuals. As an example, the Supplemental Manual and the Policies and Procedures Manual both address the circumstances under which a pursuit would be authorized, but with slightly different phrasing. Section 310-2 of the Supplemental Manual reads, "Traffic, misdemeanor, non-forcible felony violations and property crimes do not warrant pursuit under <u>most</u> circumstances." Section III-640 of the Policy and Procedures Manual reads that "Traffic, misdemeanor, non-forcible felony violations and property crimes DO NOT warrant pursuit under <u>any</u> circumstances." Both manuals, however, contain a statement that reads "The Watch Commander or supervisor may look at the circumstances of any situation and authorize a pursuit." Additionally, Section 306.4 of the Policy Manual reads that "Due to the high possibility of weapons and/or multiple suspects, <u>four</u> units will be used in all pursuits, when possible, to assist in a high-hazard stop at the termination point." The policy further describes the responsibilities of four police units during a pursuit. The Policies and Procedures Manual reads that "<u>three</u> units will be used in all pursuits, when possible" and further indicates that "no more than three units will be involved unless assigned by the Sergeant or Watch Commander."

The combined information contained in Policy 306 and Procedure 310 is comprehensive and reflective of best practices. The SLCPD should consider combining this information into one document under one heading to ensure accuracy, accountability, and comprehension.

I. Search/Seizure-Arrest

The Policy Manual contains a specific policy concerning Search and Seizure, Policy 310. This policy is current (enacted in 2018) and it contains a comprehensive description of the legal requirements and procedures for the different types of searches and seizures that officers may encounter, ranging from consent searches, search incident to arrests, search warrants, and exigent circumstances. The policy refers to the applicable case law and 4th Amendment requirements surrounding search and seizure. Additional information about searches is also contained in Policy 901 (Custodial Searches) which provides further guidance regarding custody searches, body cavity searchers, strip searches, and searches of transgender persons and persons of the opposite sex.

Policy 100 (Law Enforcement Authority) outlines the legal authority and requirements for SLCPD officers to make arrests. That policy is current as well (enacted in 2018) and it also includes information related to state-wide authority and interstate agreements. Additionally, Section III-030 (Arrests) in the Policies and Procedures Manual contains significantly more detailed information regarding the laws of arrest. The importance of officers constantly staying abreast of legal findings and cases cannot be over-emphasized, as issues related to search and seizure are both vital to successful law enforcement and are constantly changing. The SLCPD should continue to regularly review these specific policies to ensure legal compliance.

J. Care, Custody, Control, Restraint of Prisoners

The SLCPD has specific policies dealing with the care, custody, control, and restraint of prisoners. Policy 301 (Handcuffing and Restraints) outlines the procedures for restraining detainees, both adults and juveniles, and further addresses the use of leg restraints, spit hoods, and masks. Policy 900 (Temporary Custody) outlines procedures when detainees are temporarily housed in arrest processing areas, DUI rooms, or interview rooms. Both policies are comprehensive; however, a potential safety concern was noted in that Policy 900 allows officers to wear their firearms while in interview and DUI processing rooms. The pertinent section of the policy reads as follows:

> *Officers or outside law enforcement guests may wear firearms in an interview room if the firearm is secured in an approved holster. If an officer elects to wear a firearm, there must be two officers present during the interview. Officers may, at their discretion, wear a firearm in a DUI/DRE exam room.*

Securing firearms outside of interview and processing areas is a best practice when dealing with persons in custody and, especially those who may be impaired by alcohol or drugs. The SLCPD should review and consider revising this policy.

K. Domestic Violence

There is a specific and comprehensive policy (Policy 309) dealing with domestic violence, which calls for a mandatory arrest when probable cause exists. The policy includes the legal mandates and pertinent state laws, and information related to victim assistance and protective orders. It also includes procedures for handling reports of domestic violence involving officers and employees of the SLCPD. There is no mention of the use of a lethality assessment as a part of the domestic violence investigation process. This should be included this within their policy, and in operational practices.

L. Property-Evidence

There are several policies dealing with property and evidence. The relevant policies include:

Policy Manual

- 802 Property and Evidence Chain of Custody
- 803 Property and Evidence Management

Supplemental Manual

- 801 Evidence and Property Packaging Procedures

Policies and Procedures Manual

- Section III-280 Evidence

Collectively these policies are comprehensive and deal with the collection, handling, documentation, storage, accountability, and disposal of recovered property and evidence. Policy 802 further describes the provisions for handling firearms under Utah's Firearms Safe Harbor Act.

M. Officer Wellness

The SLCPD has several policies that deal with officer wellness, including a policy on Peer Support and other Employee Programs (Policy 1029) and Police Chaplains (Policy 335). Policy 1029 also outlines additional resources, such as the employee assistance program which provides employees and family members with psychological and counseling assistance and a military peer support group which assists employees during and after military deployments. However, there is not a specific policy that deals with physical wellness issues. The department should consider adopting such a policy.

N. Impartial Policing (Unbiased Policing)

The department has a policy that defines and prohibits Biased-Based Policing (Policy 401). The department also requires that all personnel receive initial training, as well as on-going annual training, on fair and objective policing principles, including legal aspects. In addition, the policy requires the department to submit an annual report regarding its efforts to provide fair and objective policing, inclusive of public concerns and complaints, with the goal of identifying any changes in training or operations that should be made to improve service. This policy, while highly effective, is concise and could be strengthened by addressing topics such has implicit bias and the importance of promoting the principles of procedural justice in police operations and community relations.

O. LGBTQ Policies

The SLCPD does not have a specific policy using the LGBTQ acronym, but it has a policy for dealing with transgender individuals (Policy 344). Additionally, Policy 321 (Standards of Conduct) strictly prohibits discrimination against all persons. Although appropriate treatment of all persons is included as an element of the transgender policy, there are additional considerations relating to other persons within the LBGTQ community (searches, jail placement, employees in transition) that merit specific mention, and IACP recommends that the SLCPD enhance this policy to address these issues.

Overall, SLCPD should revise and update Department Policies and Procedures on a continuous basis. Within the Critical Policies section, it was that noted various policies that are in need of enhancement or revision, should be combined into one document, or should be created. IACP recommends that the SLCPD review each of the critical policy area recommendations for consideration. Specifically:

1. Incorporate all policies and procedures regarding sexual harassment and discrimination into one policy document.
2. Combine all information related to Use of Force into one document (eliminate Section III-310 in the Policies and Procedures Manual)
3. Combine all information related to vehicle pursuits into one document in the Policy Manual.
4. Review and consider revising the section in Policy 900 (Temporary Custody) related to wearing firearms in processing and interview rooms.
5. Evaluate and incorporate in both policy and practice the use of a lethality assessment as part of the domestic violence investigative process.
6. Consider adopting a policy related to officer physical wellness issues.
7. Enhance the biased-based policing policy to include topics such has implicit bias and the importance of promoting the principles of procedural justice in police operations and community relations.

8. Expand the transgender policy to more broadly address specific issues related to the LGBTQ communities.

SECTION III: POLICY ADVISORY COMMITTEE

Most policies within the SLCPD are developed by the command staff with input from applicable specific operational units. Therefore, those who will be held responsible for doing the work and conforming to agency policy have less of a voice in the process of developing or modifying those policies which apply to them. The department should solicit additional input and involvement for policy development from employees of various ranks and assignments.

Police agencies and personnel are guided by a variety of legal standards, over which they typically do not have control. Staff are also bound by various operational policies; however, these are typically constructed by organizational leaders, and when afforded the opportunity, staff can be involved and contribute to this process. When developing operational policies and procedures, it is a good practice to engage and solicit input from those who will be performing the work. Staff typically have a very good perspective on how policies and rules will benefit or inhibit their work practices and obtaining this information ahead of time can be of strong benefit to the policy development process. Accordingly, SLCPD should revise the policy that outlines the process of policy creation or modification, and which includes specific provisions for broader internal input and involvement, and external involvement or review, when warranted.

When needed, the department will involve external policy review (e.g. city attorney). IACP did not find policies specifically relating to external review boards. There is evidence to suggest that when these types of boards are used properly, and when they are objective and consistent, they can help to build and maintain public trust for police agencies. To further enhance the department's commitment to community-supported policing and to increase organizational transparency, **SLCPD could evaluate creating review committees involving community members that provide policy input for the department**.

In addition to the internal process described above for input on policy matters, the SLCPD has several policies that involve additional internal review processes of various operations, and they include the following:

Procedure 1000 Accident Review Board

The Accident Review Board is responsible for reviewing all employee-involved traffic accidents. The board, comprised of a deputy chief, two lieutenants, a sergeant, an officer, the union representative, and the fleet coordinator is responsible for determining the severity and preventability of all accidents.

Procedure 1003 Awards Committee

The Awards Committee is chaired by a deputy chief and consists of a group of personnel representing different areas of the Department. The committee evaluates all award nominations received and decides which departmental medal, citation, or reward is appropriate.

SECTION IV: REDUNDANT, OUTDATED, OR CONFLICTING POLICIES

The existence of three manuals has resulted in numerous redundancies with department policies. It may be that the department intends to eliminate the Policies and Procedures Manual and replace it with the Policy Manual. The Policies and Procedures Manual is outdated, poorly organized, and lacks a table of

contents. Abolishing this manual would eliminate the majority of redundancies and would correct the conflicting information regarding certain subject areas that exists between those two manuals.

