

POLICE OPERATIONS AND DATA ANALYSIS REPORT

ROSWELL, GEORGIA



POLICE OPERATIONS

CPSM[®]

CENTER FOR PUBLIC SAFETY MANAGEMENT, LLC
475 K STREET NW STE 702 • WASHINGTON, DC 20001
WWW.CPSM.US • 716-969-1360



Exclusive Provider of Public Safety Technical Services for
International City/County Management Association

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The International City/County Management Association is a 103-year old, nonprofit professional association of local government administrators and managers, with approximately 13,000 members located in 32 countries.

Since its inception in 1914, ICMA has been dedicated to assisting local governments and their managers in providing services to its citizens in an efficient and effective manner. ICMA advances the knowledge of local government best practices with its website (www.icma.org), publications, research, professional development, and membership. The ICMA Center for Public Safety Management (ICMA/CPSM) was launched by ICMA to provide support to local governments in the areas of police, fire, and emergency medical services.

ICMA also represents local governments at the federal level and has been involved in numerous projects with the Department of Justice and the Department of Homeland Security.

In 2014, as part of a restructuring at ICMA, the Center for Public Safety Management (CPSM) was spun out as a separate company. It is now the exclusive provider of public safety technical assistance for ICMA. CPSM provides training and research for the Association's members and represents ICMA in its dealings with the federal government and other public safety professional associations such as CALEA, PERF, IACP, IFCA, IPMA-HR, DOJ, BJA, COPS, NFPA, and others.

The Center for Public Safety Management, LLC, maintains the same team of individuals performing the same level of service as when it was a component of ICMA. CPSM's local government technical assistance experience includes workload and deployment analysis using our unique methodology and subject matter experts to examine department organizational structure and culture, identify workload and staffing needs, and align department operations with industry best practices. We have conducted more 325 such studies in 42 states and provinces and 224 communities ranging in population from 8,000 (Boone, Iowa) to 800,000 (Indianapolis, Ind.).

Thomas Wieczorek is the Director of the Center for Public Safety Management. Leonard Matarese serves as the Director of Research & Program Development. Dr. Dov Chelst is the Director of Quantitative Analysis.

CENTER FOR PUBLIC SAFETY MANAGEMENT PROJECT CONTRIBUTORS

Thomas J. Wieczorek, Director

Leonard A. Matarese, Director, Research & Project Development

Dov Chelst, Ph.D. Director of Quantitative Analysis

Priscila Monachesi, Senior Data Analyst

Wayne Hiltz, M.A., Senior Public Safety Consultant

Craig Junginger, M.A., Senior Public Safety Consultant

Jim McCabe, Ph.D., Senior Public Safety Consultant

Carol E. Rasor-Cordero, Ph.D., Senior Public Safety Consultant, Team Leader

Dennis Kouba, Senior Editor

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SECTION 1. EXECUTIVE SUMMARY

The Center for Public Safety Management, LLC (CPSM) was commissioned to review the operations of the Roswell Police Department (RPD). While our analysis covered all aspects of the department's operations, areas of focus of this study included identifying appropriate staffing of the department given the workload, community demographics, and crime levels; the effectiveness of the organizational structure; and efficiency of division/unit processes.

CPSM analyzed the department workload using operations research methodology and compared that workload to staffing and deployment levels. We reviewed other performance indicators that enabled us to understand the implications of service demand on current staffing. Our study involved data collection, focus groups, interviews with key police and administration personnel, on-site observations of the job environment, data analysis, comparative analysis, SWOT analysis, and the development of alternatives and recommendations.

Based on CPSM's detailed review of the Roswell Police Department, it is our opinion that the department reflects a modern police agency that is professional and responsive to the community's needs. We found the staff to be professional and dedicated to the mission of the department and the community members to be supportive of the department and the quality of service provided by the department to the community.

Key recommendations follow and are discussed in detail throughout the report. These recommendations are offered to enhance the operation of the Roswell Police Department and in no way reflect any departmental deficiencies. The recommendations provided are to ensure that police resources are optimally deployed, operations are streamlined for efficiency, and services provided are cost-effective, all while maintaining the high level of police services currently being provided to the citizens of Roswell, Georgia.

CPSM staff would like to thank City Administrator Gary Palmer, Interim Chief Helen Dunkin, Interim Deputy Chief Linnea Rivard, and the entire staff of the Roswell Police Department for their gracious cooperation and assistance during this project.

RECOMMENDATIONS

1. CPSM recommends that each unit in the department engage in the responsibility for projecting and tracking overtime costs to enable a more defined analysis of overtime allocations by unit. (See p. 17.)
2. The Roswell Police Department needs to focus more attention on recruiting and hiring more women, African American/Black, Hispanic/Latino, Asian, and American Indian/Alaska Native sworn officers to better represent the community it serves. Additionally, more effort should be undertaken to recruit Hispanic/Latino, Asian, and American Indian/Alaska Native candidates for civilian positions. (See p. 18.)

Uniform Patrol

3. Currently, the organizational chart indicates that there are nine vacant positions in the various patrol shifts. In addition to these nine positions, there are two additional vacancies in the Traffic Unit. CPSM recommends hiring sworn personnel to fill these positions as soon as possible, as well as adding four additional positions to the patrol shifts (one to each squad). (See p. 44.)

K9

4. It would be both efficient and effective to reassign the K9 Sergeant from patrol to the Crime Suppression Unit to fill the supervisory need for this unit and reactivate the K9. In addition, reassigning the two K9 officers from the Traffic Unit to the Crime Suppression Unit would improve the overall supervision of these officers and align their activities more closely with the intend use of the K9s. (See p. 56.)

Internal Affairs

5. CPSM recommends filling the vacant Lieutenant's position in the Office of Professional Standards in a timely manner. (See p. 61.)
6. CPSM recommends creating an Internal Affairs Unit as part of the Office of Professional Standards and assigning one Sergeant to the unit. All inquiries and investigations would be handled by the Internal Affairs Unit. The inquiries conducted by the Watch (Lieutenant) Commanders would be reviewed by the Sergeant to provide greater accountability and consistency. The Internal Affairs Unit would be tasked with implementing quality assurance measures by developing a system for routinely engaging in random audits and inspections of units, equipment, department records, use of sick time, members' number of traffic crashes involving a department vehicle, and random inspection of audio and video recordings from officers on patrol. These audits and inspections will ensure compliance with policies and will support early identification and intervention in employees' behaviors. For example, there could be a random selection of ten accident reports and ten evidence receipts to review them for accuracy and completeness and to ensure that proper procedures were followed. (See p. 61.)
7. CPSM recommends that policies and procedures should contain the date of revision. (See p. 61.)
8. The department utilizes the Blue Team management system for recording and tracking internal affairs complaints and investigations. Chapter 15 of department policies states that "the Roswell Police Department will accept and fully investigate all complaints against its members received from known sources or anonymously to a fair and equitable disposition" (p.110). CPSM recommends adding to this section that complaints will be accepted in person, by mail, email, fax, or telephone. (See p. 61.)

9. Ensure that the department's policy on internal affairs includes a progressive discipline philosophy with a standardized matrix. This will provide for consistency in the application of discipline and will help educate personnel as to potential disciplinary action for offenses. (See p. 61.)
10. CPSM recommends that after the conclusion of any internal affairs investigation a summary of the violation, finding of the investigation as either sustained, exonerated, etc., and any disciplinary action be published internally to promote transparency and serve as a training tool to promote high ethical standards. Additionally, summary statistics of all internal affairs investigations and inquiries should be published and be made available to the community on the department's website or in an annual report; this also will promote transparency and trust. (See p. 61.)

Recruitment

11. CPSM recommends the department's recruitment strategy emphasize recruitment materials that can attract underrepresented populations for both sworn and civilian positions. (See p. 63.)

Promotional Process

12. CPSM recognizes that the rank of Captain and Deputy Chief are appointed positions; however, CPSM recommends that Chapter 13, Promotion, in the Policy and Procedure Manual, discuss the process for interim positions. (See p. 65.)
13. Section 8.4, Civilian Positions, discusses 11 civilian positions available in the department; however, a discussion is not included as to the selection process. CPSM recommends expanding this section to describe the selection and promotional processes for civilian positions. (See p. 65.)
14. While sworn members are at present accepting promotions, the financial incentive may be somewhat of a barrier for some sworn personnel to consider promotion to a higher rank, according to command staff. A promotion from Patrol Officer II to sergeant involves a 10 percent salary increase, while a promotion from Master Police Officer to Sergeant comes with a 5 percent increase. Furthermore, Lieutenants are not eligible for overtime while Sergeants are eligible for overtime. Therefore, some Sergeants have higher overall salaries than some Lieutenants. CPSM recognizes the impact on the budget of adjusting pay scales; however, the department in conjunction with the city should review the pay structure to determine if it is a barrier for potential qualified candidates to consider participating in the promotional process. (See p. 65.)

Performance Evaluations

15. CPSM asked command staff how performance is rewarded. Command staff indicated that if the city provides a "block of funds," the merit increase is calculated based on the final score of an employee's evaluation in comparison to the department as a whole. Over the years this amount has not been consistent. CPSM recognizes that funding may fluctuate; however, the department in conjunction with the city may want to explore a consistent scale for rewarding performance. (See p. 66.)

Training

16. The department has a training committee to assist in the development and evaluation of department training needs. The training committee consists of six officers, four from Uniform Patrol, one detective from the Criminal Investigations Section, and one officer from the Special Operations Section. CPSM recommends adding civilian representatives to the

training committee in an effort to include a voice from civilian personnel as to training they may need for their job positions. (See p. 70.)

17. There are 26 sworn officers on file with the agency as instructors. Currently, just seven sworn officers are generally used for training; three of those officers are in the Office of Professional Standards Division. The department has invested time and money to have 26 instructors available to the department. The Training Unit should attempt to use the 19 sworn officers who are not primary instructors so as to benefit the department's training efforts and to receive a return on the department's investment. (See p. 70.)

Strategic Plan

18. Department leadership should commit to adopting an enhanced strategic planning philosophy and process. To accomplish this, CPSM recommends filling the vacant Lieutenant's position in the Office of Professional Standards. The Lieutenant would be responsible for ensuring the integrity of the strategic planning process, direct the publication of an annual report, and oversee the supervision of the Internal Affairs Unit. (See p. 72.)
19. CPSM recommends that the department review the links to other departments' strategic plans provided by CPSM in this report for guidance and ideas in enhancing RPD's current strategic plan. (See p. 72.)

CID Training

20. It is recommended that a training matrix be developed for each assignment within CID to include mandated and desirable training courses, specific to the assignment, and in the furtherance of continued professional training. Responsibility for ensuring training objectives are met should rest with unit supervisors, and courses identified should be given priority over other non-mandated training options. (See p. 75.)

Detective Unit

21. Consideration should be given to reducing the number of permanent detectives (limited to assignments involving highly complex investigations) and converting the remaining positions to rotational assignments. (See p. 81.)
22. The utilization of civilian volunteers to perform largely clerical functions relative to follow-up with crime victims should be considered. (See p. 81.)
23. Consider restructuring the Detective Section into three investigative units—General Crimes, Family Services, and Crimes of Violence—each headed by a Sergeant. (See p. 81.)
24. CID practices relative to closing cases should be examined to ensure that they comply with FBI guidelines, policy, and department performance expectations. (See p. 81.)

Crime Scene Processing Unit

25. Modify General Order 34.2.A to establish two levels of crime scene investigations; Major and Minor. Additionally, define each and identify roles and responsibilities for personnel charged with crime scene investigations by level. (See p. 86.)
26. Consider expanding to six hours from its present four-hour block the crime scene investigation training in the department's post-academy, predeployment internal training program for new police officers. (See p. 86.)
27. Biennially, during the department's annual recurring training block, utilize the CSPU CSIs to provide comprehensive refresher and update training in the collection and preservation physical and trace evidence. The training should include practical exercises. (See p. 86.)

28. Conduct a training needs assessment and provide for identified training needs for current sworn staff outside of CSPU whose responsibilities include collection of evidence at crime scenes. Such training to be provided by the CSPU CSIs. (See p. 86.)
29. To assist in identifying any weaknesses and training needs in crime scene investigations, develop a tracking mechanism to capture data on both the collection source (i.e., CSPU/patrol and the individual officer), and the success rate in identifying suspects from evidence collected. Also included should be the type of evidence collected/analyzed (i.e., fingerprints, DNA, fibers, etc.). (See p. 86.)

Special Investigations Section

30. Develop an SIU assignment rotation schedule. (See p. 88.)
31. Develop a reporting module through either Sungard OSSI, or a stand-alone program developed by the department's Intelligence Analysis Unit, to capture SIU workload data to enable production of both monthly and annual reports. (See p. 88.)
32. Consider reassigning the department's K9 personnel to SIU. (See p. 88.)

Task Forces

33. Develop an assignment rotation schedule for regional task forces. (See p. 89.)
34. Conduct an annual cost-benefit analysis of continued participation in regional task forces. (See p. 89.)

Intelligence Analysis Unit

35. Transfer responsibility for preparation of FBI UCR crime reporting from the Intelligence Analysis Unit to the Records Section. (See p. 91.)

Court Security

36. Ensure adoption of the new policies and procedures is done in a timely manner. (See p. 93.)
37. Add the fourth officer position back into the unit. (See p. 93.)
38. Consider transferring court security responsibilities back to the city's marshal's office. (See p. 93.)
39. Add an additional metal detector to the second courtroom. (See p. 93.)
40. Provide court security-specific training at least once a year. (See p. 93.)

Facility

41. Consider building a security barrier on the side of the building that is adjacent to Hill Street, and assess security vulnerabilities for the rest of the building. (See p. 94.)
42. Ensure the camera upgrade and replacement is completed. (See p. 94.)
43. Install a panic alarm button in the front desk area. (See p. 94.)

Fleet

44. Evaluate the fleet technician position to a civilian position. (See p. 96.)
45. Periodically reevaluate the pros and cons of the take-home vehicle policy for patrol officers. (See p. 96.)
46. Consider outsourcing the routine maintenance of vehicles to local businesses. (See p. 96.)

Property and Evidence

47. Take affirmative steps to dispose of unnecessary property and evidence. (See p. 101.)
48. In order to have day-to-day supervision within the unit, it is recommended that one of the two technician positions be reclassified as a "lead" or "senior" technician to provide that necessary supervision. (See p. 101.)
49. Establish a practice of conducting quarterly audits of evidence inventory to include the high-risk areas. (See p. 101.)
50. Complete a full audit as soon as possible of property and evidence inventory. (See p. 101.)
51. Reduce the amount of time to 45 days that safekeeping and found property is retained. (See p. 101.)
52. Consideration should be given to having Investigations (Lieutenant/Sergeant) supervise the unit instead of the Support Services Sergeant. (See p. 101.)
53. P&E personnel should attend some type of annual training, such as the IAPE conference. (See p. 101.)
54. It is imperative to ensure the property and evidence scanning program is working correctly. (See p. 101.)
55. Consideration should be given to finding a more efficient and safe way of releasing property (See p. 101.)

Community Relations

56. An additional officer should be added to the Community Relations Unit. (See p. 107.)
57. Encourage more graduates from the Citizen Police Academy to volunteer their time to the department. (See p. 107.)
58. The department should continue moving forward with having the Explorers attend a certified Explorer academy. (See p. 107.)
59. The department should conduct a robust campaign to recruit Explorers. (See p. 107.)
60. The department should consider finding duties within the department that Explorers can do to increase their knowledge of law enforcement. (See p. 107.)
61. The department should examine the possibility of offering some type of consideration during the police recruit testing process for Explorers who become of age and who want to be a sworn officer. (See p. 107.)

Citizen Academy

62. Consider holding the Citizen Police Academy twice a year. (See p. 108.)

Public Information Officer

63. Form a PIO Team to assist with release of information and social media. (See p. 109.)
64. Stay current with what is trending regarding new social media platforms. (See p. 109.)
65. The department should create more videos using YouTube to get information out to the public. (See p. 109.)

Records

66. Increase the Records Unit's FTE staff with the addition of one Records Specialist in order to allow the supervisor to concentrate on supervisory duties. (See p. 117.)
67. Consider charging a fee for police reports. (See p. 117.)
68. Transfer UCR reporting back to the Records Unit. (See p. 117.)
69. CPSM recommends frequent re-training be provided to appropriate Records staff to ensure the correct UCR criteria is adhered to in reporting of crime and clearances. (See p. 117.)
70. Ensure patrol supervisors are reviewing subordinates' reports for completeness. (See p. 117.)
71. CPSM recommends RPD eliminate the acceptance of cash at its public window as a payment option for permit services. However, if the decision is made to continue to accept cash transactions at the public window, comprehensive and regular audits should continue. (See p. 117.)
72. CPSM recommends the department continue moving towards transition from UCR to the NIBRS reporting in mid-2019. (See p. 117.)
73. Contract with outside vendors to enable citizens to access all police reports online. (See p. 117.)
74. Hire part-time retired records employees to catch up on the backlog of data entry. (See p. 117.)
75. Review the fees charged for permits. (See p. 117.)
76. Command level personnel should make a concerted effort to maintain relationships with members of the Records Unit to ensure their work is valued and appreciated. (See p. 117.)

Communications Division

77. Add four additional dispatch supervisor positions to enable supervisors to focus on supervisory duties and not act as a dispatcher. (See p. 128.)
78. Add two additional dispatcher positions on each shift to allow five dispatchers on each shift. (See p. 128.)
79. Continue moving forward with the new 911 Center, building it as a stand-alone facility away from other city government buildings. (See p. 128.)
80. Create a pool of part-time dispatchers who can fill in when necessary in order to reduce use of overtime. (See p. 128.)
81. Begin using the CAD system's "closest unit dispatch" option for dispatching of Priority P calls. (See p. 128.)
82. Continue with the review of the call priorities and adjust accordingly if necessary. (See p. 128.)
83. Create a "mid watch" to assist during busiest CFS times. (See p. 128.)

SECTION 2. METHODOLOGY

Data Analysis

CPSM used numerous sources of data to support our conclusions and recommendations for the Roswell Police Department (RPD). Information was obtained from the FBI Uniform Crime Reporting (UCR) Program, Part I offenses, along with numerous sources of RPD internal information. UCR Part I crimes are defined as murder, rape, robbery, aggravated assault, burglary, larceny-theft, and larceny of a motor vehicle. Internal sources included data from the computer-aided dispatch (CAD) system for information on calls for service (CFS).

Interviews

This study relied extensively on intensive interviews with RPD personnel. On-site and in-person interviews were conducted with all division commanders regarding their operations. Focus groups both internal and external were also conducted.

Document Review

CPSM consultants were furnished with numerous reports and summary documents by the Roswell Police Department. Information on strategic plans, personnel staffing and deployment, monthly and annual reports, operations manuals, intelligence bulletins, evaluations, training records, and performance statistics were reviewed by project team staff. Follow-up phone calls were used to clarify information as needed.

Operational/Administrative Observations

Over the course of the evaluation period, numerous observations were conducted. These included observations of general patrol, special enforcement, investigations, and administrative functions. CPSM representatives engaged all facets of department operations from a "participant observation" perspective.

Implementing the Report's Recommendations

CPSM's conclusions and recommendations provide a blueprint for both the city and police administrations to move forward. The city administration should have periodic meetings with the RPD to ensure that CPSM's recommendations are implemented. It is strongly recommended that the Chief identify and task one individual with responsibility for implementing these recommendations. This person should establish a liaison with the Chief of Police and should be given the authority and responsibility to effectuate the recommended changes. This includes ensuring the recommendations are executed in a timely fashion and then evaluating the department's progress every six months. If the city desires, CPSM can provide a service to review, monitor, and evaluate the department's progress to help ensure that the recommendations are being implemented properly. If the police administration continues to have difficulty implementing the recommendations, CPSM can assist with implementation.

SECTION 3. COMMUNITY AND DEPARTMENT OVERVIEW

The City of Roswell is located in northern Fulton County. Roswell is part of the Metro Atlanta area with the City of Milton bordering on the north, the City of Alpharetta bordering the northeast, the City of Johns Creek bordering the east, and the City of Sandy Springs to the south. Roswell has experienced population growth over the past several years.