SECTION V: RISK MANAGEMENT

In general, except as otherwise noted, the policies in place by the Salt Lake City Police Department meet or exceed national standards. Many of these policies effectively address high-liability areas, and they are constructed to mitigate these issues.

SECTION VI: TRAINING AND POLICY DISSEMINATION

New officers are trained on SLCPD policies, and they are given access to the online policy manual. Revisions, deletions or additions to policies are typically distributed in electronic format. Since dissemination is different for the Policy Manual and the Procedure Manual, the following was copied from each manual to illustrate how each manual is distributed:

> *The Policy Manual will be made available to all members of the Department. Upon initial hire, new employees shall be provided access to the Policy Manual. Employees shall acknowledge their receipt of the manual and confirm their understanding of the policies therein via their Lexipol account. All other members will be provided copies of the policies that are directly applicable to their assignment. The supervising employee over any of these members is responsible for obtaining and keeping documentation of these members' receipt of the Policy Manual, as well as confirmation of understanding. All Department members shall seek clarification as needed from an appropriate supervisor for any provisions that they do not fully understand.*

> *The Procedure Manual will be made available to all members of the Department it affects. Upon initial hire, new employees shall be provided access to the Procedure Manual. Employees shall acknowledge their receipt of the procedure manual and confirm their understanding of the procedures therein via their Lexipol account. All other members will be provided copies of the procedure that are directly applicable to their assignment. The supervising employee over any of these members is responsible for obtaining and keeping documentation of these members' receipt of the Procedure Manual, as well as confirmation of understanding. All Department members shall seek clarification as needed from an appropriate supervisor for any provisions that they do not fully understand.*

It appears that regularly scheduled policy training occurs in relation to certain topical areas, such as use of force and fair and impartial policing. Although the documentation of policy dissemination and review seems sufficient, it appears that some employees may not be receiving all of the department's policies and procedures as some documents are only disseminated to employees in affected units. This could create the potential for an employee to be transferred to a new assignment and be unaware of a pertinent policy. Unit-specific policies and procedures could be maintained at the individual unit level.

CHAPTER X – INTERNAL AFFAIRS (IA)

SECTION I - OVERVIEW

This unit is currently staffed with a captain, one lieutenant and two sergeants, and receives approximately 100-120 complaints each year. The lieutenant reviews all complaints/cases and assigns them to one of the two sergeants; in some cases, the investigation is referred to a Patrol Captain for assignment. On average the two sergeants assigned to the unit handle about 60-70 cases. Out of those cases approximately 30 require a tedious time-consuming investigation, the remainder are cases such as rudeness and appropriate uses of force which do not require an extensive investigation. There is a Memorandum of Understanding (MOU) with the union that stipulates that IA has 75 days to complete investigation and unless an extension is requested, the case will expire. Investigators have followed the MOU, and they feel the unit is appropriately staffed with the current caseload. Table 10-A reflects the cases handled for the past five years.

TABLE 10-A: INTERNAL AFFAIRS CASES BY DISPOSITION

Case Disposition	2013	2014	2015	2016	2017	2017 Pct.
Exonerated	20	5	3	0	0	0.00%
Pending	0	0	0	0	0	0.00%
Sustained	15	42	50	40	36	13.48%
Not Sustained	62	49	69	65	60	22.47%
Unfounded	0	4	5	1	13	4.87%
NDI	17	27	10	6	5	1.87%
Traffic Incident Report	0	0	0	21	20	7.49%
In Policy	21	25	34	12	31	11.61%
Out of Policy	0	0	0	2	2	0.75%
Preventable	43	38	47	44	45	16.85%
Non-Preventable	39	46	35	44	55	20.60%
Totals	**217**	**236**	**253**	**235**	**267**	

Source: Salt Lake City PD data

SLCPD has instituted the use of Body Worn Cameras (BWC's) and taken further steps to review footage as an early intervention review program. However, this review is currently with Policy and Procedure/ CALEA Accreditation and some of these efforts are duplicated by IA. IA has experienced a moderate increase in their workload due to the implementation of BWC's**. IACP recommends moving the review of the BWC footage from Policy and Procedure/CALEA Accreditation to IA. To off-set this work, SLCPD could add one additional person to this unit to conduct the reviews and consider utilizing non-sworn personnel with knowledge about department policy and procedures.**

SECTION II – CASE MANAGEMENT

SLCPD utilizes a case management system, BlueTeam. A component of the system allows officers and supervisors to enter and manage incidents from the field. BlueTeam facilitates the routing of incidents through the chain of command. This feature of the software assists with tracking cases, expediting the

work flow from subordinates to supervisors and across chains of command. It can track numerous items, such as complaints, uses of force, departmental accidents, officer injuries and many other features.

Early Warning Systems

SLCPD does not currently utilize an Early Warning System (EWS) for identifying officers that may engage in activities such as excessive force, departmental accidents, complaints, abuse of leave, or any other performance issues. The case management system has these features integrated into it. **SLCPD should examine parameters and thresholds for activities deemed worthy of flagging officers that exceed the predetermined parameters and thresholds.** A policy should be put into place to address those officers and ensure that there are no issues with the officer or training needs that are identified. If issues are identified, then the SLCPD needs to ensure that there is some type of intervention to correct the officer's behavior.

Issuance of Discipline

The way discipline is currently decided by the SLCPD has several factors based on the category of offense and "M" file dispositions. Category 1 and some category 2 offenses are reviewed by the IA captain and all final discipline is decided by the chief or deputy chiefs. Some category 2 and all "M" file dispositions are handled by the assigned field captain, and again all final discipline is decided by the chief or deputy chiefs. There is no formal system in place to ensure that the discipline is fair and consistent. SLCPD should review the current discipline practice and ensure that it is fair and impartial. Utilizing a discipline matrix where applicable could help ensure that discipline is consistent and would also bring transparency to the members of the agency in regard to these matters.

Alternative Forms of Discipline

SLCPD retrains officers for certain actions, versus solely focusing on punishment when an officer is disciplined. Members of the organization stated that there has been an increase in the use of training in some of these cases and it has been well received.

Civilian Review Board

It should be noted that the use of a Civilian Review Board (CRB) is one way an agency can try to bridge the gap with the community that they represent. The Salt Lake City CRB is comprised of one investigator and eight board members, who are civilians and not affiliated with the agency. The SLCPD sends the CRB all their IA cases. The CRB is also invited to attend IA investigator interviews. The members of the CRB are chosen by the mayor. The CRB chooses which cases they want to review and can make non-binding recommendations to the chief.

CHAPTER XI – TECHNOLOGY REVIEW

SECTION I - INFORMATION TECHNOLOGY

The IACP on-site review found that the SLCPD information and technology (IT) lines of business are highly de-centralized throughout the organization. Interviews of incumbents assigned technology project management duties revealed that the department has historically leveraged the technology skills of many talented sworn and civilian personnel in non-technology job classes. When organizations use ad hoc solutions to accomplish new lines of IT business requirements taxing their internal talent from other core job responsibilities without establishing affixed lines of business through human resource investments, the end goal will never realize the needed success and sustainability as technologies change. As these ad hoc employees move to other career assignments and eventually fall prey to attrition factors (i.e. retirement), the organization will suffer knowledge gaps, and this will have a major impact on the ability of the organization to sustain current IT systems and/or migrate to new systems.

To understand the impact of technology on modern policing one only need to view the cockpit of the patrol cruiser. Currently the SLCPD officer/cruiser needs the following support:

- o Mobile Data Terminal (MDT)
- o Radio
- o In car video
- o Body worn camera
- o Smart phone
- o Cruiser maintenance to support IT

Almost all these technologies are managed by different SME's who are currently responsible for these items as ad hoc tasks and assigned to multiple units.

IACP recommends the development of an internal IT unit/division whose objective is to manage all of the organization's IT infrastructure.

To fully implement this recommendation there are a number of steps or sub-recommendations that should be undertaken.

- The SLCPD must inventory all IT projects, products, and next generation planning functions which are affixed to employees and contractors to understand the current "ghost unit" running its IT infrastructure. Additionally, how many of the IT lines of business are supported by other City agencies (are these necessary, can they be reassigned, etc.)?
- Inventory all products that require maintenance and systems management.
- How many of the products and systems are currently duplications of efforts?
- Can a new IT bid create smarter technology to reduce workload on human resources (reduce labor force needed for new IT Division)?
- Ask how to right-size job function assignments to individual civilian SME's whom are full time employees (FTE's)?
- How many functions currently being performed are outdated and/or unrelated and no longer needed? (i.e. can a new software program rid a human resource function?)

The SLCPD must understand the needs of its end user/consumer of all IT products which are its employees. Patrol officers must safely operate IT systems in an environment that keeps their "head up" so they can safely operate to identify all safety threats to them (traffic conditions, environmental hazards, and human aggressors). Additionally, IT systems in the cockpit of the cruiser must be as hands-free as possible and manual operations should be standardized to produce muscle memory in hands on operations (i.e. each cruiser built the same with IT from lights and siren to mobile data devices) to reduce distractions that can create a "heads down" syndrome which results in injuries or death.

SECTION II - Transitioning to an IT Organizational Structure that Works for the SLCPD

The current review of the SLCPD IT lines of business presents challenges to understanding the exact state of how strategically the IT infrastructure is planned and managed. The key to a successful transition to this model is **developing a strategic IT plan that will assist the senior leadership in identifying IT priorities of systems needed to control, own, and manage, and eventually justify the staffing needed to stand up an Information & Technology Unit.**

SLCPD must inventory all lines of business (LOB) for its current IT support. This includes identifying all human resources that have task assignments either full-time, part-time, and/or as ad hoc tasks to their existing assignment (i.e. a patrol lieutenant whom may manage a program in addition to his/her patrol duties). Once all lines of IT business are identified and an inventory of human resources (staff) assigned to each LOB, the functions should be categorized into the following law enforcement IT best practice categories in order to start to build an organizational infrastructure that ensures streamlined efficiencies to reduce the need for duplication of human resource capital:

- IT Infrastructure Division
- Networks
- Communication Devises (radio, MDT, smart phones, etc.)
- Hardware (in-car video, BWC, GPS, etc.)
- IT Applications Division
  o RMS
  o Data
  o GIS
  o Web
  o Business processes

Staffing Considerations

The following depict best practices in law enforcement for the core of IT unit leadership positions and organizational placement:

  o The Deputy Chief of Police for the Administrative Bureau of the agency should have command of the IT unit/ division.
  o The SLCPD IT Unit Director should be a civilian employee with law enforcement knowledge, skills, abilities (KSA's), and proven leadership in a para-military organization. The IT Unit Director should have an equity alignment with the city positions. This position should be a direct report to the administrative deputy chief of police.
  o The Assistant Director should be a sworn executive officer who possesses similar IT KSA's as the Director (if possible).

- o The IT Unit should contain a mix of sworn and civilian employees. However, great care must be taken to ensure police officers are not doing highly skilled IT infrastructure work (i.e. Network Analyst). Although sworn officers can perform IT operational equipment management, the sworn presence should lend operational field knowledge to the civilian staff as the unit explores strategic IT needs.
- o During the interviews of SLCPD several recommendations were made to move Fleet Management toward a model similar to the IT Unit concept.
    - o The SLCPD leadership should further develop this suggestion with city leadership as the unique challenges in the city over fleet management may make this suggestion a very feasible reality that will save on efficiencies and staffing challenges that currently exist.

The review of current IT management in the SLCPD demonstrates that many of the functions of the proposed Unit are performed by various personnel in different units and divisions. Therefore, the creation of a stand-alone IT Unit can leverage staffing through abolishing and establishing positions throughout the agency. The SLCPD should not continue to rely on an IT infrastructure that is managed and planned by an ad hoc-non-standing unit.

CHAPTER XII – CONCLUSION

The analysis of the Salt Lake City Police Department by IACP suggests that leaders are consciously engaged in running the department in a progressive and positive manner and that those within the organization, from command to line staff, take great pride in providing exemplary service to the public. Salt Lake City Police Department is a full-service, community-oriented police agency that has worked hard to respond to increasing service demands.

In addition to the positive aspects of the work environment observed at the SLCPD, as the recommendations in this report suggest, there are opportunities for improvement. The most notable category of recommendations involves staffing. Staffing includes the hiring and retention of personnel, the use of non-sworn personnel, and the efficient scheduling and deployment of personnel, particularly of sworn staff. There is also the need to improve the use of technology, both as an internal tool for the strategic use of resources and developing operational efficiency, and as a mechanism for engaging alternative methods of incident reporting to mitigate growing staffing needs and service demands.

During this study, IACP heard from many within the agency that the department needs additional personnel. Although the department would benefit from hiring additional sworn personnel, the department would also benefit from engaging non-sworn personnel in various roles. Combined with actions and policies to reduce obligated time, these strategies will help to stabilize the service demands for personnel and will help increase the ability of staff to engage in meaningful community policing activities.

One of the important staffing aspects for the SLCPD involves establishing a new *operational minimum* level of first responders for the patrol division, which IACP has established at 317. This level, along with identified additions to the investigative units will help ensure that optimal operational levels are maintained, which will lead to the more efficient and consistent delivery of police services for the community. At the same time, there is a need to staff various non-sworn positions, which include the reallocation of personnel, and the merging of some units and responsibilities. These efforts are intended to create operational efficiency, and to most effectively utilize the resources allocated to the police department.

APPENDIX A – SUPPLEMENTAL TABLES AND FIGURES

CHAPTER I

Table A-1 below shows the popuation trends for the City of Salt Lake since 1980, with projections through 2020. The population estimates in Table A-1 show substantial growth between 1980 and 2000, with the population doubling during that period. Between 2000 and 2010, population growth slowed, with only about a 2.6% increase.

TABLE A-1: POPULATION TRENDS

	1980 Census	1990 Census	2000 Census	2010 Census	2016 ACS Est.	2020 Projected
Population	163,034	159,936	181,743	186,440	191,446	193,591
Increase		-3,098	21,807	4,697	5,006	7,151
% Change		-1.90%	13.63%	2.58%	2.69%	3.84%

Source: U.S. Census Bureau

TABLE A-2: COMMUNITY DEMOGRAPHICS

Race/Ethnicity	Total	Percent
White	139,373	72.8%
African American	4,786	2.5%
American Indian and Alaska Native	2,106	1.1%
Asian	10,721	5.6%
Native Hawaiian or Pacific Islander	3,255	1.7%
Other	31,205	16.3%
Total	**191,446**	

Hispanic or Latino	41,352	21.6%
Not Hispanic or Latino	124,440	65.0%

Source: U.S. Census Bureau

In addition to examining general population numbers, it is also important to consider the demographics of the community. Table A-2 above shows the demographic breakdown of the City of Salt Lake, based on the 2010 census.

CRIME DATA

TABLE A-3: PART I CRIMES

Offense	2013	2014	2015	2016	2017	5 Year Average	2017 Variance from Avg.	2016- 2017 Trend
Homicide	8	8	6	15	10	9.4	1	-33.33%
Rape	141	160	190	227	309	205.4	104	36.12%
Robbery	434	463	480	520	512	481.8	30	-1.54%
Aggravated Assault	712	643	739	870	722	737.2	-15	-17.01%
Burglary	2,097	1,734	2,000	1,724	1,849	1,880.8	-32	7.25%
Larceny	12,021	13,304	14,127	13,212	12,220	12,976.8	-757	-7.51%
Auto Theft	1,761	1,626	1,991	1,742	1,692	1,762.4	-70	-2.87%
Arson	35	64	33	34	23	37.8	-15	-32.35%
Totals	**17,209**	**18,002**	**19,566**	**18,344**	**17,337**	**18,091.6**	**-755**	**-5.49%**

Source: SLCPD provided data

Part I Crimes for the SLCPD are shown below in Table A-3, for the five-year period from 2013 to 2017.

TABLE A-4: PART II CRIMES

Incident Description	2014	2015	2016	2017	Avg.	2016-2017 Trend
Other Assaults	3708	3946	4027	3523	3785	-12.5%
Forgery/Counterfeiting	522	506	650	616	538.8	-5.2%
Fraud	1506	1723	1756	1910	1637	8.7%
Embezzlement	15	13	15	11	13.6	-26.7%
Stolen Property	151	182	149	192	164.4	28.9%
Vandalism	3026	3101	2816	2678	2868.6	-4.9%
Weapons	297	313	301	307	292.6	1.99%
Prostitution	149	155	172	342	179	98.8%
Sex Offenses	226	248	224	206	226.8	-8.04%
Drug Abuse	2620	2852	4009	4014	3055.4	.12%
Gambling	0	5	5	13	4.6	160%
Family Offenses	664	674	707	546	657	-22.8%
Driving under the Influence	668	584	524	531	600.6%	1.34%
Liquor Law Violations	846	393	379	359	663	-5.28%
Drunkenness	1173	996	1158	1001	1087.2	-13.6%
Disorderly Conduct	586	530	435	453	549.4	4.14%
All Other Offenses	9882	11326	9898	10588	10115.8	6.97%
Curfew/loitering	7	4	8	8	7.4	0
Runaway	361	360	395	402	369.6	1.8%
Totals	**26407**	**27911**	**27628**	**27700**	**26815**	**.26%**

Source: SLCPD provided data

Table A-4 reflect the Part II (less serious) crimes for Salt Lake over the same five-year period. In analyzing the data, there is relative consistency from year to year in the number and frequency of the Part II crimes listed. There are various categories of Part II crimes shown that appear to reflect substantial percentage changes. The data shows a significant increase in the number of drug/narcotics charges in 2016 and 2017, this likely is connected to increased enforcement efforts such as Operation Rio Grande. Another area that has trended upward involves prostitution cases. The trend from 2014 to 2017 showed a 98.8% increase in volume. Data tends to indicate the impact of increased enforcement and investigations in this area.

Finally, the number of Sex Offenses, has decreased by 8% over the reporting five years. This is interesting, because the reductions in this category in Table A-4, seem to run counter to increases in the rape category of Table A-3. During this period the UCR guidelines changed somewhat regarding the reporting of rape cases, and the variations in these categories between Part I and Part II crimes may simply be the result of a change in reporting, not a shift in the number of actual incidents.

These numbers are down overall from 2013 to 2017, except for prostitution. The increased numbers are likely a result of increased enforcement efforts by SLCPD.