The city has a total land area of 40.72 square miles and an estimated population (in 2017) of approximately 94,786, as recorded by worldpopulationreview.com/us-cities/roswell-ga-population/. The city government is operated under a Mayor/Council form of government. The Mayor and six council members are part-time employees. The City Administrator serves at the pleasure of the Mayor and Council and is responsible for executing the daily operations and carrying out policy directives.

Mission Statement

The Roswell Police Department vows to protect life and property, preserve the peace, and strives to prevent crime, fear, and disorder in the City of Roswell in partnership with all of those who live, work, and travel through our city.

DEMOGRAPHICS

The City of Roswell is a heterogeneous community; its population demographics are as follows:

64.1 percent White (alone, not Hispanic or Latino), 13.6 percent African-American, 14.8 percent Latino, 4.8 percent Asian, and 0.3 percent American Indian and Alaska Native.

The city has a higher educational and economic profile in terms of household income compared to state averages. While 92.6 percent of the city's population has a high-school diploma compared to 86.3 percent statewide, college graduates account for 56.4 percent of the city's population age 25 and higher, compared to 29.9 percent for the state. The most recently available information shows median household income was \$87,911 for the city, compared to \$52,977 for the state, and the percentage of persons living below the federal poverty level was 8.9 percent for the city and 14.9 percent for the state. The average value of owner-occupied housing units is significantly higher for the city. The mean value of owner-occupied housing units is \$333,200 for the city, compared to \$158,400 for Georgia as a whole.

These demographics reflect a community that is primarily White, Black/African American and Hispanic/Latino, highly educated, and representative of an above average socio-economic lifestyle. Table 3-1 provides demographic comparisons between the City of Roswell and the State of Georgia.

TABLE 3-1: Demographics Comparison between City of Roswell and State of Georgia

Demographics Category	Roswell	Georgia
Land Area in Square Miles, 2010	40.72	57,513.49
Persons per Square Mile, 2010	2,169.5	168.4
2017 Population Roswell / 2018 Population State of Georgia*	94,786	10,519,475
2010 Population	88,346	9,687,653
Persons under 5 years, percent, 2010	7.4%	6.3%
Persons under 18 years, percent, 2010	25.4%	24.1%
Persons 65 years and over, percent, 2010	11.6%	13.5%
Female persons, percent, 2010	50.2%	51.3%
White alone, not Hispanic or Latino percent, 2010	64.1%	52.8%
Black or African American, percent 2010	13.6%	32.2%
American Indian and Alaska Native, percent, 2010	0.3%	0.5%
Asian, percent, 2010	4.8%	4.2%
Native Hawaiian/Other Pacific Islander, percent, 2010	0%	0.1%
Hispanic/Latino, percent, 2010	14.8%	9.6%
Two or More Races, percent, 2010	2.8%	2.1%
Foreign born persons, percent, 2013-2017	18.3%	10.0%
Language Other than English Spoken at Home, Age 5+, 2013-2017	23.7%	13.9%
High School Graduate, age 25+, 2013-2017	92.6%	86.3%
Bachelor's Degree or Higher, Age 25+, 2013-2017	56.4%	29.9%
Veterans, 2013-2017	4,146	646,350
Mean Travel Time to Work in Minutes, Workers Age 16+, 2013-2017	29.2	28.0
Households, 2013-2017	34,214	3,663,104
Persons per Household, 2013-2017	2.74	2.71
Housing Units, 2017	Not Available	4,282,106
Homeownership Rate, 2013-2017	66.6%	63.0%
Median Value of Owner-Occupied Housing Units, 2013-2017	\$333,200	\$158,400
Median Gross Rent 2013 - 2017	\$1,152	\$927
Civilian Labor Force, Percent of Population Age 16 years +, 2013-2017	71.2%	62.4%
Median Household Income, 2013-2017	\$87,911	\$52,977
Persons in Poverty	8.9%	14.9%
Persons without health insurance, under age 65, percent	15.0%	15.4%

Source: United States Census Bureau. Retrieved from <https://www.census.gov/quickfacts/roswellcitygeorgia>;
 Roswell 2017 population not available through U.S. Census. Source: world population review.com/us-cities/roswell-ga-population/.

UNIFORM CRIME REPORT / CRIME TRENDS

The FBI's Uniform Crime Reporting (UCR) Program assembles data on crime from police departments in the United States; the reports are utilized to measure the extent, fluctuation, and distribution of crime. For reporting purposes, criminal offenses are divided into two categories: Part 1 offenses and Part 2 offenses. For Part 1 offenses, the UCR indexes incidents in two categories: violent crimes and property crimes. Violent crimes include murder, rape, robbery, and aggravated assault. Property crimes include burglary, larceny, and motor vehicle theft.

While communities differ from one another in population, demographics, geographical landscape, and social-economic distinctions, comparisons to other jurisdictions can be helpful in illustrating how communities in Georgia compare to one another in terms of crime rates. As indicated in Table 3-2, in 2017, Roswell had a UCR Part I violent crime rate of 113 per 100,000 and a property crime rate of 1,690 per 100,000.

In comparing Roswell with the other municipalities with similar populations, it can be seen that Johns Creek (population 85,048) had a violent crime rate of 29 per 100,000 and a property crime rate of 676 per 100,000. Thus, Johns Creek had a lower overall crime rate as compared to Roswell. Sandy Springs (population 107,740) had a violent crime rate of 117 per 100,000 and a property crime rate of 2,100 per 100,000. Thus, it had a higher overall crime rate as compared to Roswell.

Roswell had a lower violent crime rate, property crime rate, and total crime rate as compared to the State of Georgia and the nation.

TABLE 3-2: 2017 Comparison of Reported Crime Rates by Jurisdiction

City	State	Population	Crime Rates		
			Violent	Property	Total
Acworth	GA	22,747	176	2,545	2,721
Alpharetta	GA	66,711	51	1,779	1,830
Brookhaven	GA	52,973	355	2,758	3,113
Canton	GA	26,897	249	2,595	2,844
Carrollton	GA	26,951	542	4,315	4,857
Chamblee	GA	28,558	473	3,330	3,803
Decatur	GA	23,378	171	2,271	2,442
Douglasville	GA	33,640	725	6,240	6,965
Duluth	GA	29,795	111	1,869	1,980
Dunwoody	GA	49,321	128	4,061	4,189
East Point	GA	35,740	1,307	11,572	12,879
Forest Park	GA	19,948	657	5,625	6,282
Gainesville	GA	40,836	384	3,438	3,822
Johns Creek	GA	85,048	29	676	705
Kennesaw	GA	34,154	211	1,405	1,616
Lawrenceville	GA	31,183	234	3,037	3,271
Marietta	GA	61,646	349	3,583	3,932
Milton	GA	39,388	23	757	780
Newnan	GA	38,825	605	2,632	3,237
Peachtree City	GA	35,300	40	1,674	1,714
Sandy Springs	GA	107,740	117	2,100	2,217
Smyrna	GA	57,576	299	2,682	2,981
Snellville	GA	19,982	195	3,488	3,683
Suwanee	GA	20,186	159	2,576	2,735
Union City	GA	21,160	1,224	10,940	12,164
Woodstock	GA	32,293	108	1,861	1,969
Roswell	GA	95,602	113	1,690	1,803
Georgia		10,429,379	357	2,860	3,217
United States		325,719,178	383	2,362	2,745

Figure 3-1 displays the trends in violent crime and property crime rates per 100,000 for the City of Roswell for the period of 2008 to 2017. The figure shows that the violent crime rate has remained somewhat consistent, with the lowest rate of 80 per 100,000 in 2011. Slight spikes in violent crime occurred in 2012 when the rate was 143; 2013, with a rate of 151; 2015, with a rate of 125; and 2016, with a rate of 149. Violent crime did decrease in 2017 to a rate of 113 per 100,000.

Property crime during the 10-year period was the lowest in 2017, with a rate of 1,690 per 100,000. Overall, with the exception of a spike in property crime in 2013 to 2,209 per 100,000, the property crime rate has seen a 40 percent decrease over the 10-year period, even with an overall 8.5 percent increase in population during that same time.

FIGURE 3-1: Trend in Crime Rates in Roswell, 2008–2017

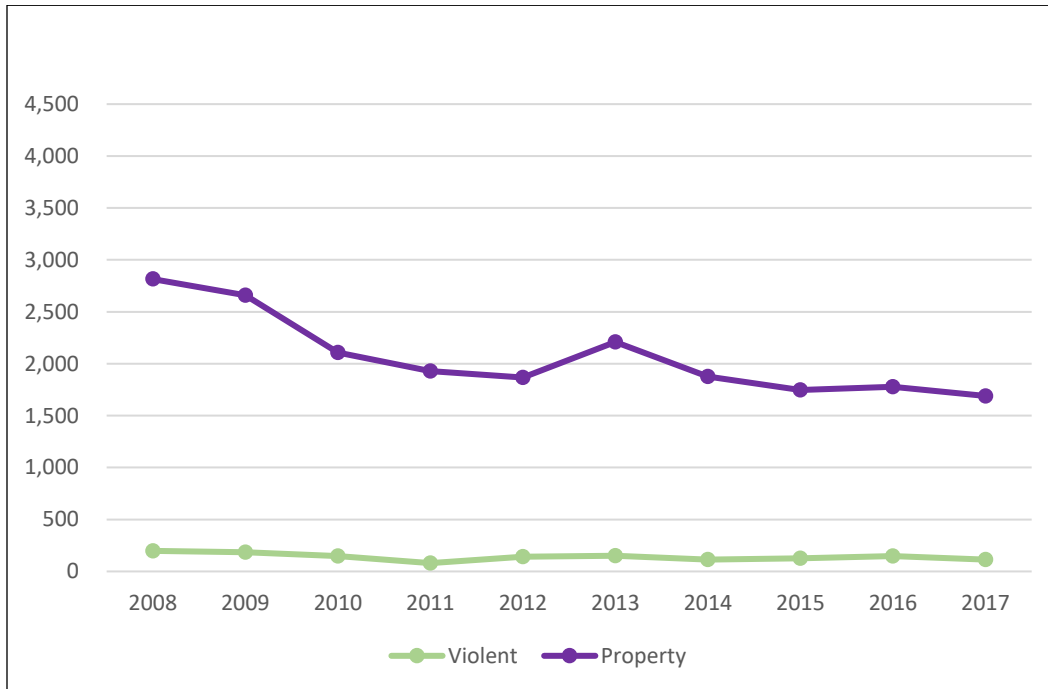


Figure 3-2 compares the overall crime rate between the City of Roswell and the State of Georgia during the period of 2008 through 2017. Over that period, the City of Roswell experienced a substantially lower overall crime rate as compared to the State of Georgia.

During the 10-year period, Roswell experienced a reduction in crime from 2008 through 2012. There was a spike in the overall crime rate in 2013, followed by a continual reduction in the overall crime rate.

The State of Georgia experienced a reduction in overall crime rate from 2008 through 2015, and then a slight increase in 2016.

Further analysis would be needed to determine the factor(s) that contributed to these changes, along with the differences between Roswell and Georgia; however, that analysis is beyond the scope of this study.

FIGURE 3-2: Trend in Overall Crime Rates, 2008–2017, Roswell and Georgia

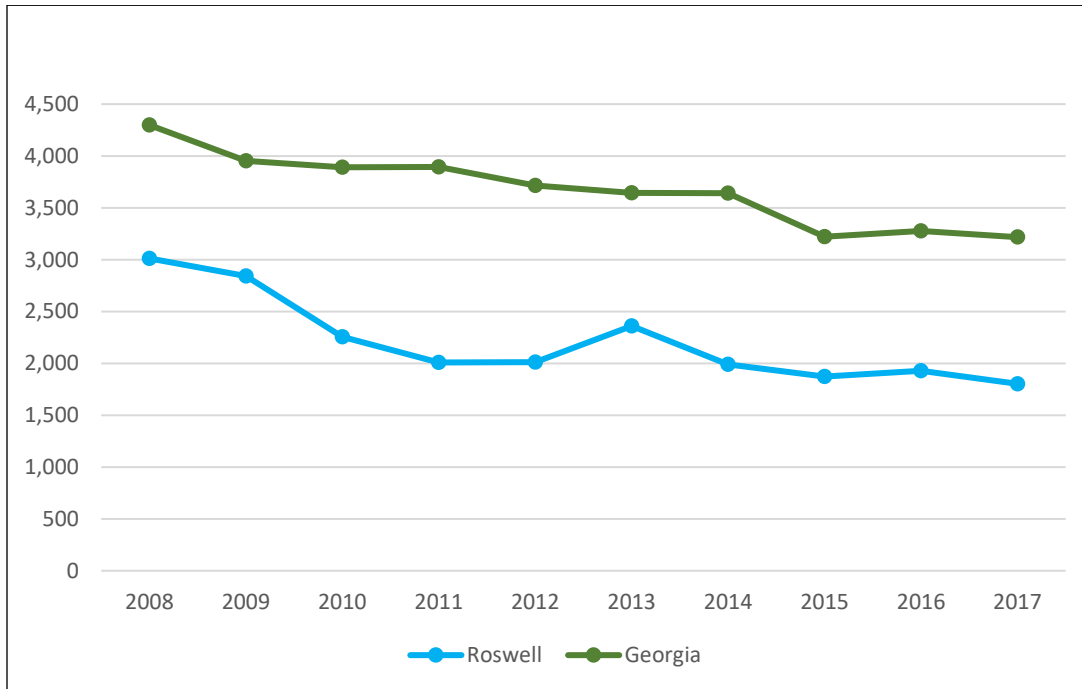


Table 3-3 compares the City of Roswell crime rates to both the state and national rates year by year for the period 2008 through 2017. Roswell had a lower violent crime rate, property crime rate, and overall crime rate in comparison to both Georgia and the nation during the 10-year period. The reasons for the fluctuation in crime rates are beyond the scope of this study.

TABLE 3-3: Reported City, State, and National Crime Rates, by Year (2008 to 2017)

Year	Roswell				Georgia				National			
	Population	Violent	Property	Total	Population	Violent	Property	Total	Population	Violent	Property	Total
2008	88,069	198	2,815	3,012	9,742,376	468	3,830	4,298	309,327,055	438	3,055	3,493
2009	88,371	184	2,658	2,843	9,886,620	412	3,543	3,954	312,367,926	416	2,906	3,322
2010	88,346	148	2,108	2,256	9,752,532	388	3,503	3,891	314,170,775	393	2,833	3,225
2011	89,509	80	1,929	2,010	9,880,945	364	3,530	3,894	317,186,963	376	2,800	3,176
2012	92,141	143	1,868	2,011	9,986,384	371	3,343	3,715	319,697,368	377	2,758	3,135
2013	95,373	151	2,209	2,360	10,059,139	357	3,288	3,644	321,947,240	362	2,627	2,989
2014	95,387	115	1,876	1,991	10,166,148	368	3,273	3,641	324,699,246	357	2,464	2,821
2015	95,455	125	1,747	1,872	10,475,611	349	2,875	3,223	327,455,769	368	2,376	2,744
2016	95,684	149	1,779	1,928	10,572,283	372	2,905	3,277	329,308,297	383	2,353	2,736
2017	95,602	113	1,690	1,803	10,429,379	357	2,860	3,217	325,719,178	383	2,362	2,745

Clearance rates measure the effectiveness of the police department in investigating and successfully solving crimes. Solving crimes in this context of clearance rates is when one or more individuals are charged with a crime. Clearance rates are calculated by dividing the number of solved crimes by the total number of crimes during a given time period. Clearance rates are one of many factors that can be used to evaluate the effectiveness of a police department. However, there are many variables that affect crime. As a performance measurement tool, clearance rates are best used by the police department to evaluate the police department's performance from year to year as an internal measurement. Table 3-4 is presented for only informational purposes; it shows the clearance rates for Part 1 crimes for the City of Roswell, the State of Georgia, and the nation for 2016.

TABLE 3-4: Reported City, State, and National Clearance Rates for 2016

Crime	Roswell			Georgia			National		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances	Rate
Murder Manslaughter	2	3	150%	701	404	58%	17,819	10,021	56%
Rape	23	7	30%	2,433	719	30%	126,378	44,136	35%
Robbery	42	14	33%	12,130	2,541	21%	328,557	91,582	28%
Aggravated Assault	76	33	43%	24,063	10,583	44%	789,005	402,556	51%
Burglary	228	9	4%	62,067	7,862	13%	1,474,704	187,591	13%
Larceny	1,391	309	22%	218,531	45,484	21%	5,517,312	1,082,866	20%
Vehicle Theft	83	19	23%	26,518	3,514	13%	756,091	96,903	13%

Note: A clearance rate can rise above 100 percent if a crime from a prior year is cleared in the current year. This explains the 150% murder clearance rate for Roswell in 2016.

DEPARTMENT'S FINANCIAL SUSTAINABILITY

Table 3-5 shows the approved annual budget for the Roswell Police Department for fiscal years 2016, 2017, and 2018. The budget figures include personnel costs, operating budget, and capital outlay. From 2016 to 2018, the department's adopted annual budget increased by 8.96 percent. The city has provided strong financial support to the department during a time period in which many police departments experienced decreases or minimal increases in funding. The city is to be commended for its support of public safety.

TABLE 3-5: Approved Annual Budget for Fiscal Years 2016–2018

2016 Police Budget	2017 Police Budget	2018 Police Budget
\$19,629,503	\$21,707,964	\$21,387,990

Table 3-6 shows the department overtime budget for the same three fiscal years.

TABLE 3-6: Overtime Budget for Fiscal Years 2016–2019

2016 Police Budget	2017 Police Budget	2018 Police Budget
\$280,752.79	\$335,381.74	\$281,869.67

CPSM recommends that each unit in the department engage in the responsibility for projecting and tracking overtime costs to enable a more defined analysis of overtime allocations by unit. This tracking of overtime costs would be part of the department's strategic planning process.

Recommendation:

- CPSM recommends that each unit in the department engage in the responsibility for projecting and tracking overtime costs to enable a more defined analysis of overtime allocations by unit. (Recommendation No. 1.)

DIVERSITY OF THE DEPARTMENT

CPSM conducted an analysis of the gender and ethnicity/ race of the department members and compared the representation by sworn and civilian positions to the demographics of the community. There are 130 sworn positions with 20 vacancies and 41 civilian positions with 2 vacancies, for a total of 193 positions. Calculated percentages are based on filled positions. For sworn positions, 90 percent of the Roswell sworn workforce is White (males and females combined) while the community is composed of 64.1 percent White. For sworn positions, 6.15 percent are African American/Black (male and female combined) and the community is 13.6 percent African American/Black. Hispanic/Latinos for sworn positions (male and female combined) represent 3.08 percent of the sworn workforce while Hispanic/Latinos comprise 14.8 percent of the community. There are no Asian or Indian/Alaska Native sworn officers.

In the civilian ranks of the Roswell Police Department, 78.1 percent of personnel are White (male and female combined) and the community is 64.1 percent White. African Americans/Blacks comprised 21.9 percent of the Roswell civilian workforce and the community is composed of 13.6 percent African American/Black. There are no Hispanic/Latino, Asian or Indian/Alaska Native civilian employees. Yet, the community is composed of 4.8 percent Asian and 0.3 percent Indian/Alaska Native residents.

The Roswell Police Department needs to focus more attention on recruiting and hiring more women, African American/Black, Hispanic/Latino, Asian and American Indian/Alaska Native sworn officers to better represent the community it serves. Additionally, recruitment efforts for civilian positions should be directed toward Hispanic/Latino, Asian, and American Indian/Alaska Native candidates.