QUALTY OF LIFE

TABLE A-5: QUALITY OF LIFE STATISTICS

Crime Type	2013	2014	2015	2016	2017	5 Year Avg.	Variance	2016-2017 Trend
Destruction/Vandalism	2,722	3,026	3,101	2,816	2,678	2,869	-191	-4.90%
Prostitution	77	149	155	172	342	179	163	98.84%
Drug/Narcotic Offenses	1,782	2,620	2,852	4,009	4,014	3,055	959	0.12%
Gambling			5	5	13	5	8	160%
Disorderly Conduct	743	586	530	534	453	549	-96	4.14%
DUI	696	668	584	524	531	601	-70	1.34%
Drunkenness	1,108	1,173	996	1,158	1,001	1,087	-86	-13.56%
Liquor Law Violations	1,338	846	393	379	359	663	-304	-5.28%
Totals	**8,466**	**9,068**	**8,616**	**9,498**	**9,391**	**9,008**	**383**	**-1.13%**

Source: SLCPD provided data

CALLS FOR SERVICE (CFS)

TABLE A-6: CALLS BY BEAT - COMMUNITY

Beat	Community	Calls per Day
111	3,531	9.7
112	4,523	12.4
113	4,777	13.1
121	1,289	3.5
122	733	2.0
123	639	1.8
124	1,040	2.8
131	2,993	8.2
132	5,953	16.3
133	3,916	10.7
134	2,631	7.2
135	3,537	9.7
163	1,196	3.3
211	2,312	6.3
212	2,296	6.3
213	1,900	5.2
214	3,614	9.9
231	3,917	10.7
232	7,807	21.4
233	3,467	9.5
234	3,373	9.2
251	2,043	5.6
252	4,524	12.4
253	1,882	5.2
Totals	**73,893**	**202.4**

Source: Salt Lake City PDD CAD data

CHAPTER III

TABLE A-7: SURVEY RESPONDENT PROFILE

Unit Assignment	Total
Executive and Command Staff, Sworn	29
Non-Sworn Supervisor or Manager	17
Other Non-Sworn Personnel	94
Patrol - Sworn Officer	178
Investigations Division - Sworn	91
Specialty Division or Assignment - Sworn	126

Rank/Title	Total
Lieutenant and Above	28
Sergeant	51
Sworn Officer	346
Civilian Non-Supervisor	94
Civilian Supervisor	16

Years of Service	Total	In-Rank
0-4 Years	161	200
5-9 Years	79	106
10-14 Years	131	136
15-19 Years	61	41
More than 20 Years	103	52

Age	Total
21-29	45
30-39	217
40-49	193
50 or over	80

Education	Total
High School	74
Associate Degree	58
Less than 4 Yr. Degree	170
Bachelor's Degree	161
Some Graduate Work	26
Graduate Degree	46

Race	Total
African American	2
Hispanic	36
White	443
Asian	9
Multi-Race	21
Other	24

Gender	Total
Male	431
Female	104

Source: Salt Lake City PD culture survey results

TABLE A-8: SURVEY RESULTS

Survey Category	Average
Command	3.04
Leadership	2.68
First Line Supervisor	4.01
Trust and Ethics	3.08
Fairness	2.79
Communication	3.02
Training	3.13
Policies	3.74
Accountability	2.71
Equipment	3.29
Technology	3.15
Job Satisfaction	3.76
Work Volume	3.10
Job Safety	3.62
Valuing Diversity	3.76
Pay and Benefits	2.28
Community Needs and Problem Solving	3.31
Community Policing/Engagement	3.14
Patrol Staffing and Schedule	2.22
Investigations Staffing and Schedule	3.05
Org. Climate Standards	3.75
Org. Climate Responsibility	3.18
Org. Climate Warmth and Support	3.93
Org. Climate Clarity/Goals	3.50
Org. Climate Conformity	2.57
Org. Climate Rewards	2.50

Source: Salt Lake City PD culture survey results

CHAPTER IV

TABLE A-9: TRAFFIC CRASHES

Call Type	Time Spent	# of Incidents
Traffic - Accident W/City Equipment	16:11:11	3
Traffic - Non-Reportable Accident	16:56:18	7
Traffic - Officer Involved Accident	7:03:06	4
Traffic - Reportable Accident	4:39:37	3
Traffic Accident	2723:03:35	663
Traffic Accident - (Investigation)	551:09:42	157
Traffic Accident - Investigation - Block/Slow Traffic	31:52:40	6
Traffic Accident - Investigation - Impaired	34:55:48	3
Traffic Accident - No Injuries	5912:36:46	1,684
Traffic Accident - No Injury - Aggression	18:12:00	6
Traffic Accident - No Injury - Block/Slow Traffic	1985:57:58	342
Traffic Accident - No Injury - Continued Hazard	68:34:15	4
Traffic Accident - No Injury - Damage Govt Prop	36:29:12	7
Traffic Accident - No Injury - Impaired	25:11:33	3
Traffic Accident - Unknown Injuries	1355:53:14	153
Traffic Accident - Unknown Injuries - Block/Slow Traffic	466:00:06	47
Traffic Accident - Unknown Injuries - Cont Hazard	24:45:52	1
Traffic Accident - Unknown Injury -Damage to Roadway	1:42:40	1
Traffic Accident with Injury Blocking/Slowing Traffic	233:04:50	20
Traffic Accident with Injuries – Damage to Roadside	60:59:31	1
Traffic Accident/Officer Involved	596:23:10	38
Total	**14,171:55**	**3,152**

Source: SLCPD CAD Data

CHAPTER V

Table A-10 breaks down community-initiated CFS in the three categories displayed in Table A-11, showing the top five most frequent CFS within each category. The most common criminal incidents are trespassing both large and small groups accounting for almost 25% of the total response volume. In looking at the service category, suspicious persons, circumstances and 911 hang-ups account welfare checks and citizen assists comprise 28.4% of workload demands. The low percentage associated with each of these top categories, suggests a diverse range of service needs.

TABLE A-10: TOP FIVE CALLS BY CATEGORY – FREQUENCY (COMMUNITY-INITIATED)

Offense	Count of CFS	Pct. of Total
Crime		
Trespassing/Unwanted – Large Group	5,224	12.8%
Trespassing/Unwanted -Individual/Small group	4,899	12.0%
Escape – Warrants all in state	3,628	8.9%
Domestic Disturbance/Physical	1,583	3.9%
Drug Problem	1,471	3.6%
Crime Sub-Total	**16,805**	**41.1%**
Service		
Suspicious person	3,926	9.6%
Cell 911 hang-up – send any mobile watch if avail	3,902	9.6%
Miscellaneous- non-urgent	2,636	6.5%
911 hang-up	1,989	4.9%
Suspicious circumstances	1,807	4.4%
Service Subtotal	**14,206**	**34.9%**
Traffic		
Towing	4,854	11.9%
Traffic accident – no injuries	2,109	5.2%
Traffic accident w/injury	1,546	3.8%
Traffic accident	831	2.0%
Traffic accident – no injury- block/slow traffic	443	1.1%
Traffic Subtotal	**9,783**	**23.9%**
Community Initiated Total	**40,848**	**100%**

Source: SLCPD Data

Table A-11 below breaks down officer-initiated and all other CFS sources in the three categories displayed in Table A-10 above, showing the top five most frequent CFS within each category. Within the service category the hold log accounts for almost 42% of the volume. This mirrors on-site observations indicating that it is a common practice to hold calls in a pending status until patrol units become available.

As expected, traffic stops take up the largest portion of officer-initiated activity and are responsible for more than 32% of that overall volume.

TABLE A-11: TOP FIVE CALLS BY CATEGORY – FREQUENCY (OFFICER-INITIATED AND ALL OTHER)

Offense	Count of CFS	Pct. of Total
Crime		
Man down	2,361	2.4%
Theft/larceny investigation	2,357	2.4%
Theft investigation	2,304	2.4%
Vehicle theft investigation	2,196	2.2%
Fraud/forgery investigation	2,007	2.0%
Crime Subtotal	**11,225**	**11.5%**
Service		
Hold log	40,761	41.6%
Misc. busy status	8,448	8.6%
Agency assist	7,346	7.5%
Hold log transfer	5,686	5.8%
Attempt to locate/Bolo	3,941	4.0%
Service Subtotal	**66,182**	**67.6%**
Traffic		
Traffic stop	31,521	32.2%
Traffic accident (investigation)	2,05	0.2%
Traffic violation (Complaint investigation)	26	0
Traffic violation/complaint/hazard/referral	12	0
Traffic accident-investigation-block/slow traffic	10	0
Traffic Subtotal	**31,774**	**32.4%**
Officer Initiated Total	**97,956**	**100%**

Source: SLCPD Data

The time spent by officers on community-initiated activity for the top five event types is provided in Table A-12 below. These top five crime activities represent 21% of the volume, consuming 53,793 hours. Within the traffic category, traffic stops account for 43% of the activity, consuming 110,920 hours. What is interesting in the service category is that the hold log accounted for more than 41% of the number of incidents but doesn't not make it into the top 5 when time consumed is measured, indicating that while the aggregate numbers are significant, the actual time spent has far less effect on department operations.