TABLE 3-7: Demographic Profile of Roswell Police Department Personnel

Positions	White Male	White Female	African American Male	African American Female	Hispanic / Latino Male	Hispanic / Latina Female	Asian Male	Asian Female	Indian / Alaska Native Male	Indian / Alaska Native Female	Unknown ethnicity – gender is male = 1
Sworn Positions (n = 130 plus 20 vacant positions for a total of 150)	102	15	7	1	2	2	0	0	0	0	1
Percentages	78.5%	11.5%	5.38%	.77%	1.54%	1.54%	0	0	0	0	.77%
Civilian Positions (n =41 plus 2 vacancies for a total of 43 positions)	6	26	3	6	0	0	0	0	0	0	0
Percentages	14.6%	63.5%	7.3%	14.6%	0	0	0	0	0	0	0

Recommendation:

- The Roswell Police Department needs to focus more attention on recruiting and hiring more women, African American/Black, Hispanic/Latino, Asian and American Indian/Alaska Native sworn officers to better represent the community it serves. Additionally, more effort should be undertaken to recruit Hispanic/Latino, Asian, and American Indian/Alaska Native candidates for civilian positions. (Recommendation No. 2.)

OTHER ASPECTS OF THE DEPARTMENT

Grant Awards and Forfeiture Funding, 2016–2019

The department reported grant funding for 2016 through 2019 as shown in Table 3-8. These awards were provided to the department by various funding sources. Table 3-9 displays the forfeiture funds received in 2016 through 2019. The department is to be commended for the significant amount of money secured through grants and forfeiture funding.

TABLE 3-8: Grant Funding Summary, 2016–2019

Year	Amount
2016	\$10,494.78
2017	\$22,752.00
2018	\$10,385.68
2019	\$24,038.00
Total	\$67,670.46

TABLE 3-9: Forfeiture Funding Summary, 2016–2019

Year	Amount
2015	\$317,441.04
2016	\$295,699.00
2017	\$710,684.01
2018	\$422,814.67
2019	\$173,574.97

Workers' Compensation Claims Costs, 2016–2018

Table 3-10 displays workers' compensation claims costs for fiscal years 2016 through 2018. The table provides total claims, lost time claims, time lost in hours, costs incurred using accrued sick and indemnity pays, costs incurred for those using accrued sick/pto/comp, and costs incurred for those using indemnity payments.

TABLE 3-10: Workers' Compensation Claims and Costs, 2016–2018

Year	Total Claims	Lost Time Claims	Time Lost in Hours	Cost – Accrued Sick and Indemnity Payments	Cost – Accrued Sick/PTO/Comp	Cost – Using Indemnity Payments
FY2016	23	1	12	\$286.00	\$286.80	\$286.80
FY2017	28	4	1,848	\$70,946.92	\$56,501.92	\$13,295.00
FY2018	13	0	0	0	0	0
Total	64	5	1,860	\$71,233.72	\$56,788.72	\$13,581.80

Mutual Aid Agreements

The department has mutual aid agreements with the following entities:

- Cherokee Sheriff's Office.
- City of Atlanta/Atlanta Police Department.
- Drug Enforcement Administration (D.E.A.).
- Fulton County Sheriff's Office.
- HIDTA.
- North Fulton S.W.A.T.

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SECTION 4. FOCUS GROUP FINDINGS

CPSM conducted a series of semi-structured, face-to-face interviews with members of the Roswell Police Department (RPD) and focus groups with members of the wider Roswell community. These interviews and focus groups took place on Wednesday to Friday, January 16-19, 2019. City officials and members of the RPD assisted the consultants in identifying and providing access to two groups of “stakeholders”: 1) internal stakeholders, that is, members of the RPD of various rank; and 2) external stakeholders, that is members of the Roswell community who are especially knowledgeable about the current and past relations between the RPD and the community.

The consultants utilized this method of inquiry in order to gain a keener insight and obtain an in-depth understanding of commonly held opinions, perceptions, and concerns from employees and the community. Key informant interviews of this type have proven to be a form of qualitative research that is a particularly effective means of exploring a subject in depth. The “give and take” of these interviews often results in the discovery of information that would not necessarily be revealed in a simple survey. In the field of policing, this methodology is quite useful for identifying major themes and patterns that can inform efforts to guide police outreach efforts and to develop and strengthen police-community relations.

In order to stimulate discussion, all respondents were asked to consider the following questions: “What are the current strengths and weaknesses of the department?” and “Projecting forward, can you identify any specific opportunities or threats / challenges to the department in terms of its overall ability to satisfy its mission?” The questioning was meant to prompt an informal SWOT analysis. Very robust and fruitful discussions ensued.

Here, we summarize the major themes identified in these discussions.

SUMMARY OF INTERNAL STAKEHOLDERS’ FOCUS GROUPS

Leadership

The common perception among members of the department is that the RPD has suffered a lack of leadership over the last eight years. It was suggested that the Chief, Deputy Chief, and some Captains were not visible or present much of the time. Respondents stated that communications was lacking up, down, and sideways in the organization. The command staff was viewed as divided and not communicating. There is a perception that policies and rules were applied arbitrarily. The organizational culture eroded. The RPD was viewed as just “floating along” with no accountability.

The RPD is apparently now viewed as operating as four different departments due to lack of standards and uniformity. This is due, we were told, to the fact that each squad has “its own informal way of doing things and treating people;” “each Sergeant is on a different page;” “each has a different style and way of doing things;” and “we always get conflicting orders.” Officers have been told by command staff to “Go do you,” meaning be yourself as a law enforcement officer. We were also told of many specific instances of favoritism where it was perceived that rules were not applied fairly and uniformly.

The issue of “conflicting orders and directives” emerged as a major theme during our discussions. One individual stated, “I understand that each supervisor has a different style, but here (in the

RPD) every Sergeant seems to be on a different page." (This statement was repeated during several of our meetings.) Several interviewees described certain squads as being in turmoil.

Whether or not these statements are all true may not be the issue; the perception alone is troubling. As a result, the RPD's leadership will certainly need to address these sentiments, alleviate concerns, and provide a clear understanding of expectations for all personnel.

The "Good Old Boy" syndrome was repeatedly referred to as the default culture in the RPD. The department has experienced a great deal of personnel turnover in the last five to seven years. The new recruits require guidance. New laterals from outside departments bring in different cultural expectations and little has been done to orient them to what is expected in the RPD. This further distorted how officers behaved. The promotional process was suspect by many, and marginal officers were sometimes promoted to Sergeant, according to several interviewees.

One interviewee noted that, "It's about Excellence" had been the department's motto, but that this sentiment has been lost. It is commonly held that, "Command has failed the officers." One individual took the position that despite these many challenges, "we can fix this." It will take renewed leadership.

Morale

Our interviewees from within the department uniformly reported a particularly low level of morale at present. When pressed, they attributed this poor morale to "fear of getting into trouble." Indeed, many of those we interviewed identified this very same issue as the primary cause of the poor morale. Fear is viewed as a common means of control of officers. Trust is apparently in rare supply.

When we inquired further, our informants attributed this pervasive fear of getting into trouble to a lack of internal communication and "inconsistent rules and procedures." Many instances and illustrations of inconsistent discipline were shared. Internal affairs investigations take too long, according to some, and bad officers are kept on. Several individuals identified poor internal communication and arbitrary discipline as "systemic problems" that need to be immediately addressed. One said, "the laughter is gone," and another complained of "no stress relief."

Compensation is viewed as being lower than that of regional peers. A recent compensation bump was appreciated, but focus group members believed it was not administered well and created new inequities. Hiring is viewed as falling behind, and there is a concern about the quality of new hires. Training is viewed as readily available, but there is little consistency in how training is to be used. The Roswell officers we interviewed say that they have good equipment and are proud of it.

Similarly, significant resources have been invested in new law enforcement technology. However, again, interviewees felt there has been weak implementation and insufficient training on the new technology, so much of its potential is wasted.

Serious Crime

Members of the department shared that, relative to neighboring communities and other American cities of its size, Roswell is a relatively affluent community that enjoys a low level of serious/violent crime. They indicated that serious crime is generally not a concern within the community. Indeed, all respondents (both internal and external stakeholders) indicated that serious or violent crime is not a pressing problem in Roswell. This view is supported by the data

provided by the department for inclusion into the FBI's Uniform Crime Reports (UCR). The general public's overall current and historical perception or fear of crime is, therefore, quite low.

Community Outreach / Community Policing

Members of the department appeared to be quite proud of the RPD's various community outreach efforts in recent years. Officers listed a wide variety of programs and events designed to foster positive police-community relations. Of particular note was the department's Citizen Police Academy. Both internal and external stakeholders spoke very highly of this successful program. Indeed, it appears that the RPD has accomplished much in this regard.

Upon further discussion, however, RPD members were less able to describe specific instances of geographic and personal accountability for crime and disorder among patrol officers and their supervisors. In other words, RPD officers suggested that although patrol personnel are indeed quite responsive and professional in their work, they are not practicing traditional community policing. For example, Roswell police officers are not assigned to zones and not kept in zones long enough to get to know residents and businesspeople.

When pressed by the CPSM consultants, the officers were less likely to provide concrete examples of "community policing (CP)" efforts—that is, specific instances of problem-solving and police/community initiatives and strategies specifically designed to reduce community disorder and fear of crime. Such efforts are indeed characteristic of traditional community policing programs. Officers were generally at a loss to identify specific, measurable strategies designed to foster collaboration and build more trusting relationships. There is a need to "get out and talk," according to one officer. It was the interviewees' contention that the department doesn't use field interview cards and demands a full report on any significant interaction with residents. Hence, few such reports are actually written.

RPD officers were repeatedly asked whether they were aware of any problems or challenges relating to the department's relationship with the minority community. All respondents indicated that they generally felt quite supported by this segment of the community. One officer purported to speak for the entire department by saying, "we treat everyone the same here."

SUMMARY OF EXTERNAL STAKEHOLDERS' FOCUS GROUPS

Respondents were generally* quite supportive of the department and its personnel. (*One individual, however, stated that, "There is a segment of this community, though, that would give the department a score of 1 out of 10 in the area of professionalism." We address the views of the minority community separately.) Participants highlighted the overall high level of training and professionalism exhibited by RPD personnel. A number of them had attended the department's Citizen Police Academy and reported a high level of satisfaction with this particular program, as well as the department's equipment and operational capabilities.

The department's "people" was consistently identified as one of its major strengths. Several individuals stated that patrol officers are "always polite and respectful," "approachable," and "down to earth." There was general agreement that RPD officers "interact well with children." They also suggested that RPD officers are particularly proficient at their jobs (an extended discussion took place concerning a high-profile violent crime that was "quickly resolved" by the RPD).

The majority of respondents (but not all) indicated that the department is particularly responsive; one individual stated, "they are there as soon as you call." They also stated that the RPD will

dispatch a patrol unit “anytime someone needs them” and agreed that “public expectations are high here in Roswell.” (Note: The issue of performing effective triage of calls for service and providing differential response is addressed elsewhere in this report.) Several individuals gave examples where RPD detectives, patrol officers, or nonsworn personnel provided effective follow-up after the initial call for service. Respondents based their opinions on their personal experiences with the RPD and its officers and suggested that their families, neighbors, and friends uniformly share these positive opinions.

White respondents reported a very strong feeling of safety throughout the community and suggested that the average citizen has no fear whatsoever of violent crime in Roswell. They indicated that the primary issues of concern are traffic control, traffic enforcement, and vehicle accidents.

Respondents spoke at length about several rather high-profile incidents of police misconduct that have been reported in the media and suggested that the department has moved beyond them and that “the dust has settled now.”

The individuals who we met with stated that the department does an effective job of informing citizens of community alerts and high-profile police incidents. They identified a variety of online and social media sources for this information. Several individuals commented on the effectiveness of the department’s public information officer (PIO) and suggested that this officer had become the de facto “face of the department.”

Despite the reported high level of responsiveness, several individuals stated that they rarely see patrol vehicles patrolling through their particular neighborhoods. In all of our focus groups, no one could recall ever having seen a uniformed officer on foot, that is, performing a routine foot patrol (as opposed to a fixed post assignment at a community event). They also suggested that RPD officers are rarely observed patrolling the city’s parks (although they did acknowledge knowing of a separate parks police department; this arrangement should be revisited in the near future). Several individuals recalled having requested some form of directed enforcement (such as speed enforcement to address chronic “speeders”) that ultimately proved to be effective.

RPD officers were credited with a very high degree of community involvement.

Several individuals suggested that there currently is somewhat of a morale problem within the department. They indicated that a major cause was related to a lack of consistency and fairness with the department’s internal discipline system. When asked how they obtained this information, these individuals stated that they learned about this through social media, the press, and informal conversations with members of the RPD and the wider community.

These individuals stated that they did not believe that the internal “morale issue” hampered or restricted any of the department’s operations or activities.

INTERVIEWS WITH MEMBERS OF THE MINORITY COMMUNITY

In an attempt to obtain impressions from a cross-sectional sample of the entire Roswell community, CPSM met with individuals who are members of the minority community. The consultants utilized a focus group methodology in order to obtain as many opinions as possible.

We should note at the outset that several of the opinions held by these individuals varied widely from those obtained throughout meetings with nonminority community members.

Interestingly, because our informants were contacted through a local church, the majority of individuals who we met with were senior citizens. We did not meet with youth or parents of young children. Therefore, it is unclear whether the following opinions are held only by older members of the minority community in Roswell.

Nevertheless, several major themes arose during our conversations and a number of particularly negative opinions were echoed throughout our meetings.

Nonwhite respondents generally gave the RPD and its officers extremely low marks in terms of professionalism and transparency. They suggested that the department did not do a particularly good job of informing citizens of what is occurring within their communities. This opinion directly contradicts the statements offered by White respondents.

These nonwhite respondents also uniformly expressed a great deal of concern regarding the department's current and past/historical treatment of the minority community. Specifically, our respondents indicated that they and their peers were generally subjected to a "lack of respect" and "rudeness" by RPD officers and that police operations in their community tended to be "heavy-handed."

When we inquired further, we were told that the department maintains a strong uniformed presence in these neighborhoods. Police response times were reported to be generally quite good, but several people suggested that the department dispatches several marked units for even routine calls (this was their opinion; this point was not verified by the CPSM data study). These community members told us that they believe that the police are only visible when they are taking enforcement actions. They uniformly indicated that they never see uniformed officers on foot or bicycle conducting routine, proactive patrols. Whether this is true or not is actually irrelevant; it is the perception that guides people's overall impressions of the RPD and its personnel.

Respondents alluded to two particular "high-profile" cases of misconduct by RPD police officers and suggested that the officers' actions represented a profound lack of respect for people of color.

Several individuals suggested to us that members of the department have also engaged in "racial profiling," primarily in the form of unreasonable vehicle stops and field investigative stops (that is, Terry stops, or stop, question, and frisks). We heard this multiple times. (One person stated, "I know that I was profiled! And that still makes me uncomfortable."). These individuals indicated that, historically, members of the minority community have been "targeted." (One person insisted, "There has been years of this.")

Once again, it is beyond the scope of the present project to actually search for evidence of unequal treatment or enforcement. What is important here is a pervasive perception in this segment of the community that can substantially frustrate and undermine the department's efforts at community outreach and community policing initiatives. These perceptions must be addressed immediately in a coordinated and effective way.

As stated elsewhere in this report, several of our minority interviewees suggested that the RPD has an impressive record of community outreach and engagement. Several individuals highlighted a particular program known as "shopping with a cop," wherein minority youth would be accompanied by an RPD police officer and invited to engage in a complementary shopping trip for school supplies, etc. This program was apparently very well-received.

CPSM notes that outreach efforts such as this are frequently quite effective at building and strengthening relationships with members of the minority community. Interestingly, such efforts

are directed at adolescents and at-risk youth. This is done in order to engage youth before the age when they are most likely to begin to distrust the police. We heard from several parents of the need to train their teenage children how to behave if pulled over by the police to avoid being killed.

It is quite possible that the RPD has been engaging in robust outreach efforts toward youth that have simply not come to the attention of those older individuals (the senior citizens) with whom we met. Indeed, one person whom we met with suggested that age is indeed a very relevant factor. He/she suggested that "minority kids would give the police a 3 out of 10 on trustworthiness; minority members generally would give them a 6," adding, "we just don't feel comfortable around the police." This would suggest the need for age-specific outreach efforts to the entire minority community.

REQUISITE SKILL SET AND PROFILE OF NEXT CHIEF

Based upon the information gleaned from these interviews, it appears that the ideal candidate for the position of Police Chief will be a mature professional who has exceptional communication skills and a deep appreciation and understanding of a growing community similar to Roswell. More specifically, he/she should possess the following skills, expertise, and personal characteristics:

Proven Leader

The new Chief must update policies and procedures and ensure everyone is trained on them prior to enforcing them; the enforcement must be uniform. He/she must break down the silos between squads and ensure effective communication throughout the organization. The Chief must be viewed as having significant experience as a police officer and as supporting the RPD officers. Walking the talk, with visible and consistent leadership by example, will be very important. Instituting genuine community policing as a guiding philosophy will be of paramount importance.

Communicator

This is undoubtedly the most essential characteristic. The next Chief must possess exceptional interpersonal communication and management skills and must generally be perceived as a champion of the department and role model for all of its officers. The Chief must clearly state expectations and hold personnel accountable. The next Chief must possess a high degree of emotional intelligence, personal integrity, and be an excellent listener (this was a persistent theme in all interviews).

The next Chief must be able to consistently communicate a clear vision and plan for the department and must state with particularity what is expected of all personnel.

Note: The next Chief need not be an "expert crime fighter." Rather, this individual must be a seasoned "coach," "mentor," and "leader" who can earn the respect of RPD personnel. Members of the department seem to be craving this type of leadership at this time.

Experience / Maturity

Based upon our many conversations with members of the RPD and the wider community, it is quite clear that the next person who serves as Chief of the RPD must have substantial experience at running a department of this size. The next Chief should therefore have previously served as a police commissioner, police chief, or deputy chief in a community that is economically and demographically similar to or larger than Roswell. The ideal candidate will

have earned respect simply by the content of his/her resume. Specifically, the ideal candidate would have helped guide a city undergoing change as it transitioned from “small town policing” techniques towards a more serious enforcement style better suited to deal appropriately with the many crime and disorder problems that come along with growth. This should be considered a prerequisite for this position. Roswell is not an appropriate position for “a first-time Chief.”

Capable Administrator / Delegator

The next Chief must be adept at maintaining internal discipline while fostering positive morale. Several individuals suggested that much progress has recently been made in the department, but that a great deal of further work is needed. Specifically, several individuals suggested that it is essential to “put the right people in the right positions” within the department. We also recommend that the next Chief ensure that career paths are clarified for members of the RPD and that the department develop a clear succession plan. Senior personnel should continue to be encouraged to apply to and attend the FBI National Academy. The next Chief must abide by the chain of command and demand that his or her managers take an active role in the leadership of the department. The Chief must also be quite adept at strategic planning and performance-based management. It is clear that the next Chief will need to quickly convey clear performance expectations to all members of the department.

Collaboration with All Segments of the Community

The next Chief must fully understand and embrace community policing and be able to guide RPD personnel in community policing and the development and execution of effective community outreach initiatives. Again, this clearly is not a job for an individual who lacks experience. The position requires an individual who has already had considerable success in terms of developing and strengthening ties with the community (all of its segments) and projects a demeanor of fairness and competence. Members of the minority community appear to be particularly concerned that the next Chief demonstrate a true commitment to being “unbiased and open.” For specific recommendations and strategies for building trust, transparency, and personal accountability see *The Final Report of the President's Task Force on 21st Century Policing* (2015).

Represent a “New Beginning”

Many members of the department and the wider community suggested that the next Chief must “come from outside the department” in order to bring about a much-needed “breath of fresh air.” While CPSM offers no opinion in this regard, it is clear that personal relationships, histories, and past practices have perhaps unnecessarily complicated the department's operations. Virtually all of our respondents (both internal and external stakeholders) suggested the need for a “fresh start” and a “new beginning” for the department and its personnel.

In sum, expert crime-fighting skills, emergency management, and labor negotiation skills are not as necessary as leadership skills are for this position. Internal management and community policing/outreach skills are critically necessary.

SECTION 5. UNIFORM PATROL

The Roswell Police Department provides the community with a full range of police services, including responding to emergencies and calls for service (CFS), performing directed activities, and solving problems. The department is service-oriented, and thus provides a high level of service to the community. Essentially, every call for service from the public gets a police response and every criminal case gets investigated. The department embraces this approach and considers every request for service from the public important and deserving of a police response.

DEMAND

It was reported to the CPSM team that no call is considered too minor to warrant a response and no case is too small to warrant an investigation. The RPD is interested in providing a very high level of service to the community and this translates into a posture that every call, no matter how minor, will receive a response from an officer. The result of this policing philosophy is the delivery of comprehensive policing services to the community. The department has the hallmark of a small-town approach to policing, in which people are not anonymous citizens but members of a community. Service is personalized, the police are part of the fabric of the community, and expectations for police service are high.

This approach is not without costs, however. Considerable resources are needed to maintain the small-town approach. The Uniform Patrol Division must be staffed with enough officers to respond to these calls.

When examining options for the department's direction, the city and the department face potential choices of a) continue to police the community as they do now, or b) take steps to restructure how to respond to demand, still promote order and safety, but free up additional time for officers to engage in proactive patrol. That is, the department could decide whether to sustain its comprehensive level of police service or take the steps necessary to manage public demand. Essentially, this is a political decision regarding the quantity of police services offered to the Roswell community. But quality doesn't need to suffer. The recommendations offered regarding operations, if implemented, will permit the Roswell Police Department to continue its full-service model of policing yet run the agency more efficiently.

This is largely a political decision that needs to be made in close collaboration with community stakeholders. The RPD could continue with its comprehensive approach to handling CFS, but it must be made known that CPSM considers this an inefficient approach to managing service demands and that alternatives and adjustments could be considered that do not compromise that high-level service philosophy.

TABLE 5-1: Calls for Service

Category	Community-initiated			Police-Initiated		
	Calls	Units per Call	Minutes	Calls	Units per Call	Minutes
Accidents	4,666	1.6	35.5	434	1.8	30.6
Alarm	6,443	2.3	11.5	62	1.8	8.3
Animal	566	1.6	24.1	47	1.3	12.2
Assist–fire	133	3.2	30.4	9	1.7	21.7
Assist–medical	445	2.9	45.7	10	2.1	30.5
Assist–other	522	2.2	30.2	568	1.3	16.2
Check	2,606	1.8	26.8	7,387	1.1	10.6
Crime–persons	1,047	2.5	45.8	28	3.0	48.8
Crime–property	3,779	1.8	34.6	210	1.5	27.2
Disturbance	2,015	2.4	20.9	74	1.7	18.1
Investigation	2,371	2.7	39.2	184	2.2	26.3
Miscellaneous	278	1.5	25.7	36	1.4	14.2
Prisoner–transport	308	1.7	102.6	212	2.2	56.2
Suspicious incident	1,837	2.5	21.7	1,248	2.1	15.4
Traffic enforcement	2,020	1.6	22.4	1,251	1.3	18.7
Traffic stop	0	NA	NA	23,512	1.2	9.1
Weighted Average / Total Calls	29,036	2.1	27.6	35,272	1.3	10.9

Table 5-1 presents information on the main categories of calls for service received from the public that the department handled between the period, July 1, 2017 to June 30, 2018. In total, department officers were dispatched to approximately 64,300 calls during that twelve-month period, or approximately 176 calls per day.

In general, CFS volume is within acceptable bounds.

To evaluate the workload demands placed on the department, it is useful to examine the number of CFS received from the public in relation to the population size. With a population estimated to be approximately 95,000, the total of 64,300 CFS translates to about 677 CFS per 1,000 residents. While there is no accepted standard ratio between calls for service and population, CPSM studies of other communities show a CFS- to-population ratio ranging from 400 to 1,000 CFS per 1,000 persons per year. Lower ratios typically suggest a well-managed approach to CFS. The value of 677 CFS/per thousand/year would suggest an appropriate policy is in place for triaging nonemergency calls. A well-managed dispatch system includes a system where CFS are screened and nuisance calls eliminated before they are dispatched. Considering the RPD does not have a process of screening out nonemergency police CFS, it would appear that the Roswell community (residents, businesses, and visitors) generates fewer CFS than expected for a community of this size.

It also appears, however, that the Roswell Police Department could be more aggressive at triaging CFS. Certain types of calls do not necessarily require the response of a sworn police officer. There are many categories of CFS that are non-emergency in nature and do not require an immediate response by the police. The bottom line here is that a substantial number of CFS dispatches to officers could be eliminated. This would free officers' time to address other

conditions present in the community as opposed to spending time at CFS at which their services are not essential. Sparing officers from responding to non-emergency CFS allows them to remain available and on patrol in the community. The following categories of CFS could be examined in order to reduce the response by the RPD.

Alarm Reduction Program

False alarms are a source of inefficiency for police operations. The alarm industry is a strong advocate of developing ordinances and procedures to address police response to false alarms and will work closely with any agency exploring this issue. The 98 percent of alarm calls that are false are caused by user error, and this can be addressed by alarm management programs. During the study period the RPD responded to more than 6,400 alarm calls. The response to the overwhelming majority of these calls is undoubtedly unnecessary, and an inefficient use of police resources.

Article 13.2 of the Roswell Code of Ordinances governs the registration and management of false alarms. Alarm owners are required to register their alarms within five days following installation. If the police are called to a false alarm, the alarm owner will receive a warning for the first two false alarms. Each additional false alarm carries a \$50 fine.

Although the city has an ordinance regarding false alarms, there does not appear to be a concerted effort to implement the ordinance to minimize false alarm responses. More than 20 percent of all community-initiated CFS are responses to alarms, which are overwhelmingly false alarms. Consideration could be given to taking a more aggressive approach to these incidents. Increasing the fees associated with repeated false alarms might have an impact. Communities around the country have ordinances that incur fees of more than \$1,000 for repeated false alarms. A \$50 fee might be seen as manageable cost of doing business, while a higher fee might induce a more lasting change.

Similarly, the RPD should analyze the data on false alarm activations. A more detailed analysis may reveal patterns and trends. The RPD may be able to identify problematic locations and/or alarm installation companies that are generating a large number of false alarms and work with them to reduce or eliminate future occurrences.

In addition, some communities are enacting a double-call verification protocol. Under such a program an alarm CFS is verified by the 911 dispatcher with the alarm company before an officer is dispatched to respond. Also, the city should consider making greater use of the data it collects on the false alarms already recorded. Analysis of the data could reveal certain companies that have a poor record of installation. High frequency alarm violators could be identified and visited by sworn personnel to identify reasons behind the false alarms.

In general, responding to false alarms is an inefficient use of police emergency resources. The department needs a more aggressive approach. The RPD and the City should explore avenues to minimize these responses to the greatest extent possible.

Automobile Accidents

Automobile accidents are another category of call for which the response by a sworn officer is questionable. In the period under observation the RPD responded to more than 4,600 motor vehicle accidents.

CPSM recommends that the policy of responding to and investigating routine traffic accidents (property damage only, no criminality) be minimized or discontinued altogether. Most accidents

involve only property damage to vehicles and the role of an officer is simply report preparation. When injuries occur or vehicles are inoperable and blocking traffic, however, police response is important. Proper training of dispatchers and inquiries by dispatchers during the initial call-taking process can easily triage vehicle accident calls to determine which ones require a police response. Police departments around the country have discontinued assigning police officers to handle property damage-only accidents. CPSM supports this development and contends that dispatching police officers to all vehicle crashes is a policy that could be revisited. Furthermore, the RPD has adopted the policy of assigning Traffic Unit personnel to handle traffic crashes when unit members are available. While this is seen as an attempt to alleviate the burden of responding to these CFS from regular patrol officers, dispatching specialized traffic safety officers to vehicle crashes is the least efficient use of their time and resources.

Examination of Table 5-1 indicates that almost 16 percent of citizen-initiated CFS (about one out of every six calls) during the study period were traffic accidents. Arguably, most of these calls were administrative in nature and did not necessarily warrant the response of a sworn police officer.

According to Georgia law, if a motorist is involved in a motor vehicle accident in which a person is injured or there is property damage in excess of \$500, the motorist must report the accident to the local police. Police departments across the state have interpreted this regulation as a mandate to respond to every traffic crash and prepare a report. This results in numerous hours spent by patrol officers responding to and documenting traffic crashes.

CPSM contends that this approach is not an efficient use of patrol officer time. CPSM recommends that only a limited number of vehicle crashes require a police response. When a motor vehicle is disabled or blocking the roadway, or there is a dispute between motorists, or one motorist is intoxicated, or other criminal activity is alleged, a police response is required. When the crash is routine and none of those factors are present, the motorist should be advised to prepare the required Georgia forms and submit them to the state: on-site response by a police officer is not necessary. A motorist involved in a collision can go to police headquarters and prepare the report or obtain the form online and submit the documents accordingly. This process also spares the need for an officer to respond to the scene and keeps them free to perform other, more critical, functions.

Combined, alarm and accident CFS accounted for almost 40 percent of all CFS received from the community during the year studied (4,666 accidents, 6,443 alarms, equals 11,109 CFS or 38.3 percent of all community-initiated CFS). The large majority of these CFS do not require an emergency response by the police. The department and community stakeholders should evaluate the response policy for these calls and determine if the current practice is appropriate or if modifications can be made.

Checks

The RPD engages in an extraordinarily robust program of "patrol checks" to a wide assortment of locations in the community. Over the course of the period studied by CPSM, the RPD conducted almost 10,000 patrol checks to businesses, residences, vacation checks, welfare checks etc. This is more than 27 times each day over the course of the year. Table 5-1 also reports that the average community-initiated check lasted about 27 minutes, and the average police-initiated check lasted for 11 minutes. The RPD is to be commended for implementing such a robust program. At the same time, an opportunity exists to dramatically improve the delivery of these services on three different levels.

From a criminological standpoint, research shows that spending as little as 15 minutes in a crime “hot spot” has a deterrent effect on crime at that location. Officers can be directed to these locations based upon many factors, one of which is by information from the department's crime analyst. Along these lines, the RPD is providing a visible presence in the locations where crime is occurring. An opportunity exists here to enhance this approach.

Inspection of the directions given patrol officers indicates that they are told of the time, place, and general condition that they are addressing. This is sufficient information for patrol officers to respond to these locations and provide a visible police presence, but not much more. This information, while valuable to orient the officers to the times and places of crime events, should be included as part of a strategic approach to crime reduction. This approach involves identifying with greater precision the human and environmental variables associated with the crime. In other words, who are the known offenders? What vehicles do they target? What kind of property is removed? Should the officers make crime prevention recommendations to the facility being checked? Are there any cameras deployed? What is the long-term plan to address these occurrences and how do all of the units of the RPD factor into that plan?

There is also an opportunity to explore the tension between quality, as opposed to quantity, of these activities. The RPD conducts over 27 patrol checks each day, but is there an understanding of how well these patrols are being conducted? For example, is conducting an 11-minute premise check adding value, either as a crime deterrent or in community satisfaction, to the overall efforts of the department? What is being done during these patrols? Should they be longer? Is there any intelligence collected, and how should that be reported? In other words, the quality of these patrols should be the focus, and not just the quantity, or simply the fact that a patrol was conducted.

The RPD should also consider formalizing a feedback loop with respect to the patrol checks. Presumably, on many of these activities a member of the community requested this service. The RPD should consider selectively contacting those community members to notify them about the services that were provided and also inquire if the initial problem was addressed. The feedback loop, therefore, provides a higher quality of service by letting the community know that their problem was addressed, and lets the department know if its efforts actually made any difference.

Essentially, the RPD has the foundation of an excellent approach to police service. Leveraging the already robust direct patrol program along the three dimensions mentioned above will take this program to the next level and provide the high level of service that the community expects from the department.

CFS EFFICIENCY

Further examination of various elements of the CFS and patrol response data also warrants discussion. Data from various tables and charts in the data analysis section of this report provide a wealth of information about demand, workload, and deployment in Roswell. Several key pieces of information need to be highlighted to demonstrate the effective use of patrol resources in the city. These statistics are found in the data analysis section under Figure 11-2, Percentage Events per Day by Category; Table 11-6, Primary Unit's Average Occupied Time; Table 11-7, Number of Responding Units by Initiator and Category; and Table 11-16, Average Response Time Components, by Category. Taken together these statistics provide an excellent lens through which to view the efficiency of patrol operations.

According to the data in Table 11-6, Roswell patrol units on average takes 27.6 minutes to handle a call for service generated from the community. This figure is slightly lower than the benchmark time of about 28.7 minutes for a CFS, based on our experience. Also, the department, according to Table 11-7, dispatches 2.1 officers per CFS. The number of officers dispatched (like occupied time) varies by category of call, but is higher in Roswell as compared to policing norms of about 1.6 officers per CFS.¹ The average police-initiated CFS lasts about 10.9 minutes and involves 1.3 officers on average. The service time here is lower than the average benchmark of other departments studied by CPSM.

Similarly, according to Table 11-16, response time for CFS in Roswell averages 13.3 minutes per call in the winter and summer. This is higher than the 11.0 minute average response time observed by CPSM in all its studies. Similarly, the response time to high-priority CFS is higher than expected. The RPD posts an average of 5.6 minutes to respond to a high-priority CFS, which is 0.6 minutes longer than the average response time of five minutes in other communities studied by CPSM.

As other areas of this report will illustrate, the patrol function in the RPD experiences a high workload during an extended period during the day. That workload is undoubtedly reflected here in the summary of CFS efficiency. Service times are relatively short, and response times are relatively high, compared to other departments studied by CPSM. The combination of these two variables signals that the patrol function is stressed, and could contribute to a lower quality of service during these CFS.

The RPD has embraced a policing philosophy that seeks to deliver a high level of service. This is reflected in the vision, mission, and values of the department. The department expects that officers on patrol talk to people they meet, develop relationships, and get to know the community they serve. This approach is undermined when officers do not take the time to develop these relationships. This could be a sign of efficiency; however, when put in context with the other data in this table, it appears that patrol workload conditions require handling CFS perhaps too quickly, and the department might consider modifications for the Patrol Division to comport with the high-quality service approach it seeks.

1. CPSM benchmarks are derived from data analyses of police agencies similar to the RPD.

TABLE 5-2: CFS Efficiency

Variable Description	Mean	Minimum	Maximum	Roswell	RPD vs. CPSM Comps
Population	67,778.5	5,417.0	833,024.0	95,602	
Officers per 100,000 Population	201.2	35.3	465.1	142.3	LOWER
Patrol Percent	66.1	32.4	96.8	52.4	LOWER
CFS Rate	1,004.8	2.2	6,894.2	647	LOWER
Avg. Service Time, Police CFS	17.7	8.1	47.3	10.9	LOWER
Avg. Service Time, Public CFS	28.7	16.0	42.9	27.6	HIGHER
Avg. # of Responding Units, Police CFS	1.2	1.0	1.6	1.3	HIGHER
Avg. # of Responding Units, Community CFS	1.6	1.2	2.2	2.1	HIGHER
Total Service Time, Police CFS (officer-min.)	22.1	9.7	75.7	13.4	LOWER
Total Service Time, Community CFS (officer-min.)	48.0	23.6	84.0	58.0	HIGHER
Workload Percent Weekdays Winter	26.6	5.0	65.0	45	HIGHER
Workload Percent Weekends Winter	28.4	4.0	68.0	46	HIGHER
Workload Percent Weekdays Summer	28.7	6.0	67.0	42	HIGHER
Workload Percent Weekends Summer	31.8	5.0	69.0	43	HIGHER
Average Response Time, Winter	11.0	3.1	32.2	13.2	HIGHER
Average Response Time, Summer	11.2	2.4	33.3	13.3	HIGHER
High-priority Response Time	5.0	3.2	13.9	5.6	HIGHER

PATROL DEPLOYMENT AND STAFFING

Uniformed patrol is considered the “backbone” of American policing. Bureau of Justice Statistics indicate that more than 95 percent of police departments in the U.S. in the same size category as the Roswell Police Department provide uniformed patrol. Officers assigned to this important function are the most visible members of the department and command the largest share of resources committed by the department. Proper allocation of these resources is critical in order to have officers available to respond to calls for service and provide law enforcement services to the public.

Deployment

Although some police administrators suggest that there are national standards for the number of officers per thousand residents that a department should employ, that is not the case. The International Association of Chiefs of Police (IACP) states that ready-made, universally applicable patrol staffing standards do not exist. Furthermore, ratios such as officers-per-thousand population are inappropriate to use as the basis for staffing decisions.

According to ICMA's *Public Management* magazine, “A key resource is discretionary patrol time, or the time available for officers to make self-initiated stops, advise a victim in how to prevent the next crime, or call property owners, neighbors, or local agencies to report problems

or request assistance. Understanding discretionary time, and how it is used, is vital. Yet most police departments do not compile such data effectively. To be sure, this is not easy to do and, in some departments may require improvements in management information systems."²

Essentially, "discretionary time" on patrol is the amount of time available each day where officers are not committed to handling CFS and workload demands from the public. It is "discretionary" and intended to be used at the discretion of the officer to address problems in the community and be available in the event of emergencies.

When there is no discretionary time, officers are entirely committed to service demands, do not get the chance to address other community problems that do not arise through 911, and are not available in times of serious emergency. The lack of discretionary time indicates a department is understaffed. Conversely, when there is too much discretionary time officers are idle. This is an indication that the department is overstaffed.

Staffing decisions, particularly for patrol, must be based on actual workload. Once the actual workload is determined the amount of discretionary time is determined and then staffing decisions can be made consistent with the department's policing philosophy and the community's ability to fund it. The RPD is a full-service police department, and its philosophy is to address essentially all requests for service in a community policing style. With this in mind it is necessary to look at workload to understand the impact of this style of policing in the context of community demand.

To understand actual workload (the time required to complete certain activities) it is critical to review total reported events within the context of how the events originated, such as through directed patrol, administrative tasks, officer-initiated activities, and citizen-initiated activities.

Analysis of this type allows for identification of activities that are really "calls" from those activities that are some other event.

Understanding the difference between the various types of police department events and the resulting staffing implications is critical to determining deployment needs. This portion of the study looks at the total deployed hours of the police department with a comparison to current time spent to provide services.

In general, a "Rule of 60" can be applied to evaluate patrol staffing. This rule has two parts. The first part states that 60 percent of the sworn officers in a department should be dedicated to the patrol function (patrol staffing) and the second part states that no more than 60 percent of their time should be committed to calls for service. This commitment of 60 percent of their time is referred to as the patrol saturation index.

The Rule of 60 is not a hard-and-fast rule, but rather a starting point for discussion on patrol deployment. Resource allocation decisions must be made from a policy and/or managerial perspective through which costs and benefits of competing demands are considered. The patrol saturation index indicates the percentage of time dedicated by police officers to public demands for service and administrative duties related to their jobs. Effective patrol deployment would exist at amounts where the saturation index was less than 60.

From an officer's standpoint, once a certain level of CFS activity is reached, the officer's focus shifts to a CFS-based reactionary mode. Once a threshold is reached, the patrol officer's

2. John Campbell, Joseph Brann, and David Williams, "Officer-per-Thousand Formulas and Other Policy Myths," *Public Management* 86 (March 2004): 22-27.

mindset begins to shift from one that looks for ways to deal with crime and quality-of-life conditions in the community to one that continually prepares for the next call. After saturation, officers cease proactive policing and engage in a reactionary style of policing. The outlook becomes “Why act proactively when my actions are only going to be interrupted by a call?” Any uncommitted time is spent waiting for the next call. Sixty percent of time spent responding to calls for service is believed to be the saturation threshold.

Rule of 60 – Part 1

According to the department personnel data available at the time of the site visit, patrol is staffed by 66 sworn officers³ (1 Captain, 4 Lieutenants, 12 Sergeants, 49 police officers). These 66 of the 126 sworn officers represent 52.4 percent of the sworn officers in the RPD. Adding the 1 Lieutenant, 2 Sergeants, and 8 officers of the K9/Traffic units brings this figure to 61.1 percent (77 of 126 sworn officers).