TABLE A-12: TOP FIVE CALLS BY CATEGORY – TIME SPENT

	Hours on CFS	Pct. of Total
Crime		
Trespassing/unwanted-large group	12094:41	4.7%
Theft investigation	11857:23	4.6%
Domestic disturbance-physical	11574	4.5%
Trespassing/unwanted – individual/small group	10950:29	4.3%
Theft/larceny suspect detained	7316:40	2.9%
Crime Subtotal	**53793:16**	**21%**
Service		
Agency assist	24661	9.6%
Misc. busy status	24613:50	9.6%
Suspicious vehicle unoccupied	8321:28	3.2%
Suspicious person	8170:39	3.2%
Cell 911 hang-up – send any mobile watch if avail	4084	1.6%
Service Subtotal	**69851**	**27.3%**
Traffic		
Traffic stop	110920	43.3%
Traffic incident w/injury	10955:46	4.3%
Traffic accident no injuries	5912:36	2.3%
Traffic accident	2723:03	1.1%
Traffic accident no injury – block/slow traffic	1985:57	0.8%
Traffic Subtotal	**132497:26**	**51.7%**
Total Time Spent	**256141:43**	**100%**

Source: SLCPD Data

In Table A-13 below, the data is displayed, based on the percentage of overall CFS volume, by hour of the day. The CFS data in Table A-13 has been separated into three segments, which cover the hours of 0600-1400, 1400-2200, and from 2200-0600.

TABLE A-13: COMMUNITY-INITIATED CFS BY HOUR BY PERCENT (SHIFT CONFIGURATION)

Hour	CFS	Percent	
0600	1,497	1.99%	
0700	2,192	2.9%	
0800	2,900	3.85%	
0900	3,340	4.4%	**33.7%**
1000	3,541	4.7%	
1100	3,811	5.06%	
1200	4,006	5.3%	
1300	4,145	5.5%	
1400	4,170	5.54%	
1500	4,342	5.77%	
1600	4,112	5.46%	
1700	4,121	5.47%	
1800	3,950	5.35%	**43.04%**
1900	3,842	5.1%	
2000	3,882	5.15%	
2100	3,854	5.2%	
2200	3,917	5.2%	
2300	3,307	4.39%	
0000	2,682	3.56%	
0100	2,194	2.9%	
0200	1,750	2.3%	**23%**
0300	1,390	1.84%	
0400	1,220	1.62%	
0500	1,117	1.48%	
Total	**75,282**		

Source: SLCPD CAD data

In keeping with contemporary policing standards, multiple responses of three or more units are typically limited to calls of a serious nature. In looking at the data in Table A-14, it was noted that all the categories listed appear to be serious enough to warrant the response of multiple personnel, and these categories are consistent with profession-wide practices.

TABLE A-14: CALL TYPES AVERAGING MORE THAN THREE RESPONDING UNITS

Event Type	No. of Incidents	No. of Units	Avg. No. of Units
Verbal Altercation Small Group W/ Gun	4	64	16.00
Distraction Burglary W/ Gun	1	11	11.00
Traffic Accident with Injuries - Damage to Road	1	11	11.00
Physical Altercation Investigation W/ Knife	1	8	8.00
Shooting	4	32	8.00
Traffic Accident - Unknown Injuries - Cont. Hazard	1	8	8.00
Stabbing Investigation	5	38	7.60
Robbery Just Occurred	16	116	7.25
Car Jacking Just Occurred	1	7	7.00
Shots Fired Suspect Seen	5	33	6.60
Shots Fired Just Occurred	15	98	6.53
Robbery in Progress	5	30	6.00
Sexual Assault on Child W/ Knife	1	6	6.00
Suspicious Death W/ Gun	1	6	6.00
Robbery Investigation	72	420	5.83
Weapons Incident	2	11	5.50
Harassment Investigation with Other Weapon	1	5	5.00
Missing Person (At Risk) with Knife	2	10	5.00
Stabbing Just Occurred	1	5	5.00
Verbal Altercation Large Group with Other Weapon	1	5	5.00
Kidnap Investigation	25	122	4.88
Hit and Run/Injuries Involved	10	46	4.60
Distraction Burglary with Other Weapon	2	9	4.50
Physical (Fight) with Gun	4	18	4.50
Car Jacking Investigation	13	56	4.31
Burglary	4	17	4.25
Burglary In Progress	189	782	4.14
Distraction Burglary	75	304	4.05
Car Jacking In Progress	1	4	4.00
Carjacking - Investigation W/ Gun	1	4	4.00
Domestic Disturbance/Verbal with Gun	9	36	4.00
Domestic Disturbance/Verbal with Club	4	16	4.00
Domestic/Physical Investigation with Other Weapon	1	4	4.00

Drugs - Sale with Gun	1	4	4.00
Dui Investigation	3	12	4.00
Hit and Run - Investigation – Aggression	1	4	4.00
Hit and Run - Investigation - Continued Hazard	1	4	4.00
Hit and Run - No Injury - Continued Hazard	1	4	4.00
Mental Disorder – Non-Violent with Club	1	4	4.00
Robbery - Personal - Investigation W/ Club	3	12	4.00
Traffic Accident - Unknown Injury -Damage to Roadway	1	4	4.00
Expected Death	43	171	3.98
Domestic Disturbance/Physical W/ Knife	57	224	3.93
Physical (Fight) W/ Club	25	96	3.84
Suspicious Death	21	80	3.81
Verbal Altercation Large Group	21	80	3.81
Domestic Disturbance/Verbal W/ Knife	20	74	3.70
Physical (Fight) W/ Knife	23	85	3.70
Robbery – Business	3	11	3.67
Verbal Altercation Small Group W/ Knife	6	22	3.67
Wanted Person W/ Gun	6	22	3.67
Dangerous Animal	14	51	3.64
Physical (Fight) Small Group W/ Club	11	40	3.64
Burglary Investigation	599	2174	3.63
Physical (Fight) with Other Weapon	20	72	3.60
Suspicious Circumstances W/ Knife	5	18	3.60
Domestic Disturbance/Physical with Other Weapon	25	89	3.56
Dangerous Animal Investigation	4	14	3.50
Domestic Disturbance/Verbal with Other Weapon	4	14	3.50
Homicide - Free Text	4	14	3.50
Robbery - Business – Investigation	4	14	3.50
Traffic Accident/Officer Involved	45	157	3.49
Trespassing/Unwanted - Ind/Small Group – with Other	19	66	3.47
Fight	65	225	3.46
Rape In Progress	14	48	3.43
Pursuit	24	82	3.42
Physical (Fight) Small Group W/ Gun	13	44	3.38
Verbal Altercation Small Group W/ Club	8	27	3.38
Check The Welfare - Urgent - W/ Knife	6	20	3.33
Traffic Accident - Investigation – Impaired	3	10	3.33
Traffic Accident - No Injury - Continued Hazard	6	20	3.33
Weapons Incident Investigation W/ Knife	6	20	3.33

Traffic Accident W/ Injury Blocking/Slowing Traffic	22	73	3.32
Sudden Death	197	653	3.31
Shots Fired - Heard Only W/ Gun	362	1191	3.29
Trespassing/Unwanted - Ind/Small Group W/ Knife	20	65	3.25
Domestic Disturbance/Physical W/ Club	18	58	3.22
Suspicious Circumstances with Other Weapon	9	28	3.11
Burglary Just Occurred	65	195	3.00
Deliver Message	1	3	3.00
Distraction Burglary W/ Knife	1	3	3.00
Domestic/Physical Investigation with Gun	1	3	3.00
Molest In Progress	2	6	3.00
Nuisance W/ Club	1	3	3.00
Nuisance W/ Other Weapons	2	6	3.00
Physical (Fight) Small Group W/ Knife	6	18	3.00
Physical Altercation Investigation W/ Club	1	3	3.00
Pub Ord - Death Attended	1	3	3.00
Robbery - Street Id Weapon	1	3	3.00
Suicide - Attempt Investigation with Knife	1	3	3.00
Suicide - Threats Investigation with Gun	2	6	3.00
Suspicious Circumstances Investigation W/ Gun	2	6	3.00
Suspicious Person Investigation with Other Weapon	1	3	3.00
Threat Investigation with Gun	2	6	3.00
Threat Investigation W/ Knife	1	3	3.00
Traffic Accident - No Injury – Impaired	3	9	3.00
Trespassing/Unwanted Investigation with Other Weapon	1	3	3.00
Trespassing/Unwanted - Large Group with Gun	7	21	3.00
Verbal Altercation Large Group with Gun	2	6	3.00
Wanted Vehicle with Gun	1	3	3.00

Source: SLCPD CAD Data

CHAPTER VI

Table A-16 compares SLCPD Data with national data. This reflects case closure expectations, in other words what is the optimum expected case closure timeline. Data from SLCPD in general terms reflects similar data to that obtained from other study agencies and from the national survey.

TABLE A-16: SELF-REPORTED CASE CLOSURE EXPECTATIONS

Optimal	SLCPD	IACP	Natl.
Case Closure Timeline	**0-30**	**0-30**	**Pct.**
Serious Persons	32.69%	33.45%	52.02%
Other Persons	32.61%	26.34%	37.78%
Property Crimes	39.66%	23.86%	28.08%
Fraud/Financial	32.56%	15.64%	17.16%

Optimal	SLCPD	IACP	Natl.	SLCPD	IACP	Nat'l	Total Natl.
Case Closure Timeline	**61-90**	**61-90**	**Pct.**	**Over 90**	**Over 90**	**Pct.**	**Responses**
Serious Persons	25.00%	27.11%	12.47%	19.23%	13.72%	14.11%	794
Other Persons	28.26%	23.76%	15.35%	4.35%	5.99%	7.34%	749
Property Crimes	18.97%	24.35%	21.32%	3.45%	3.88%	10.60%	755
Fraud/Financial	25.58%	36.81%	27.84%	16.28%	9.73%	23.65%	740

Source: Investigations Survey Data and IACP recent
studies

In looking at the data provided in Table A-16 above, the investigators from the SLCPD identified case closure expectations of 0-30 days in most instances. This is consistent with their policy, which suggests closure and filing of supplemental reports within 30 days of activation.