Accordingly, the department has a lower than expected percentage of sworn officers dedicated to the patrol function. This part of the “rule” is not hard-and-fast. To bring the RPD into greater balance, additional personnel resources would be necessary. At the time of the site visit, the RPD had 13 vacancies in the Uniform Patrol Division (9 patrol, 1 K9, 3 Traffic/DUI). If these vacancies were filled the patrol-to-total ratio would increase to 64.7 percent (90 of 139 sworn).

Two conclusions can be reached from these data. First, the RPD, when fully staffed with all vacancies filled, has an appropriate allocation of sworn personnel on patrol and in specialty units. Second, the patrol complement in the RPD is currently understaffed. The allocation of 52.4 percent of sworn personnel to patrol is low and the patrol function is likely stressed.

Taken on its face, however, this part of the “rule” must be considered when examining the operational elements of the department when staffing recommendations are taken into consideration. The data presented here indicate that the RPD should consider short-term and long-term plans to rebalance the personnel allocation among units in the department.

Rule of 60 – Part 2

The second part of the “Rule of 60” examines workload and discretionary time and suggests that no more than 60 percent of time should be committed to calls for service. In other words, CPSM suggests that no more than 60 percent of available patrol officer time be spent responding to the service demands of the community. The remaining 40 percent of the time is the “discretionary time” for officers to be available to address community problems and be available for serious emergencies. This Rule of 60 for patrol deployment does not mean the remaining 40 percent of time is downtime or break time. It is simply a reflection of the point at which patrol officer time is “saturated” by CFS.

This ratio of dedicated time compared to discretionary time is referred to as the “Saturation Index” (SI). It is CPSM’s contention that patrol staffing is optimally deployed when the SI is in the 60 percent range. An SI greater than 60 percent indicates that the patrol manpower is largely reactive, and overburdened with CFS and workload demands. An SI of somewhat less than 60 percent indicates that patrol manpower is optimally staffed. SI levels much lower than 60 percent, however, indicate patrol resources that are underutilized, and signals an opportunity for a reduction in patrol resources or reallocation of police personnel.

Departments must be cautious in interpreting the SI too narrowly. For example, one should not conclude that SI can never exceed 60 percent at any time during the day, or that in any given

3. At the time of the site visit, eight police officers budgeted by the department were still assigned to their field training and not assigned to patrol. The effective personnel strength was 126 sworn officers.

hour no more than 60 percent of any officer's time be committed to CFS. The SI at 60 percent is intended to be a benchmark to evaluate overall service demands on patrol staffing. When SI levels exceed 60 percent for substantial periods of a given shift, or at isolated and specific times during the day, then decisions should be made to reallocate or realign personnel to reduce the SI to levels below 60. This is not a hard-and-fast rule, but rather a starting point for discussion on patrol deployment. Resource allocation decisions must be made from a policy and/or managerial perspective through which costs and benefits of competing demands are considered. The patrol saturation index indicates the percentage of time dedicated by police officers to public demands for service and administrative duties related to their jobs. Effective patrol deployment would exist at amounts where the saturation index was less than 60.

The CPSM data analysis in the second part of this report provides a rich overview of CFS and staffing demands experienced by the Roswell department. The analysis here looks specifically at patrol deployment and how to maximize the personnel resources of the department to meet the demands of calls for service while also engaging in proactive policing to combat crime, disorder, and traffic issues in the community.

Figures 5-1 through 5-8 represent workload, staffing, and the "saturation" of patrol resources in the RPD during the two months (seasons) on which we focused our workload analysis. By "saturation" we mean the amount of time officers spend on patrol handling service demands from the community. In other words, how much of the day is "saturated" with workload demands. This "saturation" is the comparison of workload with available manpower over the course of an average day during the months selected. The figures represent the manpower and demand during weekdays and weekends during the months of August 2017 and February 2018. Examination of these figures permits exploration of the second part of the Rule of 60. Again, the Rule of 60 examines the relationship between total work and total patrol, and to comply with this rule, total work should be less than 60 percent of total patrol.

FIGURE 5-1: Deployment and Workload, Summer 2017, Weekdays

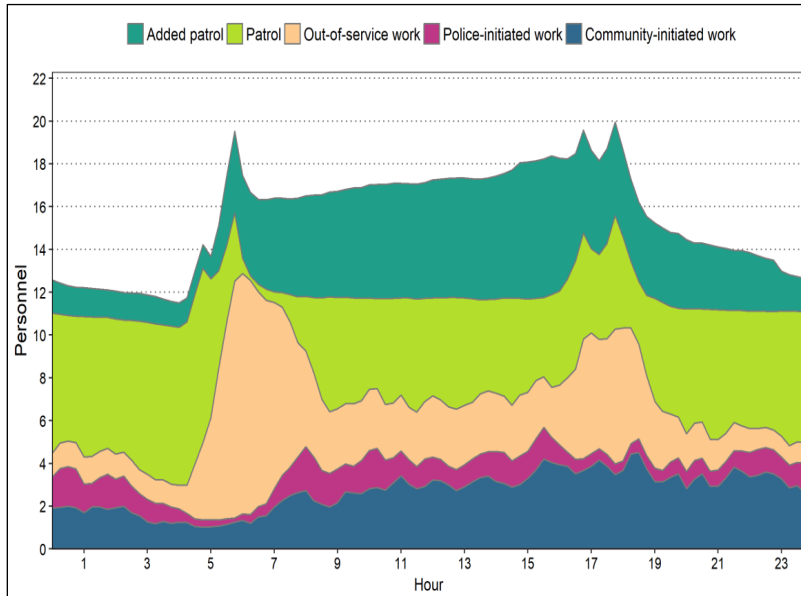
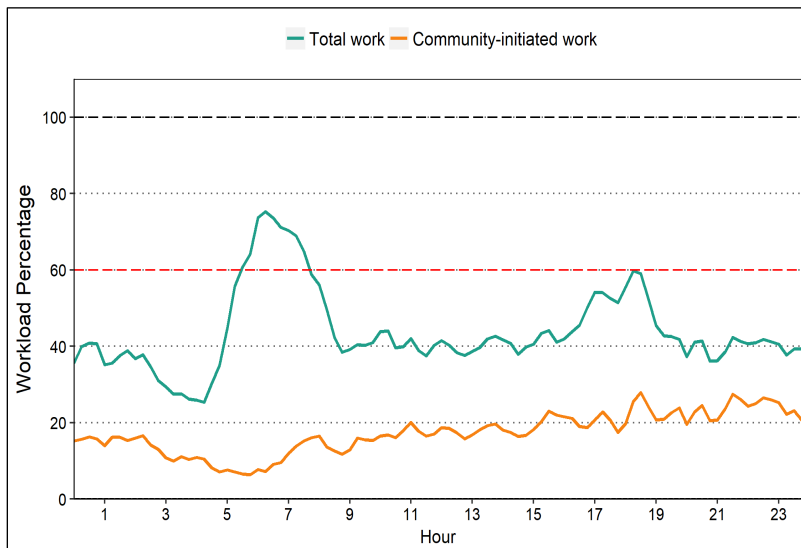


FIGURE 5-2: Workload Percentage by Hour, Summer 2017, Weekdays



Workload v. Deployment – Weekdays, Summer

Avg. Workload:	6.9 officers per hour
Avg. % Deployed (SI):	45 percent
Peak SI:	75 percent
Peak SI Time:	6:15 a.m.

Figures 5-1 and 5-2 present the patrol workload demands and SI for weekdays in summer. As the figures indicate, the SI exceeds the 60 percent threshold in the morning during shift change. The SI ranges from a low of approximately 25 percent at 4:00 a.m. to a high of 75 percent at 6:15 a.m., with a daily average of 45 percent.

Figures 5-1 and 5-2 illustrate several important features of the patrol function in Roswell. Figure 5-2 shows that during summer weekdays workload begins to increase at around 5:00 a.m. and remains steady, and even increases throughout the afternoon until it peaks around 6:00 p.m. Workload then begins to taper off after 6:00 p.m. and steadily ebbs until it reaches a low point at around 4:00 a.m. and then the cycle repeats.

Figure 5-1 illustrates the level of patrol staffing throughout the day. The light green area on the graph shows the amount of basic patrol resources during the day. Basic patrol deployment ranges from approximately 11 to 12 officers. There are two distinct spikes during the day between 5:00 a.m. and 6:00 a.m. and between 5:00 p.m. and 6:00 p.m. and these represent the overlapping of the shifts during shift changes. "Added patrol" resources appear most abundant during the day and can be as many as five officers at times. These resources taper off substantially after midnight and are largely unavailable in the early morning hours.

There is no question that "added patrol" personnel assigned to Traffic Units handle CFS as part of their day-to-day activities. However, handling CFS is only a small part of their responsibility and the majority of their daily activities are related to their primary function. Considering Traffic officers as part of the main patrol function that handles CFS is a misnomer and does not completely reflect their involvement in patrol. It is important to keep this in mind when assessing the relative workload experienced by patrol officers.

This workload is then transformed into a percentage of the amount of personnel available to handle it. This is illustrated in Figure 5-2. The figure illustrates that the Saturation Index exceeds 40 percent between the hours of 6:00 a.m. until just after midnight. This calculation is made by dividing the amount of workload by the available staff. For the purposes of this analysis, available patrol staff is defined as Lieutenants, Sergeants, and police officers assigned to patrol, and added patrol that includes Traffic and K9 officers.

Re-inspection of Figure 5-2 within this context reveals important insight about patrol. At 9:00 a.m., for example, Figure 5-2 indicates that about 6.5 hours of workload occurs. At that time, total staffing is approximately 16.5 sworn officers. The SI at this time would be calculated as 39.4 percent. However, eliminating the added patrol officers from this calculation reduces the staffing allocation at 9:00 a.m. to about 12 officers. The SI for patrol, therefore, would become approximately 54.2 percent. This level is high. This calculation also does not account for the work that the added patrol officers might be doing at this time. Essentially, there is a difference between the actual staffing level and the relative staffing level. One includes all patrol-related personnel, and the other includes personnel with just primary CFS functions. The SI, therefore, is between 39.4 percent and 54.2 percent.

This pattern, and the resulting impact, needs to be taken into consideration during the times "added patrol" is used as part of the staffing allocation. The "actual" SI is high between the hours of approximately 7:00 a.m. to 6:00 p.m. The "relative" SI is high during this same period, and exceeds the upper threshold determined by CPSM to evaluate patrol workload.

Figure 5-1 also shows a fairly substantial amount of time dedicated to "out-of-service" work. The peach-colored area of the figure is most prominent during the change of shifts at about 5:00

a.m. and 5:00 p.m., but remains high throughout the day. There appears to be more time dedicated to out-of-service work than both directed patrol and police-initiated work. Although the exact dynamics of this out-of-service work is beyond the scope of this report, a breakdown of these activities is included in the data analysis section. The RPD should examine these activities more carefully to better understand the use of time in this area. There could be a high administrative burden with respect to patrol operation, and perhaps an opportunity to explore

this time with an eye towards creating greater efficiencies. It could also be an opportunity for tighter supervision on patrol in order to minimize time spent in this area.

The take-away from the situation presented in Figures 5-1 and 5-2 is that additional resources, or lower service demands, are required during a substantial part of the day shift. The following six figures reinforce this conclusion and indicate that this situation also occurs during the summer weekends and in winter.

FIGURE 5-3: Deployment and Workload, Summer 2017, Weekends

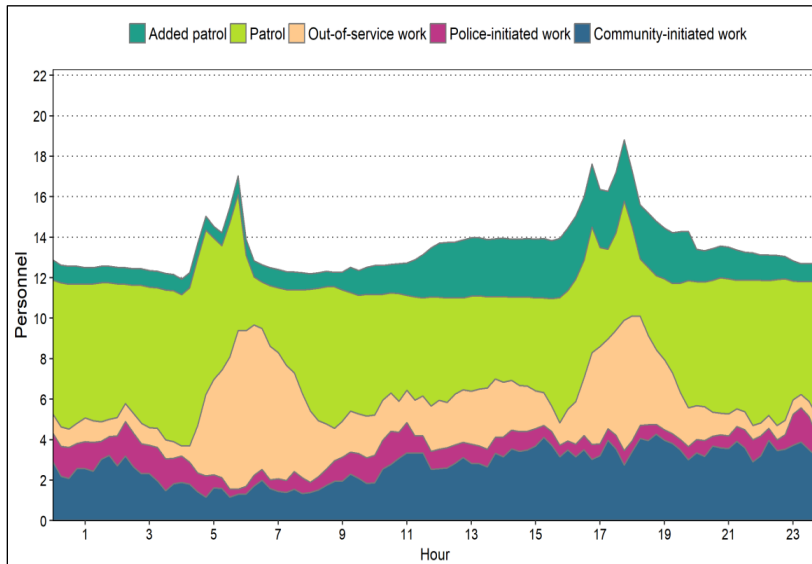
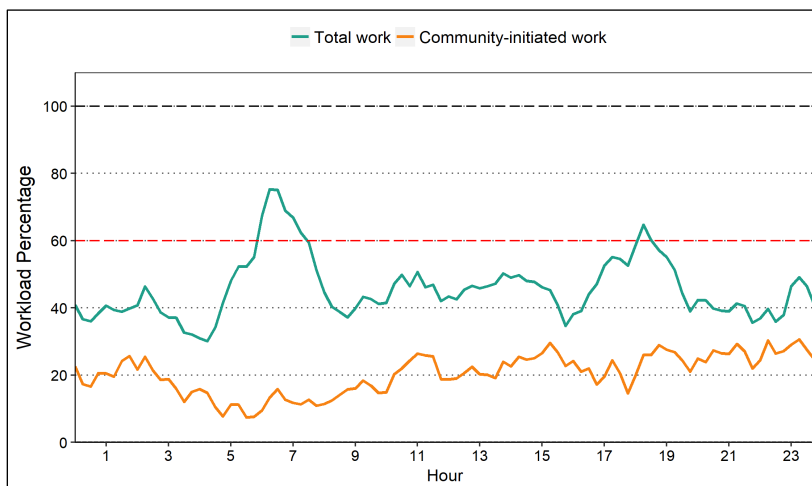


FIGURE 5-4: Workload Percentage by Hour, Summer 2017, Weekends



Workload v. Deployment – Weekends, Summer

Avg. Workload: 6.2 officers per hour
 Avg. % Deployed (SI): 46 percent
 Peak SI: 75 percent
 Peak SI Time: 6:15 a.m.

Figures 5-3 and 5-4 present the patrol workload demands and SI for weekends in summer. The workload exceeds the 60 percent threshold several times during the day. The SI ranges from a low of below 30 percent around 4:30 a.m. to a high of 75 percent at 6:15 a.m., with a daily average of 46 percent.

FIGURE 5-5: Deployment and Workload, Winter 2018, Weekdays

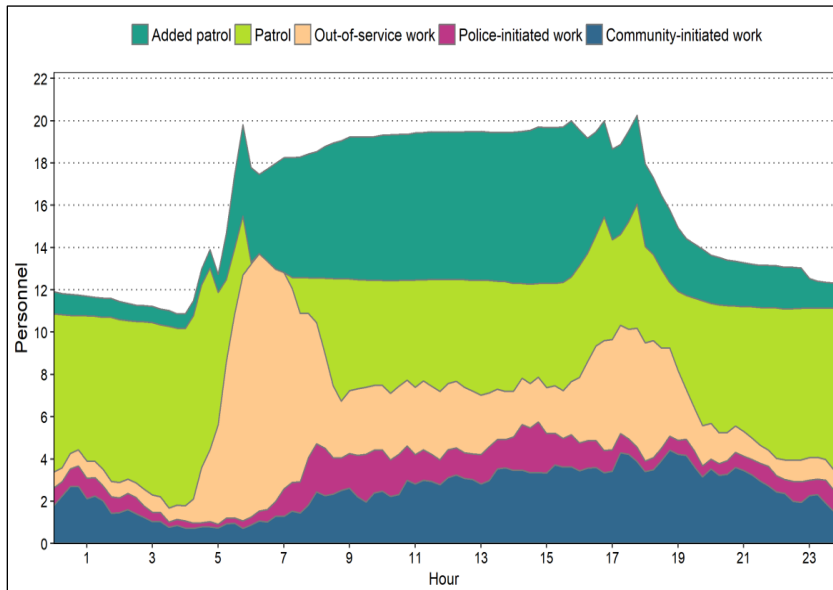
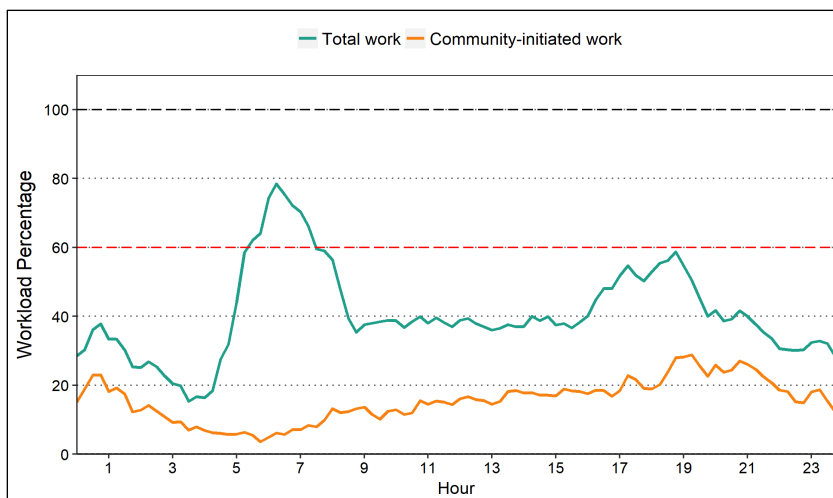


FIGURE 5-6: Workload Percentage by Hour, Winter 2018, Weekdays



Workload vs. Deployment – Weekdays, Winter

Avg. Workload:	6.8 officers per hour
Avg. % Deployed (SI):	42 percent
Peak SI:	78 percent
Peak SI Time:	6:15 a.m.

Figures 5-5 and 5-6 present the patrol workload demands and SI for weekdays in winter. The workload exceeds the 60 percent threshold during the morning shift change. The SI ranges from

a low of approximately 18 percent at 3:30 a.m. to a high of 78 percent at 6:15 a.m., with a daily average of 42 percent.

FIGURE 5-7: Deployment and Workload, Winter 2018, Weekends

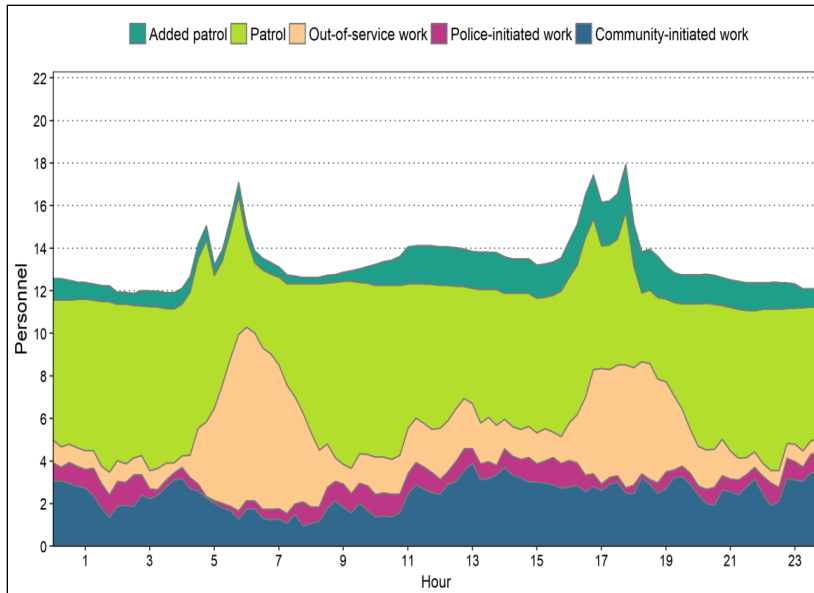
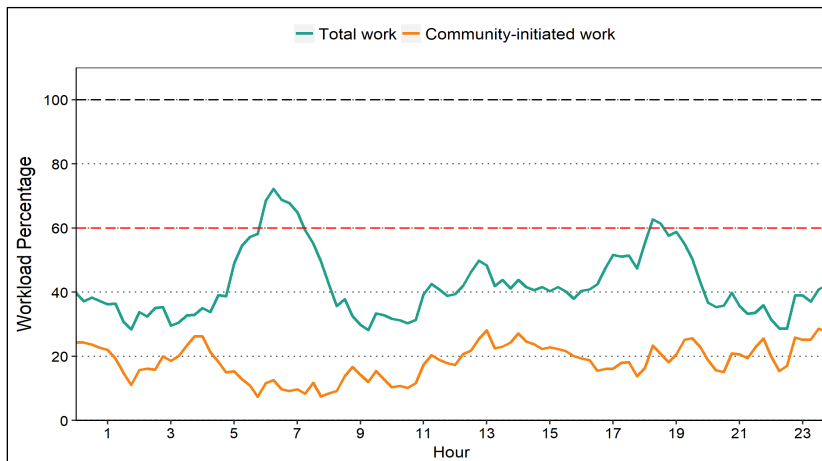


FIGURE 5-8: Workload Percentage by Hour, Winter 2018, Weekends



Workload v. Deployment – Weekends, Winter

Avg. Workload:	5.7 officers per hour
Avg. % Deployed (SI):	43 percent
Peak SI:	72 percent
Peak SI Time:	6:15 a.m.

Figures 5-7 and 5-8 present the patrol workload demands and SI for weekends in winter. The workload exceeds the 60 percent threshold during both the morning and evening shift changes. The SI ranges from a low of about 30 percent at 2:00 a.m. to a high of 72 percent at 6:15 a.m., with a daily average of 43 percent.

Taking in these interrelated elements together permits several conclusions with regards to the patrol function. First, the patrol function in Roswell is stressed. While workload breaches the 60 percent threshold during shift changes, the workload averages greater than 40 percent for the entire day. Consideration must also be given to the fact that this includes the very low-demand overnight periods. Therefore, during the day and evening hours, when CFS are more prevalent, patrol workload is regularly in the 50 percent range. For a department interested in providing a high-level of customer service, workload statistics at this level would not be acceptable.

Workloads at this level would account for the relatively short amount of time spent on community-initiated and police-initiated calls.

The information presented above can be used in estimating the appropriate level of staffing for patrol. This is determined by examining shift schedules within the context of the service demands illustrated above.

Appropriate Patrol Staffing

Taking into consideration the demand for police services and the concept of saturation index, appropriate levels of patrol staffing can be determined. The optimal level of patrol staffing will lead to the modeling of patrol schedules and act as the foundation for the staffing of the entire department.

The RPD's main patrol force is scheduled in 12-hour shifts starting at 5:30 a.m. and 5:30 p.m. Each shift is led by a Lieutenant and three Sergeants. The number of sworn officers varies from squad to squad. Table 5-3 presents the combination of personnel assignments from the December 2018 patrol schedule that leads to various levels of patrol strength.

TABLE 5-3: Patrol Strength by Shift

Shift	Squad	Lt.	Sgt.	PO	Total
Day: 0530x1730	A	1	3	12	16
Day: 0530x1730	B	1	3	13	17
Night: 1730x0530	C	1	3	12	16
Night: 1730x0530	D	1	3	12	16
Total		4	12	49	65

The available literature on shift length provides no definitive conclusions on an appropriate shift length. A recent study published by the Police Foundation examined 8-hour, 10-hour, and 12-hour shifts and found positive and negative characteristics associated with all three options.⁴ The length of the shift is secondary to the application of that shift to meet service demands.

The 12-hour shift poses advantages and disadvantages. On the positive side, the 12-hour shift requires fewer work appearances for officers and supervisors. Presumably, fewer appearances translates into a higher quality of life away from work. From an operational perspective, the 12-hour shift results in a greater percentage of officers working on any given day, thus more officers to deploy toward crime, traffic, disorder, and community issues at any one time. This shift plan also affords a tight unity of command with supervisors and officers working together each shift. This promotes better supervision and better esprit de corps among employees.

4. Karen L. Amendola, et al, The Shift Length Experiment: What We Know about 8-, 10-, and 12-hour Shifts in Policing (Washington, DC: Police Foundation, 2012).

On the negative side, a 12-hour shift configuration with four equally staffed squads results in a constant and fixed level of patrol staffing throughout the day. Service demands vary, peaking in the evening hours and waning in the early morning hours. With a constant supply of personnel and a variable demand for their services, there will be a continual cycle of either a surplus or shortage of resources. Also, with a four-squad configuration a "silo" effect is often created. The natural rotation of this shift configuration creates four separate squads that do not interact often, this creating personnel "silos." Similarly, it is difficult to communicate between the "silos" and between the squads and the executive management of the department.

In its totality, however, the patrol shift schedule in the RPD is efficient, but under-resourced. The main concern from a workload-staffing standpoint is that given the current operational demand, there are too few resources during critical times during the day. Currently, the organizational chart indicates that there are nine vacant positions in the various patrol shifts. In addition to these nine positions, there are two additional vacancies in the Traffic Unit. CPSM recommends hiring sworn personnel to fill these 11 vacant positions as soon as possible, as well as adding four new positions to patrol (one position to each Patrol squad).

Uniform Patrol Recommendation:

- Currently, the organizational chart indicates that there are nine vacant positions in the various patrol shifts. In addition to these nine positions, there are two additional vacancies in the Traffic Unit. CPSM recommends hiring sworn personnel to fill these positions as soon as possible, as well as adding four additional positions to the patrol shifts (one to each squad). (Recommendation No. 3.)

SPATIAL REPRESENTATION OF DEMAND

The figures presented previously (Figures 5-1 through 5-8) provide a thorough examination of the service demands placed on the RPD during different times of the day and week. In addition to these "temporal" demands, it is also possible to illustrate the "spatial" demands on the RPD. Examining the spatial demands permits the exploration of where incidents are occurring.

Maps were generated using the CFS data that CPSM extracted from the CAD system; these maps are intended to illustrate problem areas in the city using the one year of data. The goal in this section is to illustrate problematic locations in the community and the need to develop specific strategies around those locations.

As can be seen in Figures 5-9 and 5-10, there are several distinct incident "hot spots" in the community. It is clear that retail, commercial, and traffic conditions command a great deal of attention from the RPD. There are numerous discernable hotspots in commercial areas within the city. This comes as no surprise as these areas are vibrant and well-traveled part of the community and presumably would demand a large share of attention from the police department.

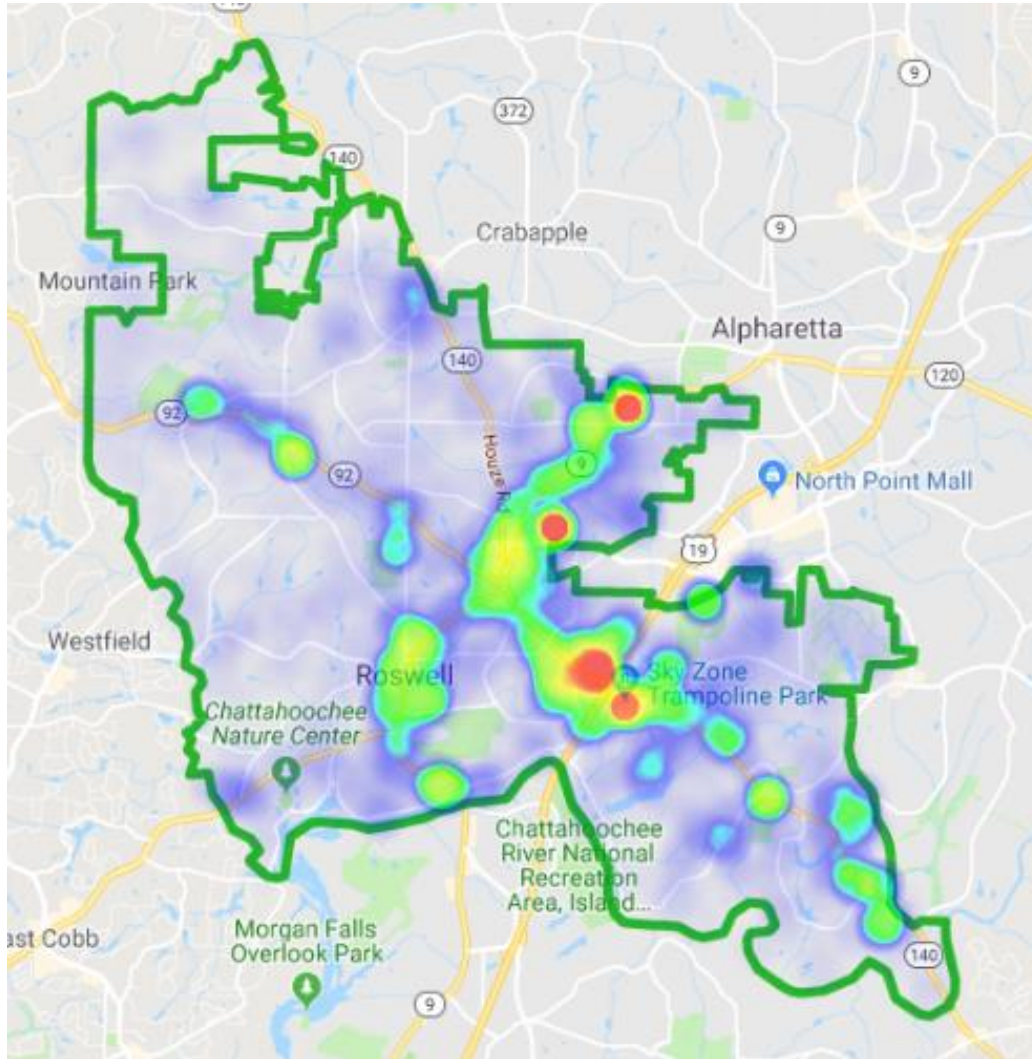
Each one of the actual "hot spots" in the community should be the focus of a specific and targeted strategy that aims to eliminate, or drastically reduce, the conditions present at those locations. Undoubtedly, these locations receive the lion's share of attention from patrol officers in the department, and consideration should be given to formulating a deliberate plan to deal with these locations in a proactive fashion.

CPSM recommends taking a more strategic approach to crime at these locations. The RPD should create a specific strategic plan for this general location. All operational resources, patrol, investigative, etc., should be brought to bear on crime and disorder at these locations.

For example, shoplifting could just be a simple juvenile prank, or it could be part of an organized ring of retail and identity theft. Police departments across the country are experiencing a growing trend of gang involvement in retail and identity theft, as well as auto larceny in the vicinity of commercial hubs. A more coordinated and strategic approach to this condition is warranted. It will have an impact on reducing crime and be a better use of scarce patrol resources.

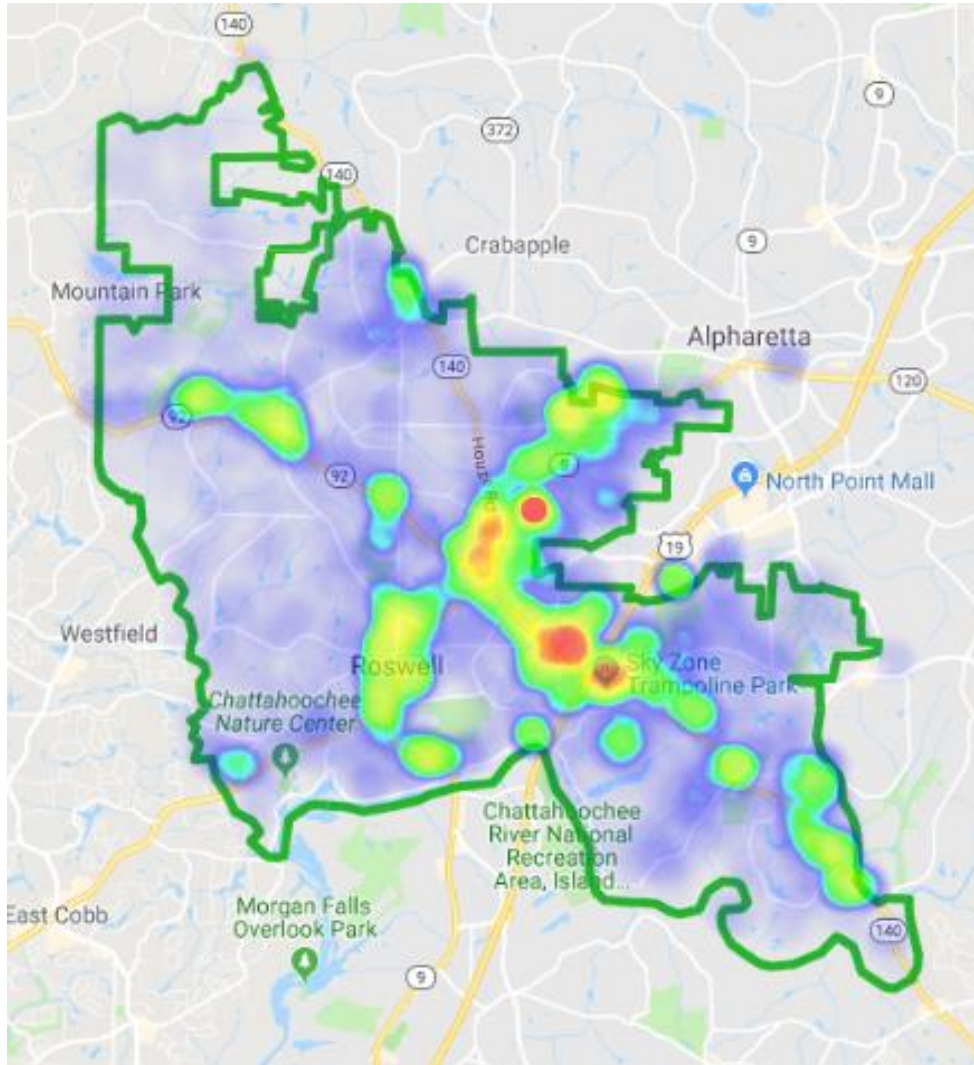
Under the leadership of the shift Lieutenants, teams of officers could be directed to target these locations. They could provide high-visibility patrol in these areas, identify and track recidivist offenders, follow-up on open investigations, conduct targeted enforcement on motor vehicles used in these offenses, as well as employ a variety of tactics identified by the RPD that might impact crime at these locations. With the appropriate resources, the Lieutenants could develop and implement a strategic plan and be held accountable for the success of that plan. This same approach could be applied to other areas of importance as well, such as safety and security in parks and on the bike paths, traffic safety, community policing, etc. The maps, therefore, become a tool to focus the department on where the problem areas are, and the commanders become the tool to develop and implement the strategic plan to address these problems.

FIGURE 5-9: Spatial Representation of Crime CFS (Red > 50 Crime CFS)



Runs	Location	Place
690	39 Hill St	Police HQ
163	970 Mansell Rd	Walmart
66	3000 Hospital Blvd	Wellstar N Fulton Hospital
58	9955 Old Dogwood Rd	Motel 6
58	9995 Old Dogwood Rd	Atlanta Hotel

FIGURE 5-10: Spatial Representation of Community-Initiated CFS (Red > 200 CFS)



Runs	Location	Place
1,667	39 Hill St	Police HQ
538	9 GA-400	Hwy 53 & US 19
339	970 Mansell Rd	Walmart
166	3000 Hospital Blvd	Wellstar N Fulton Hospital
158	1425 Market Blvd	Plaza at Roswell Shop Ctr
150	9995 Old Dogwood Rd	Atlanta Hotel

SPECIALIZED UNITS ASSIGNED TO UNIFORM PATROL

To support operations, the RPD staffs several specialized assignments. Sworn personnel are assigned to the Traffic Unit, K9, Bike Patrol, and SWAT. These units perform a wide array of functions that support the overall mission of the RPD.

Traffic Unit

The Traffic Unit is comprised of one Lieutenant, two Sergeants, and seven officers. Under the Lieutenant's overall supervision, the unit has two teams with one Sergeant and three officers in each team, supported by one officer assigned to investigate hit-and-run collisions. The teams work from 6:00 a.m. to 4:00 p.m., with one team assigned Monday to Thursday, and the other team assigned Tuesday to Friday. There is no weekend coverage. The hit-and-run investigator works 9:00 a.m. to 7:00 p.m. Tuesday through Friday.

The scope and breadth of the operations of this unit is impressive. In general, an effective traffic safety program is one that embraces the "Three E's": Enforcement, Education, and Engineering, with a specific focus on driving down the number of crashes and injuries from these crashes, and improving overall traffic safety and quality of life in Roswell. On all traffic safety dimensions, the RPD is doing an excellent job. In fact, the operation of the Traffic Unit in the Roswell PD is among the best CPSM has encountered.

The highest price we pay for car crashes is in the loss of human life; however, society also bears the brunt of the many costs associated with motor vehicle accidents. According to the National Highway Traffic Safety Administration (NHTSA), U.S. motor vehicle crashes in 2010 cost almost \$1 trillion in loss of productivity and loss of life. The study was released in May 2014. The auto industry's steady improvements in vehicle safety over the last several decades—despite a litany of safety recalls—had driven down the number of roadway deaths to an all-time low of 32,675 in 2014.

NHTSA reports the number of people killed on the road in the U.S. soared 7.2 percent to 35,092 in 2015, marking the deadliest year on the road since 2008. Though the increase was widely expected after NHTSA made a preliminary estimate of a 7.7 percent increase, the official figure solidifies 2015's dubious distinction as the first year-over-year increase since 2012. In addition, roadway deaths of pedestrians and cyclists hit a two-decade high in 2015.

New findings from the Insurance Research Council's (IRC) Auto Injury Insurance Claims Study shows that medical expenses reported by auto injury claimants continue to increase faster than the rate of inflation, in spite of the fact that the severity of the injuries themselves remain on a downward trend. From 2007 to 2012, average claimed economic losses (which include expenses for medical care, lost wages, and other out-of-pocket expenditures) grew 8 percent annualized among personal injury protection (PIP) claimants. Among bodily injury (BI) claimants, average claimed losses grew 4 percent. Over the same period, measures such as the percentage of claimants who had no visible injuries at the accident scene or who had fewer than 10 days in which they were unable to perform their usual daily activities provided evidence of a continuing decline in the severity of injuries.

In 2013, the average auto liability claim for property damage was \$3,231; the average auto liability claim for bodily injury was \$15,443; the average collision claim was \$3,144; the average

comprehensive claim was \$1,621 (according to ISO, a Verisk Analytics company).⁵ These costs have undoubtedly risen since then.

Therefore, every accident that can be prevented can save the community thousands of dollars in damages and liability. The Traffic Unit has embraced the mission of “reducing accidents, reducing injuries, and saving lives,” through enforcement, education, and roadway improvement.

From an enforcement perspective the RPD has a very high level of traffic stops. According to the CPSM data analysis, traffic stop was the number one CFS logged during the study period. In addition, the RPD issues a substantial number of tickets and warnings during those stops. Table 5-4 shows the high volume of activity in this area since 2016. The department is to be commended for such a rigorous enforcement program.

TABLE 5-4: RPD Traffic Tickets Issued, 2016–2018

Year	# Tickets	Top 5 Reasons
2016	19,186	Speed, Follow Too Close, Expired Tag, Disobey Traffic Control Device, Disobey Stop Sign
2017	19,815	Speed, Expired Tag, Follow Too Close, Disobey Stop Sign, Disobey Traffic Control Device
2018	17,556	Speed, Follow Too Close, Expired Tag, Disobey Stop Sign, Disobey Traffic Control Device

Sheer volume of enforcement, however, is not enough to improve traffic safety. In general, this enforcement should be focused on the drivers most at risk of accidents, at crash-prone locations, for violations of the law that are deemed to be causing those accidents. In other words, random vehicle enforcement is inefficient; however, a target approach can yield substantial gains towards traffic safety.

Examination of the traffic crashes in Roswell over the last three years shows that the most frequent crash type was “rear-end” collisions, which represented more than 50 percent of all crashes in Roswell.