Based on the data in Table A-17 below, the average number of days a case is active, across all of the investigation units, is 30.44 days. Even when looking at each of the units individually, the longest average case duration is roughly 82 days (larceny squad) and the shortest is 12 days (sex crimes).

TABLE A-17: INVESTIGATION DURATION BY CATEGORY

Squad/Unit	Average # of Days
Auto Theft	14.4
Domestic Violence Squad	22.3
Financial Crimes Squad	44.1
Homicide Squad	13.1
Larceny Squad	82.0
Metro Narcs/DEA	39.7
Metro/SL Gangs	25.8
Organized Crime	34.3
Property Crimes (East)	15.8
Property Crimes (West)	13.9
Robbery Squad	31.0
Sex Crimes	12.8
Special Detail Crime Unit	40.0
Special Victims Unit	37.0

Source: SLCPD Data

APPENDIX B – PATROL SCHEDULE STUDY

INTRODUCTION

The Salt Lake City Police Department requested that IACP assist in examing the current work schedule and identify issues, concerns, and shortcomings in the current patrol schedule. This component of the project did not include a schedule re-design and/or implementation of a new work schedule. Rather IACP assisted SLCPD staff in evlauting alternate work schedules.

Ever since the earliest police forces were established, the schedules and hours that police officers work have been an issue of concern to officers and chiefs. Of significant concern has been issues of safety, health, performance, quality of life, fatigue, and efficiency. Originally, police departments relied on a five-day, eight-hour scheduling framework with three standard shifts (day, evening, midnight) in each twenty-four-hour period. However, since the 1970s, law enforcement agencies have adopted alternate schedule configurations. Compressed work week schedules (CWWs), in which the work week is shortened, and the length of the day is extended, have been popularized in the last several decades in many professions, including policing.

SLCPD's current patrol shift schedule involves a compressed work week involving a 4/3 10-hour schedule. Each time period/shift, (day, evening, and midnight) has three shifts per district (Pioneer and Liberty), for a total of nine shifts at each patrol district. Each shift has its own sergeant and the sergeant reports to the lieutenant (watch commander) who has the most common work days with the shift. Shifts are bid by trimester so there is a different roster every trimester for each district. Officers have permanent days off that vary per district; there is no common work day where all patrol officers are working in each district or city wide. In the Liberty District, most officers work on Thursdays, Fridays, and Saturdays. At the Pioneer District most officers work on Mondays, Wednesdays, and Fridays. A concern heard during the onsite interviews was that officers with less seniority did not get weekends off thus causing issues in family life. Because of staffing shortages, annual leave can be challenging to use for weekends and this tends to result in potential sick leave abuse. **SLCPD should analyze sick leave usage to determine if a lack of weekends off has led to disproportionate use of sick leave.**

METHODOLOGY

The Salt Lake City Police Department established a working group comprised of members from variuos ranks and units from within the department. IACP provided training to the group on schedule components to include:

- Maximize coverage during periods of greatest need
    - Ensure appropriate staffing of all beats
    - Include supplemental staff to manage multiple CFS occurring in one beat and to assist with emergency/priority CFS
    - Eliminate peaks and valleys in scheduling
- Inclusion of additional work schedules, as the workforce grows on a temporary or long-term basis such as SROs during summer breaks
- Flexibility to allow for vacations, individual training, and sick leave
- Reduce/eliminate vvertime
- Schedules must conform to the requirements of the Fair Labor Standards Act (FLSA)

Additionally, IACP analyzed data supplied by SLCPD to determine:

- Temporal (time of day and day of week) Calls for Service Distribution
- Officer availability (actual officer availablity)

RESEARCH

21st century policing agencies recognize the importance of shift schedules and the impact that work time has on officer wellness and safety and that it is critical to the officer, their colleagues, and their agencies, as well as to public safety. An officer whose capabilities, judgment, and behavior are adversely affected by poor physical or psychological health not only may be of little use to the community he or she serves but also may be a danger to the community and to other officers.

> 6.3 recommendation: **The U.S. Department of Justice should encourage and assist departments in the implementation of scientifically supported shift lengths by law enforcement.**
>
> It has been established in significant bodies of research that long shifts can cause fatigue, stress, and decreased ability to concentrate that can lead to more serious consequences. Fatigue and stress undermine not only the immune system but also the ability to work at full capacity, make decisions, and maintain emotional equilibrium. Though long shifts are understandable in the case of emergencies, as a standard practice they can lead to poor morale, poor job performance, irritability, and errors in judgment that can have serious, even deadly, consequences.

Additionally, policing requires alert, well-rested officers who engage their communities in positive ways, and there may be things agencies can do to help reduce fatigue, improve officers' quality of life at work, and more efficiently allocate resources.

Law enforcement agencies can use scheduling practices to improve efficiency and cost effectiveness, while at the same time improving the quality of life and health of their officers. Ultimately these improvements are likely to result in long run cost reductions as well (reduced sick leave, health-related problems, accidents and injuries, etc.), not to mention monetary savings from overtime paid. Reduced overtime saves money in the short run and is likely to contribute to longer-term reductions in health care costs and increased safety.

Rotating shifts, long work periods, and disrupted sleep patterns have long been known to have negative effects on health. A study in the Journal of the Amercian Medical Association (JAMA) describes these effects:

> This study involved over 5,000 police officers and found that just over 40 percent of police officers screened positive for sleep disorders - almost double the 15 to 20 percent estimated rate of sleep disorders in the general population. According to the researchers, excessive sleepiness is common among police officers, whether they have sleep disorders or not. In fact, almost half of all participants (46 percent) reported having fallen asleep while driving. Approximately one-quarter (26 percent) reported that this occurs one to two times per month. [22]

This study also looked at the impact of fatigue and sleep issues on officers' performance:

> Officers with sleep disorders had a higher risk of falling asleep while driving, committing an error or safety violation attributable to fatigue, and experiencing uncontrolled anger towards a suspect. These officers were also more likely to report committing a serious administrative error and had a higher rate of absenteeism than those without sleep disorders. [23]

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[22] Barger, Laura K., Lockley, Steven W., et al. Sleep Disorders, Health, and Safety in Police Officers. *Journal of American Medical Associatio*n. December 21, 2011.

[23] Ibid.

While some agencies have maintained the traditional five day, 40-hour week, a recent survey showed a trend away from this schedule. In 2005, 40 percent of agencies reported running 8-hour shifts, but by 2009, that number had dropped to 29 percent. Although some law enforcement agencies still rely on 8-hour schedules, more and more agencies are using compressed work week schedules (CWW) as a viable alternative as it is likely to address staffing shortages, and improve officers' reported quality of work life, while increasing the hours officers sleep and reducing overtime costs.

However, CWW's benefits are at a cost. Schedules that include four-on followed by four-off actually result in less overall hours worked in a year, and as a result, increase agency costs when considering overall hours worked. A fixed four-on, three-off schedule eliminates that concern, although it can create periods in which there are more officers than necessary. Therefore, agencies must take into consideration peak demand periods, when increased staff is needed. Many agencies have considered reducing shifts to just two per day, requiring 12-hour shifts, as a strategy to improve efficiency and cut costs. However, the purported cost savings may not be worth it if increased fatigue is the result.

Another important consideration is the extent to which various individuals can cope with schedule changes, such as longer days and the potential health outcomes. Past research has indicated that age or certain health conditions may influence resiliency and coping with longer work hours. As a result, any scheduling strategy should include a consideration of policies on maximum hours worked per shift and per week inclusive of both overtime and off-duty employment.

In 2011, the Police Foundation published a report outlining the results of an experiment its researchers conducted in Arlington, Texas, and Detroit, Michigan, police departments. This study demonstrated that officers who worked four 10-hour days followed by three days off averaged significantly more sleep than those working 8-hour shifts—gaining nearly 185 hours of sleep (the equivalent of 23 additional nights annually). In addition, these officers worked 80 percent less overtime on the job, potentially resulting in a cost savings to the department and a potential cost savings in terms of improved health possibly due to the increase in hours slept.[24]

This study of shift length provides important information for law enforcement leaders (management and union), as well as other policy makers, to consider when examining the most efficient and effective practices in their agencies. The key findings from this study are as follows:

- *Ten-hour shifts have advantages over 8-hour shifts.*
    - Ten-hour shifts appear to offer some advantages over 8-hour shifts, both individually and organizationally, with no noted disadvantages. For example, those officers working 10-hour shifts receive significantly more sleep per night (over half an hour) than those on 8-hour shifts and had a significantly higher quality of work life. Also, those on 10-hour shifts worked the least amount of overtime of the three groups, potentially resulting in cost savings.
- *The benefits of 10-hour shifts do not extend to 12-hour shifts.*
    - Although it may be expected that some advantages associated with 10-hour shifts would also carry over to those on 12-hour shifts, that was not found in this study. For example, while those on 10-hour shifts got significantly more sleep than those on 8-hour shifts, the same was not true for those on 12-hour shifts. Also, those on 10-hour shifts had a higher reported quality of work life than those on 8-hour shifts, but those on 12-hour shifts did not. While those on 12-hour shifts worked less overtime than those on 8-hour shifts, they still worked more than those on 10-hour shifts.
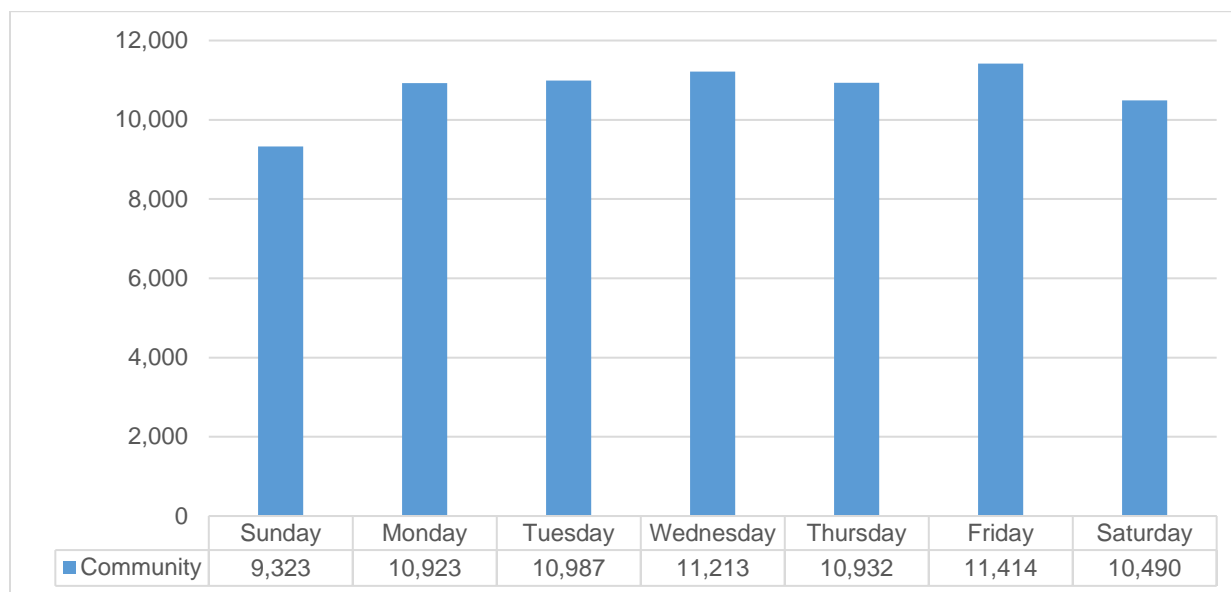
[24] Amendola, Karen L., Weisburd, David, et al. The Shift Length Experiment - What We Know About 8, 10, and 12 Hour Shifts in Policing. (2011). Retrieved from https://www.policefoundation.org/publication/shift-length-experiment/

- *Twelve-hour shifts may pose safety risks to officers and the public.*
  - o Those assigned to 12-hour shifts had significantly lower average levels of alertness at work and were sleepier than those on 8-hour shifts, something that was not true for those on 10-hour shifts.
- *Eight-hour shifts may be costlier than organizations realize.*
  - o Officers assigned to 8-hour shifts worked significantly more overtime than did those on 10- or 12-hour shifts. The study found that officers assigned to 8-hour shifts worked more than five times as much overtime per two-week period (5.75 hours) as those on 10-hour shifts (0.97 hours), and more than three times as much as those on 12-hour shifts (1.89 hours).
- *Shift length did not have a significant impact on measures of performance, safety, work-family conflict, or health.*
  - o The performance and safety measures used in the study (interpersonal interactions, shooting skills, risky driving behaviors, reaction time, fatigue, and self-initiated departmental activity) were not impacted by shift length.[25]

ANALYSIS

It is important to examine work volume patterns from a variety of perspectives. Figure B-1 below depicts the number of CFS by day of the week, showing community-initiated CFS activity. This figure presents a familiar pattern seen by IACP in past studies. There are only slight variations in the totals of citizen CFS by day of the week.

FIGURE B-1: COMMUNITY-INITIATED CALLS FOR SERVICE PERCENTAGE BY DAY OF WEEK

|	Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
■ Community	9,323	10,923	10,987	11,213	10,932	11,414	10,490

Source: SLCPD CAD Data

Based on the data in Figure B-1, Wednesdays and Fridays have the highest CFS totals (nearly identical), with Saturdays and Sundays showing the lowest CFS totals. Analysis of this data indicates that the highest concentration of officers should be Monday through Friday, with the highest daily needs on Wednesday and Friday. Based upon the staffing information provided this occurs at the Pioneer District, but not at the Liberty District.

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[25]Amendola, Karen L., Weisburd, David, et al. The Shift Length Experiment - What We Know About 8, 10, and 12 Hour Shifts in Policing. (2011). Retrieved from https://www.policefoundation.org/publication/shift-length-experiment/

**FIGURE B-2: DAILY CFS AND OFFICER DEPLOYMENT (70%)**
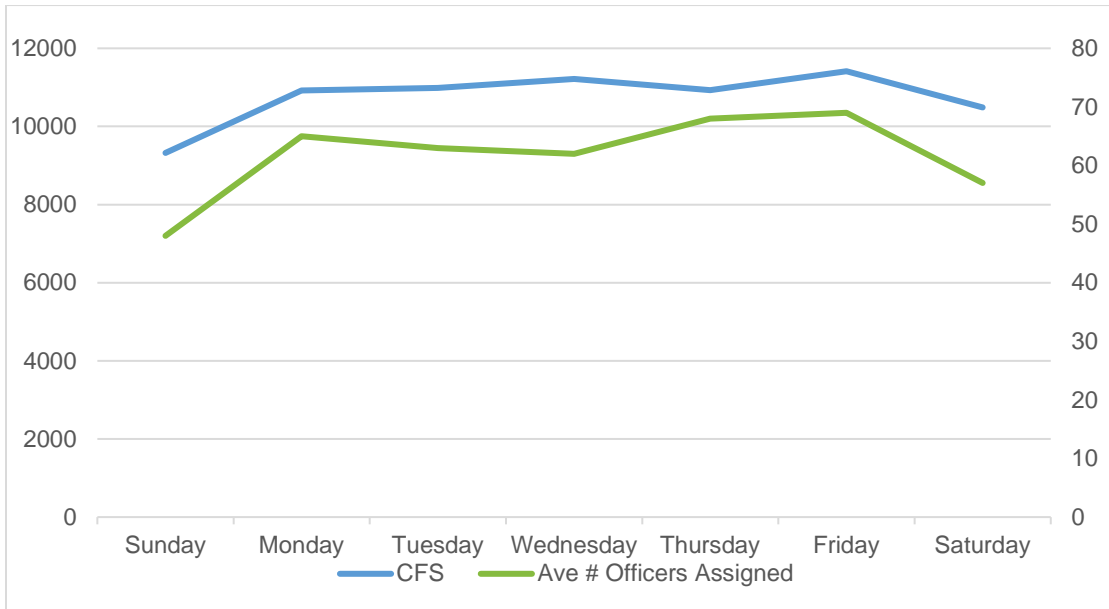
Source: SLCPD Data

Figure B-2 above reflects the CFS by day of week plotted with the average daily patrol staffing based upon 70% fill. As can be seen, SLCPD patrol deployment by day the of week mirrors the CFS data. The only variance is in the Tuesday, Wednesday and Thursday deployment; those days reflect higher percentages of CFS than the percentage of officers working those days.

Figure B-3 below shows the distribution of community initiated CFS by hour of the day. Again, this figure shows a familiar pattern of activity, with community-initiated CFS peak at around 3:00 p.m., dipping to their lowest total at about 5:00 a.m.

FIGURE B-3: CFS BY TIME OF DAY
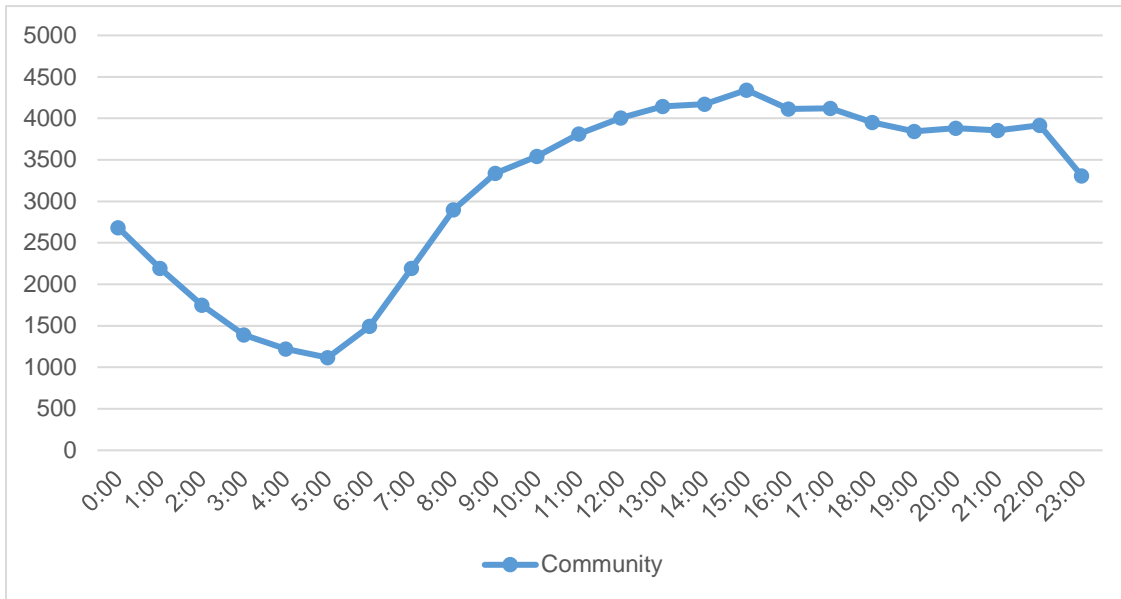
Source: SLCPD CAD Data

Figure B-4 below is a graphic comparison of CFS by time of day and both the authorized staffing levels and the 70% police staffing levels. While the analysis of staffing in the Operations and Management Study indicated that SLCPD patrol staffing was not adequate to address workload, the deployment of the staff is also an area of concern. From the period of 8:00 a.m. until 8:00 p.m. there is a significant shortfall in staffing, (the exception is from 2:00 p.m. until 5:00 p.m. when day and afternoon shifts overlap). This day shift time period is also the period most likely to be impacted by court and other administrative duties thus reducing further the number of available officers to answer CFS.