Comparing the most frequent tickets issued since 2016 with the top accident causes for the same period show a close connection. Speed and following too closely are among the top five reasons for tickets and are directly related to the causes of accidents. Undoubtedly, driver inattention caused by the use of cell phones (phone calls, texts, social media, etc.) is a major cause of rear-end collisions. With the recent change in Georgia law making the use of hand-held devices while operating a motor vehicle unlawful, the Traffic Unit and the RPD in general should aggressively enforce this statute.

In addition to focusing the type of enforcement on the specific contributing factors, this enforcement should be conducted in the locations that are crash prone. Table 5-5 lists the top three crash locations since 2016.

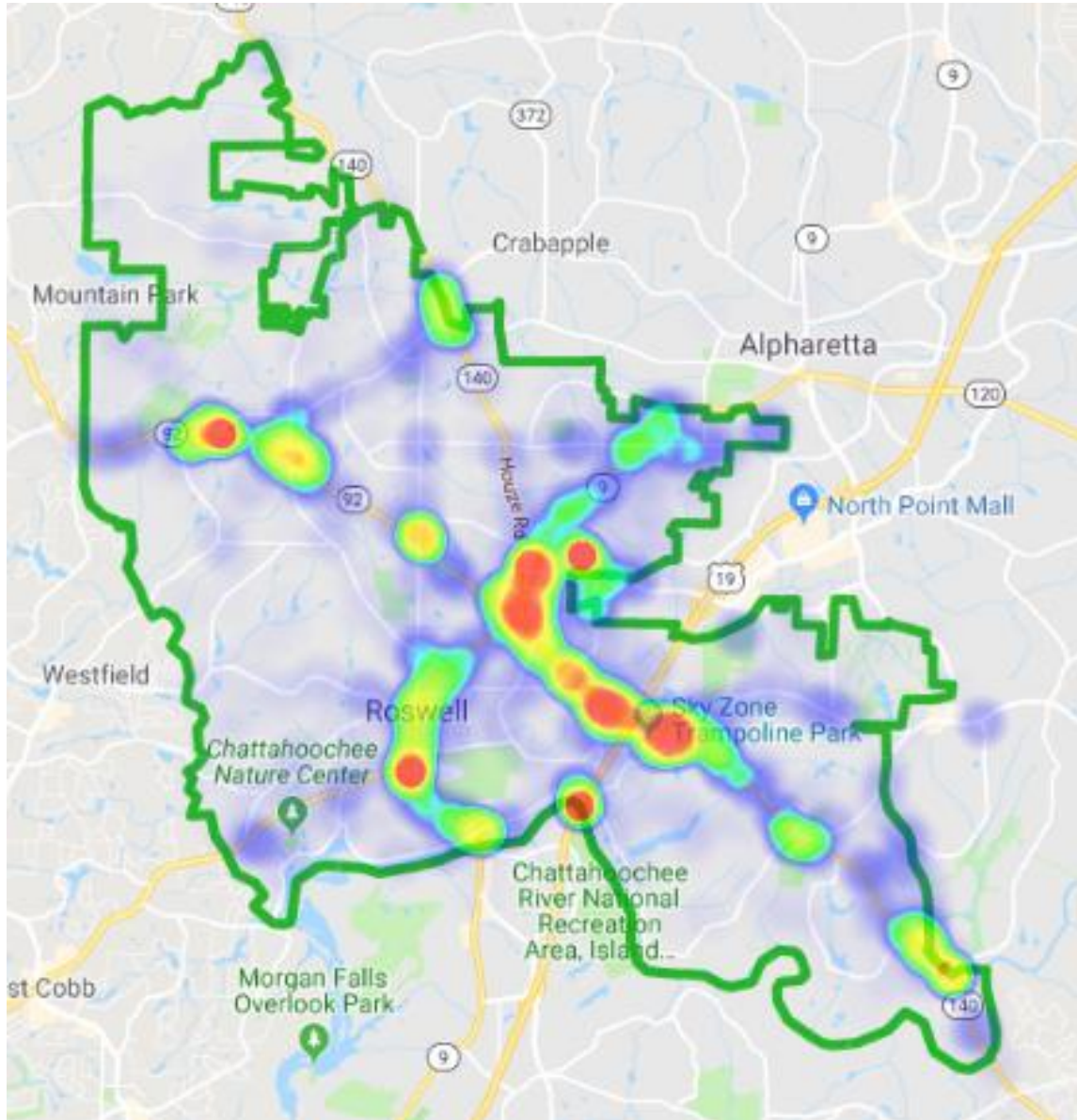
5. http://www.rmiia.org/auto/traffic_safety/Cost_of_crashes.asp

TABLE 5-5: Top Traffic Accident Locations, 2016–2018

Year	Highest	Second Highest	Third Highest
2015	SR140 @ Old Alabama Rd	SR140 @ GA400 SB	SR9 @ SR92/140
2016	SR140 @ GA400 SB	SR9 @SR120	SR1 @ Oxbo
2017	SR9 @SR120	SR140 @ GA400 NB	SR140 @ GA400 SB

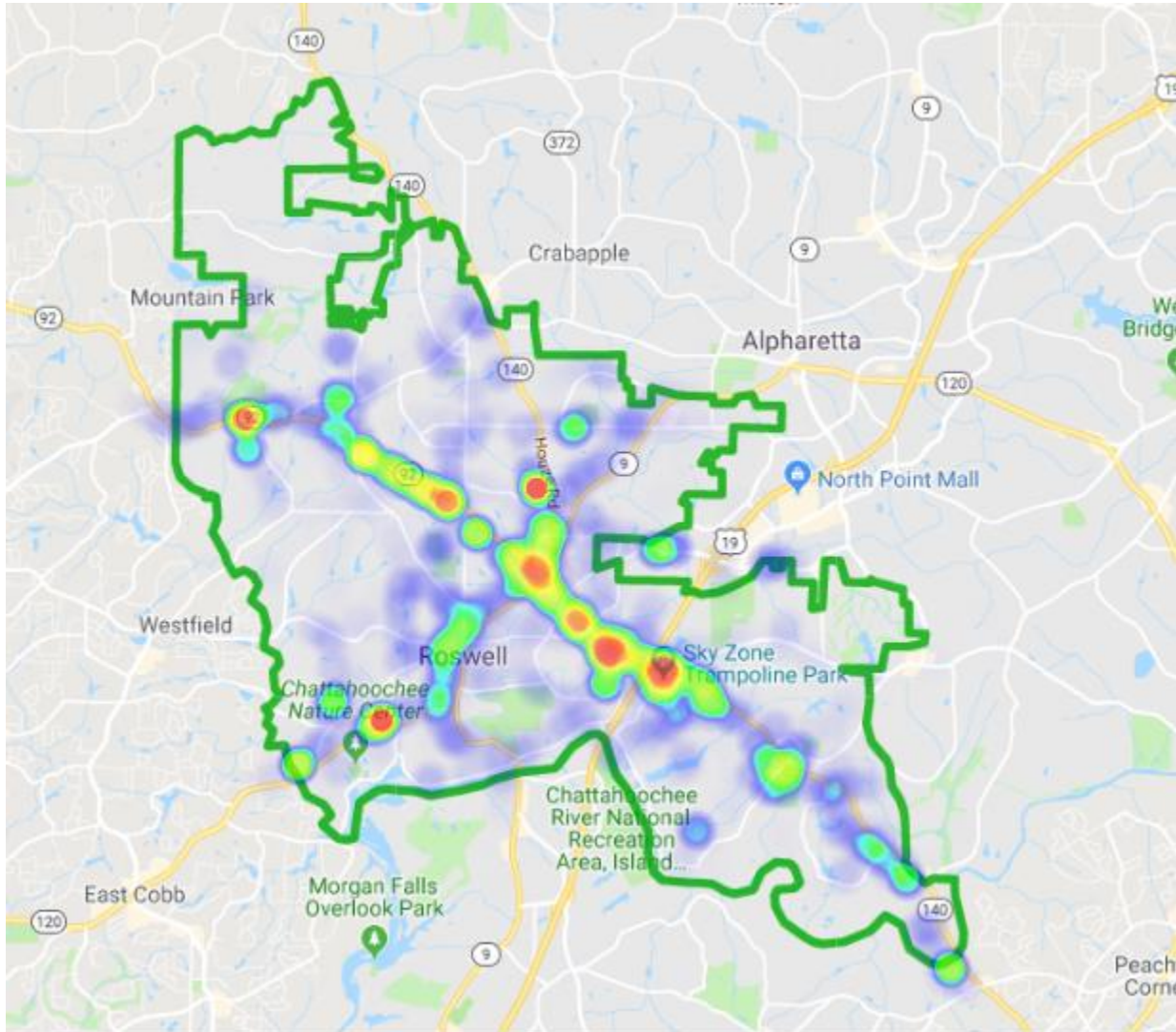
Ideally, the targeted enforcement should be conducted at these locations. Figure 5-11 illustrates the locations with the highest number of accidents and Figure 5-12 illustrates the locations with the highest number of traffic stops in Roswell; this information is for the period covered in the CPSM study. The maps and accompanying tables indicate that enforcement is indeed being conducted at the most problematic locations.

FIGURE 5-11: Spatial Representation of Accidents (Red > 50)



Runs	Location
246	2 GA 400 NB
117	39 HILL ST
70	970 MANSELL RD
60	HOLCOMB BRIDGE RD/OLD ALABAMA RD
56	GA 400 SB/HOLCOMB BRIDGE RD
53	HARDSCRABBLE RD/WOODSTOCK RD
53	MARIETTA HWY/ATLANTA ST
51	HOLCOMB BRIDGE RD/DOGWOOD RD

FIGURE 5-12: Spatial Representation of Traffic Stops (Red > 250)



Runs	Location
678	11 GA 400 SB
456	GA 400 NB/HOLCOMB BRIDGE RD
296	MARIETTA HWY/WILLOE RD
250	HOuze RD/DARIEN PARK DR
231	1380 WOODSTOCK RD
228	E CROSSVILLE RD/CRABAPPLE RD
225	W CROSSVILLE RD/CROSSWAY LN
220	HOLCOMB BRIDGE RD/OLD ALABAMA RD

Examining Figures 5-11 and 5-12 together appears to show that the RPD is conducting the right enforcement at the right locations. This is the most highly evolved traffic enforcement program that CPSM has had the opportunity to observe. The department should be commended for the

strategic approach taken here. Undoubtedly the roads in Roswell are safer because of this approach.

In addition to the impressive traffic enforcement approach discussed above, the Traffic Unit in the RPD takes an aggressive approach towards hit-and-run investigations. Every accident involving an allegation of hit-and-run is investigated by the Traffic Unit. The unit supervisors evaluate every crash report and take a case on every hit-and-run crash that has the potential to be solved. Table 5-6 illustrates the RPD performance in this area. The table suggests that the RPD logs approximately 520 hundred hit-and-run crashes each year.

TABLE 5-6: Hit-and-Run Accidents, 2016–2018

Year	# Hit-and-Run Crashes⁶	# Cleared	% Cleared
2016	574	104	18.1
2017	538	153	28.4
2018	449	148	33.0
3-Year Avg.	520	135	26.0

According to the above table, the RPD cleared more than 25 percent of all hit-and-run crashes since 2016. While there are no benchmark data available to assess this performance, it compares very favorably to the overall performance of department investigations into other “property” crimes. The RPD clears approximately 19 percent of property crimes (burglary, larceny, auto theft); therefore, the Traffic Unit is on equal footing with criminal investigators when it comes to property crime.

In addition, the trend illustrated in Table 5-6 shows both a decrease in hit-and-run collisions and an increase in clearances for those incidents. Undoubtedly, the rigorous and effective investigations conducted by the unit are related to the decrease in these events. Again, this is another impressive accomplishment.

The RPD Traffic Unit also has a robust traffic safety educational component. In 2018 alone, the unit conducted dozens of traffic educational events. The unit hosts the Centennial Ghost Out, which is a DUI awareness program. It worked with local elementary, middle, and high schools to provide traffic safety education and traffic enforcement demonstrations. And the unit conducts a bike safety program that focuses on overall safety and the use of helmets. The breadth and scope of the educational efforts by the unit is impressive.

Lastly, the Traffic Unit works with the City Department of Transportation (RDOT) to explore roadway redesign and signage. The RPD and RDOT meet to review the high accident locations and fatal accidents. The focus of the meetings is to analyze the location of these accidents with an eye towards roadway and signage redesign. Making engineering changes to existing roadways is a challenge. Many roads are controlled by the state and making changes to county and city roads can be expensive and take a significant amount of planning. However, sometimes simple adjustments such as signage can be effective.

In addition to the meetings with RDOT, the Traffic Unit investigates problematic crash locations that come to its attention. These locations are identified by complaints from the community or from the regular analysis of accident reports. Once the location is considered problematic, the

6. Annual number of hit and run incidents was calculated by totaling all the initial hit and run complaints and subtracting the incidents that were deemed unfounded after investigation.

Traffic Unit studies the location, conducts enforcement operations, and confers with RDOT to make adjustments to the location as needed.

The long-term (annual) and short-term (ad hoc) evaluation of problematic crash locations demonstrates an excellent approach to traffic management. As mentioned, making alterations to roadways can be difficult; however, the RPD and RDOT have developed an approach that is responsive to problems as they emerge and integrates it with a long-term approach that is grounded in data analysis.

The RPD Traffic Unit embraces the application of the “Three E’s” towards traffic safety. However, there is another feature of the unit’s operation that further illustrates its effectiveness. The unit maintains a “complaint tracker” that logs traffic complaints from the community. If a community member contacts the RPD to report a traffic complaint, it is recorded by the Traffic Unit and assigned to one of the teams for investigation. Each year for the past several years, the Traffic Unit responded to nearly 100 complaints about traffic from the community. Each complaint is evaluated, and an enforcement/observation plan implemented. This plan could range from placing traffic speed strips to collect traffic and speed data, to enforcement, to conferring with the complainant, or any approach deemed appropriate given the type of complaint. After action is taken by the RPD, the complainant is contacted and informed about the efforts that were taken to address the problem. This system is not only an excellent approach to traffic safety, but it is excellent customer service as well.

An opportunity exists, however, to improve an already high-performing unit. As indicated, the Traffic Unit is doing all of the things that a Traffic Unit should be doing, and doing them well. At the same time, the RPD would be better served if these efforts were memorialized in a strategic planning document. In other words, the Traffic Unit should create a strategic plan that would not only describe the excellent work that it is doing, but also plan for the future, as well as engaging the other operational elements of the department. Engaging a strategic planning process, and formally evaluating the strengths, weaknesses, opportunities, and threats to traffic safety, would improve the unit’s operation to an even higher level.

SWAT

The RPD participates in the North Fulton County Special Weapons And Tactics (SWAT) team. This is a multi-agency effort comprised of police officers from the Roswell, Alpharetta, and Milton police departments. This is a part-time assignment for members of the RPD and the commander is a Lieutenant from Alpharetta. The members assemble regularly to train and respond to critical incidents when required. The three cities have an operational Memorandum of Understanding and policies in place governing the administration and operation of the team.

The RPD deploys 13 sworn officers on this team, along with five additional officers that are certified crisis negotiators (CNT), and four tactical dispatchers. The team responds to approximately 15 critical incidents each year, and assists the RPD Special Investigations Section more than 30 times in an average year executing search warrants and arrest warrants, “buy and bust” narcotics operations, and high-risk surveillance. Team members are required to train two days each month, with one firearms training day and one tactical training day, a schedule that conforms to the National Training Officers Association and Georgia Tactical Training Officers Association standards.

CPSM reviewed a sample tactical plan for an operation that was executed successfully in June 2017 and found it to be sound, thorough in both scope and breadth, emphasizing both tactical proficiency and the judicious use of force. In addition, training lesson plans, a training schedule,

and training after-action reports were reviewed, all of which illustrated a well-managed operation.

All indications point to a well-managed and important law enforcement asset that provides a value-added capacity to the RPD.

Bike Patrol

The RPD deploys officers on bike patrol on an ad hoc basis. One Sergeant coordinates bike operations and oversees the day-to-day maintenance, certification, and deployment of the bikes. There are no full-time assignments of officers to a "bike unit," however, officers are encouraged to deploy the bicycles when conditions permit. The RPD has 12 functioning patrol bikes that are in excellent condition, and the 13 bike-certified officers are encouraged to deploy the bikes regularly. There is a "standing order" that permits certified bike officers to work special events on overtime at their discretion.

Bicycles are an excellent tool for police operations. They are an excellent community relations tool, and they allow officers to patrol areas not accessible by car and difficult to access on foot. Deployment at special events and in parks and on trails improves visibility and approachability and enhances the delivery of police services to the Roswell community.

K9

The RPD deploys three active officers as K9 handlers.⁷ These officers and K9s are assigned in the Traffic Unit and operate in collaboration with patrol officers. They are not assigned to ordinary CFS response duties, but are used as back-up assets and to support other enforcement operations. One officer works 1200x2000 hours, Monday to Friday, and the other works 1700x0100 hours, Tuesday through Saturday.

The schedule of the K9 officers has been determined by an analysis of historic requests for K9s from patrol and narcotics officers, intelligence regarding crime, and CFS data. The RPD recognizes that it cannot provide 24x7 coverage and attempts to provide as much coverage as possible to support enforcement operations with the three K9s. The current K9 shift distribution is considered to have the widest coverage to support operations, and also permits opportunities for training. The RPD would prefer to have four K9 officers to be able to assign one to each of the four patrol shifts.

Two K9s are "dual-purpose" dogs. They are both patrol and narcotics detection K9s. Additionally, the department has a bomb K9. Inspection of the RPD policy regarding the K9 program reveals a sound policy that governs selection, training, care, and deployment of the dogs. The policy also reinforces an approach that minimizes the use of force when deploying the K9s and calls for a thorough review of bite incidents when they occur.

The current state of the K9 team in the RPD presents an opportunity to leverage existing capacity to improve operations. There is a Sergeant in patrol and who is a K9 handler, but because of infrequent deployment of the K9 because of supervisory responsibilities the dog has been deactivated. This is sound.

Furthermore, assigning two K9s to the Traffic Unit, one to the Community Relations Unit, and having one deactivated on patrol creates a fragmentation of supervision and management.

7. The RPD has one Bomb Dog assigned to the Community Relations Unit. Another patrol K9 that has been deactivated because the dog is assigned to a Sergeant and the Sergeant's supervisory responsibilities inhibit deployment of the K9.

The primary patrol dogs are assigned to Traffic, but do not have responsibilities with that unit. In addition, the majority of the hours when the K9 officers are assigned to work are outside the direct supervision from the supervisors in the unit. In other words, they are assigned there in name only undoubtedly because there isn't a better fit elsewhere. The overall operation would be improved if the officers and K9s had direct supervision and had a more focused mission.

The Crime Suppression Unit is currently without a supervisor. The nature of the enforcement operations conducted by this unit would benefit from the support of K9 assets. Having a patrol K9 deactivated due to underuse is an inefficient use of a valuable resource. Considering these facts, it would be both efficient and effective to reassign the K9 Sergeant from patrol to the Crime Suppression Unit to fill the supervisory need for this unit and reactive the K9. In addition, reassigning the two K9 officers from the Traffic Unit to the Crime Suppression Unit would improve the overall supervision of these officers and align their activities more closely with the intended use of the K9s.

K9 Recommendation:

- It would be both efficient and effective to reassign the K9 Sergeant from patrol to the Crime Suppression Unit to fill the supervisory need for this unit and reactive the K9. In addition, reassigning the two K9 officers from the Traffic Unit to the Crime Suppression Unit would improve the overall supervision of these officers and align their activities more closely with the intend use of the K9s. (Recommendation No. 4.)

SECTION 6. OFFICE OF PROFESSIONAL STANDARDS

The Office of Professional Standards is commanded by an Interim Captain. The Captain has been with the Roswell Police Department for 15 years. The Captain was promoted to his current rank in January 2019. Prior to this assignment, he served as the Lieutenant in the Office of Professional Standards for 2-1/2 months and also served as the Training Director for five years. The department has experienced changes in staffing assignments and currently the Lieutenant position in the Office of Professional Standards is vacant.