FIGURE B-4: CFS AND OFFICER DEPLOYMENT BY TIME OF DAY
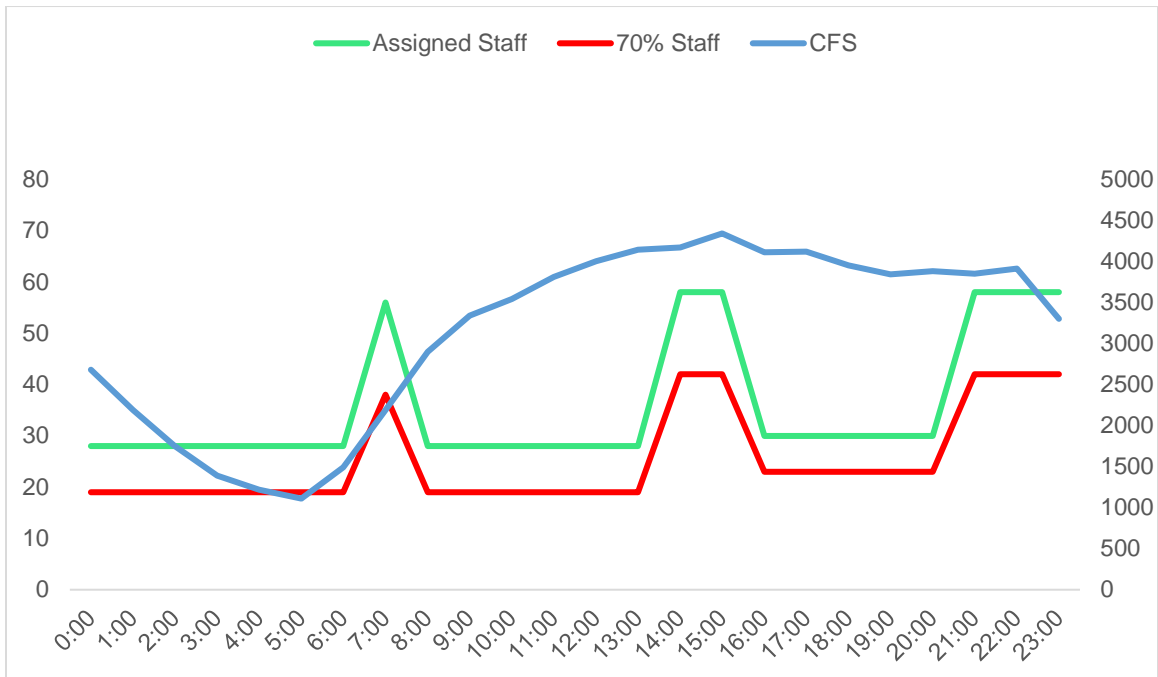
Source: SLCPD Data

One of the reasons for analyzing CFS volumes by day of the week, or hour of the day, is to look for patterns that the Department can use to analyze personnel allocations and staffing, in hopes of more efficiently deploying personnel during the times when the most activity is occurring. Although IACP recommends this type of analysis and it is considered a significant aspect of work schedule design, the volume of activity is not the sole factor to be considered in terms of the scheduling of personnel.

Analysis shows that the bulk of community-initiated CFS occur between the first and second work shifts. The data in Table 1 shows 33.7% of CFS volume occurring between 7:00 p.m. and 2:00 p.m., 43% occurring between 2:00 p.m. and 10:00 p.m., and only 23% of the CFS activity occurring between 10:00 p.m. and 6:00 a.m. Again, this is a very typical distribution of CFS activity.

TABLE B-1: COMMUNITY-INITIATED CFS BY HOUR BY PERCENT (SHIFT CONFIGURATION)

Hour	Community Initiated	Percent	
0600	1497	1.99%	
0700	2192	2.9%	
0800	2900	3.85%	
0900	3340	4.4%	**33.7%**
1000	3541	4.7%	
1100	3811	5.06%	
1200	4006	5.3%	
1300	4145	5.5%	
1400	4170	5.54%	
1500	4342	5.77%	
1600	4112	5.46%	
1700	4121	5.47%	
1800	3950	5.35%	**43.04%**
1900	3842	5.1%	
2000	3882	5.15%	
2100	3854	5.2%	
2200	3917	5.2%	
2300	3307	4.39%	
0000	2682	3.56%	
0100	2194	2.9%	
0200	1750	2.3%	**23%**
0300	1390	1.84%	
0400	1220	1.62%	
0500	1117	1.48%	

Based strictly on the percentage of CFS reflected in Table B-1 above, one might consider scheduling only 23% of the patrol staff from 10:00 p.m. to 6:00 a.m.; however, for example, CFS that occur at night often involve some of the most dangerous activities that the police must deal with, and most of these incidents require multiple personnel. For this reason, work schedule design and personnel deployments must include consideration of various operational aspects to ensure that workforce staffing, at all hours of the day, is sufficient to manage the workload and type of work that personnel will encounter and insure both officer and community safety.

IACP RECOMMENDATIONS

IACP is not making a recommendation to change the current 10-hour shift schedule. However, based on the information provided in this study, the current work schedule for the patrol divisions lacks flexibility, does not provide sufficient staffing, includes substantial overtime, and does not conform to a geographic style of personnel distribution. Accordingly, IACP recommends that SLCPD consider revising the 10-hour shift schedule to include consideration of the following areas:

- Use geographic policing (permanent beat assignments)
- Placement of personnel within the teams/beat assignments should remain consistent for one year, although officers could vary shifts during that time. This type of distribution will help with geographic policing, but it will also help with performance evaluations and consistency of supervision.
- Officers are assigned to at least one different shift per year (morning vs. evening vs. midnight). This will help with distribution of senior and junior personnel so that all of the personnel with the least amount of seniority are not working at the same time.
- Rotate patrol shift days off through a structured system so that all enjoy some part of weekend off throughout the year.
    - It is considered a best practice to allow employees opportunity for weekends off to support a well-balanced family and personal life and to prevent an atmosphere of isolation. There are a multitude of ways to accomplish this including rotating shifts, regular shift allocation opportunities, shift preference periods, shift bidding, etc. This is an opportunity for employees to work with Command Staff to offer suggestions to improve work conditions regarding schedules.
- Develop scheduling alternatives that provide opportunities for individual and shift level training without impacting overtime budgets.
    - Remedies such as requiring officers to come in on days off for training, or other strategies, may address this concern but will negatively impact overtime.
    - When considering three shifts per day, the department has an overlap during the six additional hours (24 hours versus 30 hours). These overlaps can be used to an agency's advantage for increased field staffing at peak demand periods, or additional time for completion of reports or training, if it can be accommodated in an efficient manner.

SLCPD WORKING GROUP RECOMMENDATIONS

The SLCPD working group completed an independent review of the background information and workload analysis condcuted by IACP. Following the group's exploration of alternative shiftwork schedules, the recommendation of the SLCPD Staffing Work Group is for **no change to the current patrol scheduling schema.**

The study group determined that altering the four 10-hour shift schedule did not provide strong enough benefits for the officers or the department and may have significant negative consequences. The working group based its recommendations on the following assumptions:

- The 2080 work hour model for calculating staffing numbers per shift does not account for anticipated leave, collateral responsibilities, and training requirements. The IACP staffing model incorporates a revised yearly availability workload hour that reflects these concerns.
- Research reviewed by IACP supports the benefit of the 4/10 work schedule as the one that provides the most benefit (health and family environment) for officers and the schedule that provides the most staffing flexibility for the department.
- A mechanism should be developed to account for fluctuating staffing during high- and low-demand work periods.

Additionally, the working group expressed the following concerns related to altering the current 10-hour shift schedule:

- Shift schedule change would require MOU modifications
- Additional hours worked (longer shifts) present officer safety and fatigue concerns
- Possible negative effects for recruiting and retention

CONCLUSION

IACP and the SLCPD schedule working group both recommend maintaining the current 10-hour patrol shift schedule. As described in the research, this type of shift schedule has considerable advantages over other alternatives, namely the 8-hour and 12-hour shift schedule used by many agencies. IACP, however, provided several recommendations on ways to enhance the effectiveness of the 10-hour schedule. As with other recommendations in this report, any changes to the patrol schedule will be made at the discretion of the chief and executive leadership.