The Office of Professional Standards has the responsibility for Internal Affairs, Background/Hiring Investigations, CALEA, Research and Planning & Development, Field Training Coordination, and Training.

INTERNAL AFFAIRS

The internal affairs function is supervised by the Interim Captain and is focused primarily on the investigation of formal internal affairs complaints. The two background investigators and the officer assigned to Accreditation are utilized as internal affairs investigators. These positions work Monday through Friday, 0800 to 1600 hours. However, the department has been actively trying to recruit officers for vacant positions and therefore testing for the position of sworn officer has changed from quarterly to monthly. Therefore, the background investigators are needed for the hiring process and their availability to work internal affairs investigations is now somewhat limited.

CPSM has found that police departments the size of Roswell generally have a dedicated Internal Affairs Unit. The Captain advised CPSM that the department is in need of a dedicated Internal Affairs Investigator and the creation of a formalized Internal Affairs Unit.

There is not a defined Internal Affairs Unit in the department's organizational chart. Instead, internal affairs is a function and not a unit. The Roswell Police Department should have an Internal Affairs Unit to ensure that all complaints against staff are investigated thoroughly, fairly, consistently, and in a timely manner. Furthermore, the role of the Internal Affairs Unit would not only be investigating complaints but could be expanded to include conducting quality assurance measures. A discussion of quality assurance measures can be found later in this section under *Proactive Quality Assurance Measures*.

We will first present a discussion on the department's internal affairs policies, followed by a discussion pertaining to the internal affairs investigations process.

Policies and Procedures for Investigating Complaints of Employee Misconduct

Chapter 15 of the Policy and Procedures Manual, titled "The Investigation of Complaints of Employee Misconduct and the Internal Affairs Unit," establishes the policy related to internal affairs investigations. During the site visit, command staff provided an updated version of the policy. The policy did not contain a date of revision. CPSM recommends that policies contain the date of revision.

Policies and procedures in a police department serve as the foundation to guide the department members' behaviors and reinforce ethical decision making. Our review of the

department's Chapter 15 policy found both depth and detail within the policy. The policy clearly identifies the purpose and scope of the policy, discusses the processing of complaints, delineates when complaints will be handled at the Watch (Lieutenant) Commander level versus when a full internal affairs investigation is warranted, procedure for handling criminal investigations and department investigations, inquiry review boards, rights of employees, statistical reporting, corrective action, record keeping and security, case dispositions, employee grievance and appeal procedures, and CALEA standards. Section 15.7a is a new subsection added to Chapter 15 describing the department's Early Warning System.

CPSM noted that the policy states that "the Department follows the Doctrine of Progressive Discipline, whereby supervisors take a positive approach in determining the appropriate corrective action" (p.127). However, the policy does not include a progressive discipline matrix. For formal internal affairs investigations that are substantiated, discipline is determined by the Chief. When a complaint is less serious and is determined to be handled by the Watch (Lieutenant) Commander, an Inquiry Review Board consisting of one Sergeant and five sworn officers will review the findings and recommendations of the Watch (Lieutenant) Commander. The Inquiry Review Board can concur, not concur with the findings and/or recommendations, or return the case to the Watch (Lieutenant) Commander for further investigation.

CPSM recommends that the department utilize progressive discipline with a standardized matrix so as to be able to apply discipline in a consistent manner and for purposes of educating personnel as to potential disciplinary action for offenses. This matrix can be used for both formal internal affairs investigations and investigations conducted by the Watch (Lieutenant) Commander. Table 6-1 provides an illustration of a progressive disciplinary matrix. CPSM recommends that the department create a matrix that reflects the rules and regulations governing discipline specific to the department.

TABLE 6-1: Example of a Standardized Progressive Discipline Matrix

Class	First Offense	Second Offense	Third Offense	Fourth Offense
1	Min: Verbal counseling	Min: Documented counseling	Min: Documented written reprimand	Min: 1-day suspension
	Max: Documented oral reprimand	Max: Documented written reprimand	Max: 3-day suspension	Max: 5-day suspension
2	Min: N/A	Min: Documented written reprimand	Min: 1-day suspension	Min: 5-day suspension
	Max: Documented written reprimand	Max: 5-day suspension	Max: 5-day suspension	Max: 10-day suspension
3	Min: Documented written reprimand	Min: Documented written reprimand	Min: 1-day suspension	Min: 30-day suspension
	Max: 1-day suspension	Max: 10-day suspension	Max: 15-day suspension	Max: Dismissal
4	Min: 1-day suspension	Min: 5-day suspension	Min: 10-day suspension	Min: Dismissal
	Max: 10-day suspension	Max: 15-day suspension	Max: 30-day suspension	Max: Dismissal
5	Min: 5-day suspension	Min: 10-day suspension	Min: 30-day suspension	Min: Dismissal
	Max: Dismissal	Max: Dismissal	Max: Dismissal	Max: Dismissal

The “class” category should clearly define specific department violations that fall in the categories. Potential discipline should be listed for the first offense through the fifth offense. This enables consistent and transparent issuance of discipline to department personnel.

Internal Affairs Investigation Process

The department utilizes IPro and the Blue Team Tracking System for recording and tracking internal affairs complaints and investigations. Chapter 15 of the Policies and Procedures Manual states that “the Roswell Police Department will accept and fully investigate all complaints against its members received from known sources or anonymously to a fair and equitable disposition” (p.110). CPSM recommends adding to this section that complaints will be accepted in person, by mail, email, fax, or telephone.

There are two ways in which complaints are investigated. Watch (Lieutenant) Commanders will investigate complaints regarding an officer's conduct that is not serious or high profile, or the performance of or failure to perform required duties, or inquiries addressing operational/community issues. Watch (Lieutenant) Commanders have 30 days to complete the investigation or request an extension from the Chief of Police. Watch (Lieutenant) Commanders enter the final investigative report into the Blue Team Tracking System. A Sworn Officer Inquiry Review Board reviews the investigation in an effort to provide quality control, fairness, thoroughness, and consistency. However, as indicated above, CPSM recommends the use of a Standardized Progress Discipline Matrix for consistency and educating staff members as to the possible outcomes for discipline.

In a discussion with the Captain, he pointed out that the Watch (Lieutenant) Commanders enter inquiries into a shared Excel file with the Office of Professional Standards Division. This is done so the Office of Professional Standards can double-check inquiries against the ones entered into the Blue Team Tracking System. The Captain believes that the department would benefit from having the Office of Professional Standards handle all inquiries and complaints for accountability and consistency. However, the Captain realizes that additional staffing would be required.

For more serious department or ethical violations, the Chief will assign the complaint to the Office of Professional Standards for investigation. Examples in the policy of these types of complaints include: violations of ethical conduct, excessive force, cases in which the officer or citizen need medical treatment to include hospitalization, death, duty-related or negligent discharge of a firearm, complaints of physical injury, criminal violations, civil rights violations, abusive conduct by a supervisor, tampering with evidence, improper manipulation of the evaluation or disciplinary process, complaints from a public official, or use of drugs or alcohol.

For formal internal affairs investigations, the policy states that the complainant will be contacted within three working days after the complaint is filed. Personnel in the Office of Professional Standards are assigned the investigation. The investigation will be completed within 30 days from the time of receipt with status reports to the Chief of Police every 7 days. The Chief of Police may grant an extension to an investigation when exceptional circumstances arise. When the investigation is concluded by the Office of Professional Standards, the completed file is forwarded to the Chief of Police for review. The Chief of Police has the authority to agree that the investigation is completed and accept the finding, agree that the investigation is complete but change the finding, or return the file for further investigation. The Chief of Police or designee will notify the complainant and the employee(s) involved in the disposition of the formal investigation. Dispositions on investigations may be provided to a complainant in writing, by email, or verbally by telephone or in person. All hard copies of formal internal affairs investigations are in a locked file cabinet in the Chief of Police's Office. Hard copies of inquiries are in the Captain's office in a locked cabinet.

Summary of Statistics

The Roswell Police Department provided CPSM with statistics on inquiry complaints, formal investigations, and operational/community complaints for 2014 through 2018. These statistics are provided in Table 6-2.

TABLE 6-2: Inquiry Complaints, Formal investigations, Operational/Community Complaints, 2014 - 2018

Year	Inquiry Complaints	Formal Investigations	Operational/Community Complaints
2014	31	13	unknown
2015	26	17	unknown
2016	21	13	2
2017	14	7	0
2018	15	13	0

The above figures represent complaints, not the number of violations or number of department members involved in the complaints. In 2018, for formal investigations, the dispositions were as follows: 35 violations were sustained, 3 violations were not sustained, 0 were unfounded, 1 was exonerated. In 2018, for inquiry investigations, the dispositions were as follows: 5 inquiries were sustained, 12 were closed as unfounded, 5 were closed as exonerated, and 3 were not sustained.

The determination of the disposition of the case is not the focus of this study. However, CPSM recommends that after the conclusion of any internal affairs investigation, a summary of the violation, findings of the investigation as either sustained, exonerated, etc., and any disciplinary action be published internally to promote transparency and serve as a training tool to promote high ethical standards. Additionally, summary statistics of all internal affairs investigations and inquiries should be published and be made available to the community on the department's website or in an annual report to promote transparency and trust. The function of internal affairs is to investigate allegations of misconduct by department employees and to maintain the integrity of the department, ensure professional conduct, and create a positive image of the department.

Proactive Quality Assurance Measures

While the department has responded to allegations of misconduct as they occur, this approach is largely reactive. The department should consider a shift in functionality to include a more proactive approach to internal affairs. Random audits and inspections of units, equipment, cameras, incident/offense reports, attendance records, training records, and other documentation should be implemented by an Internal Affairs Unit for quality assurance, safety, and compliance with policies. The department is to be commended for implementing an Early Warning System as an intervention strategy to identify, monitor, and correct the behavior of staff members. For quality control, consistency in internal affairs investigations and to address the perceptions of employees in the focus groups as to the inconsistency in discipline, CPSM recommends filling the vacant Lieutenant's position and adding a Sergeant to specifically work all internal affairs investigations and to provide consist follow-up of inquiries conducted by the Watch (Lieutenant) Commanders. Additionally, the Lieutenant and Sergeant would work together on implementing ongoing random audits and inspections of the department.

Internal Affairs Recommendations:

- CPSM recommends filling the vacant Lieutenant's position in the Office of Professional Standards in a timely manner. (Recommendation No. 5.)
- CPSM recommends creating an Internal Affairs Unit as part of the Office of Professional Standards and assigning one Sergeant to the unit. All inquiries and investigations would be handled by the Internal Affairs Unit. The inquiries conducted by the Watch (Lieutenant) Commanders would be reviewed by the Sergeant to provide greater accountability and consistency. The Internal Affairs Unit would be tasked with implementing quality assurance measures by developing a system for routinely engaging in random audits and inspections of units, equipment, department records, use of sick time, members' number of traffic crashes involving a department vehicle, and random inspection of audio and video recordings from officers on patrol. These audits and inspections will ensure compliance with policies and will support early identification and intervention in employees' behaviors. For example, there could be a random selection of ten accident reports and ten evidence receipts to review them for accuracy and completeness and to ensure that proper procedures were followed. (Recommendation No. 6.)
- CPSM recommends that policies and procedures should contain the date of revision. (Recommendation No. 7.)
- The department utilizes IAPro and the Blue Team Tracking System for recording and tracking internal affairs complaints and investigations. Chapter 15 of department policies states that "the Roswell Police Department will accept and fully investigate all complaints against its members received from known sources or anonymously to a fair and equitable disposition" (p.110). CPSM recommends adding to this section that complaints will be accepted in person, by mail, email, fax, or telephone. (Recommendation No. 8.)
- Ensure that the department's policy on internal affairs includes a progressive discipline philosophy with a standardized matrix. This will provide for consistency in the application of discipline and will help educate personnel as to potential disciplinary action for offenses. (Recommendation No. 9.)
- CPSM recommends that after the conclusion of any internal affairs investigation a summary of the violation, finding of the investigation as either sustained, exonerated, etc., and any disciplinary action be published internally to promote transparency and serve as a training tool to promote high ethical standards. Additionally, summary statistics of all internal affairs investigations and inquiries should be published and be made available to the community on the department's website or in an annual report; this also will promote transparency and trust. (Recommendation No. 10.)

CALEA / RPD POLICY AND PROCEDURES MANUAL

One sworn officer assigned to the Office of Professional Standards has the responsibility for maintaining the department's CALEA Accreditation and State of Georgia Accreditation. The officer has been with the department for 12 years and has been assigned to Accreditation Unit for the past three years. He has obtained the State Accreditation Manager Certificate and attended two CALEA conferences. For the past three years, the department has been working diligently on combining the department's policy manual with the department's procedure manual to produce a Policy and Procedures Manual. This has not been an easy task combining these two documents, but the department achieved its goal. The department utilizes PowerDMS software for managing the Policy and Procedures Manual. The Accreditation Officer reviews some policies on an annual basis due to accreditation requirements, such as for high liability areas. In 2018, there were 41 updates to policies and procedures. Officers acknowledge receipt by signing for the policies and procedures digitally through PowerDMS.

CPSM was originally provided the department's Policy and Procedures Manual dated December 28, 2018, and which was uploaded to our data site. When CPSM conducted its site visit on March 14 and 15, 2019, staff advised that they would email the updated Policy and Procedures Manual. CPSM subsequently reviewed the department's Policy and Procedures Manual dated March 14, 2019.

It should be noted that the Roswell Police Department has held CALEA accreditation since July 29, 1995, and has also been accredited by the Georgia Association of Chiefs of Police since February 2006. It has been the experience of CPSM through the review of department policies and procedures manuals that police departments that are accredited have a thorough and detailed policy and procedures manual. This is true of the Roswell Police Department. The manual is 661 pages in length and consists of 50 chapters and an appendix with definitions. Chapter 39, which deals with use of force issues, is comprehensive and detailed. Additionally, Chapter 36, which provides guidelines for vehicle pursuits, is also comprehensive and detailed.

The Roswell Police Department should be proud of its Policy and Procedures Manual, as it is a very impressive document. CPSM's only recommendation as previously noted is to add the date of revision to each policy.

RECRUITMENT

It is important for a police department to reflect the diversity of the community it serves. RPD recruitment strategies include recruiting at local academies, community events, and posting notices on the department website. The department is to be commended for producing an excellent marketing and recruitment video in 2015. This video informs candidates of the opportunities and benefits of becoming a sworn member of the Roswell Police Department.

Two officers are responsible for recruitment efforts and testing of potential candidates. Recently, recruitment efforts have been increased by the department. Testing of potential candidates is now conducted monthly, where in the past it was conducted quarterly. By increasing testing frequency, the department is trying to increase the pool of potential candidates. In February, the recruiters went to a community college in Rome, Georgia, and Barry College. For recruiting civilian/dispatcher positions, the recruiters went to University of North Georgia's career fair and the Clemson School of Criminal Justice, both in February.

The department is currently undergoing leadership changes after the appointment of an Interim Chief of Police. While a written succession plan does not exist, there should be a focus on succession planning since retirements are projected. Section 11.2, Recruitment Procedures, provides an overview of the department's recruitment process. An important strategy that was implemented after November 30, 2016, was providing a \$3,000 signing bonus for the position of Police Officer 1 for an officer who is not Georgia POST certified and \$4,000 for a Police Officer 1 who is Georgia POST certified. To receive the bonuses, the police officer must complete all necessary training and serve the City of Roswell for a minimum of one year at the rank of Police Officer 1.

Signing bonuses are also utilized as a recruitment strategy for 911-Communications Officers. This strategy for hiring 911-Communications Officers went into effect on April 24, 2017, and the bonuses are the same as above for personnel who are hired prior to certification and those who are already certified by Georgia POST.

The Office of Professional Standards is responsible for ensuring the department is following an Equal Employment Opportunity Plan. When comparing the demographics of the city and sworn members of the RPD, it is clear that the RPD has done a good job recruiting for some positions to reflect the community it serves. In the section, *Diversity in the Department in Comparison to the Community*, Section 3, the specific demographic comparisons were discussed. CPSM reiterates here that recruitment efforts for sworn positions should focus on recruiting and hiring more women, African American/Black, Hispanic/Latino, Asian and American Indian/Alaska Native sworn officers to better represent the community the department serves. Additionally, civilian positions should focus recruitment efforts on Hispanic/Latino, Asian, and American Indian/Alaska Native employees. CPSM recommends that the department continue to emphasize recruitment targets and recruitment materials that can attract underrepresented categories for both sworn and civilian positions.

The selection process is detailed in Section 12.4, Elements of the Selection Process, in the Policy and Procedures Manual. The department is to be commended for conducting job-task analysis (JTA) on each position in the department. Furthermore, job descriptions are based on the JTA and basic minimum requirements are clearly presented in this policy for civilian employees and sworn employees. The elements of the sworn selection process are presented as the following phases: Initial Application Review, Testing, Oral Interview, Background Investigation, Conditional Job Offer pending the Medical Screening, Drug Screening, Psychological Evaluation, Polygraph Examination, and Executive Interview. The selection process is detailed and comprehensive. RPD staff informed CPSM that the entire process takes approximately 10 weeks to complete.

Recruitment Recommendation:

- CPSM recommends the department's recruitment strategy emphasize recruitment materials that can attract underrepresented populations for both sworn and civilian positions. (Recommendation No. 11.)

PROMOTIONAL PROCESS

The promotional process is guided by Chapter 13, Promotion, in the Policy and Procedures Manual. CPSM observed that the leadership of the department had recently changed and there were several positions, including the Chief of Police, that are interim positions. The policy does state "The Chief of Police may utilize discretionary power to appoint, promote or transfer an employee to a newly created position unless the action would create an adverse effect because of unlawful discrimination" (p. 97). However, in Chapter 13, there is no discussion providing guidance as to whether an employee assigned to an interim position would be required to apply for the position after a period of time or could be permanently appointed. CPSM recognizes that the rank of Captain and Deputy Chief are appointed positions; however, CPSM recommends that the policy should discuss the process for interim positions.

The policy details the promotional opportunity announcements, provisions of study material, application for the promotional process, administration of written tests, use of assessment centers, criteria for promotions, probationary period of promotions, and the review and appeal process. Candidates for promotion to Sergeant must have three years of satisfactory performance evaluations, have obtained the rank of Police Officer II or Master Police Officer, have served five years as a sworn police officer with at least three years serving the Roswell Police Department; or served four years as a sworn police officer with at least three years with Roswell Police Department and possess a master's degree from an accredited college or university.

Furthermore, the candidate cannot have been in less than a full-time position the prior 12 months during the past five years and must not have received any formal adverse action during the prior two years.

Candidates for promotion to the rank of Lieutenant must have satisfactory performance reviews for the past three years, have served two years as a Sergeant in the Roswell Police Department, have complete the Georgia P.O.S.T. Supervision course, which is comprised of 120 hours of instruction, and not have received any formal adverse action during the prior two years.

Candidates are presented to the Chief of Police in two bands: Qualified for Promotion or Not Qualified for Promotion. The Chief of Police can select candidates for promotion from the Qualified for Promotion band. The probationary period is 12 months and may be extended an additional 90 days by the Chief of Police.

The general order is precise and comprehensive as to the promotional processes for the rank of Sergeant and Lieutenant. The ranks of Captain and Deputy Chief are appointed positions. Section 8.4, Civilian Positions, discusses 11 civilian positions available in the department; however, there is no discussion included as to the selection process. CPSM recommends expanding this section to describe the selection and promotional processes for civilian positions.

In 2016, there were three promotions to rank of Sergeant; in 2017, there were three promotions to Sergeant and two promotions to Lieutenant; in 2018, there were eight promotions to Sergeant and three promotions to Lieutenant. There was one promotion in 2019 (March) to rank of Sergeant. While sworn members are at present accepting promotions, the financial incentive may be somewhat of a barrier for some sworn personnel to consider promotion to a higher rank, according to command staff. A promotion from Patrol Officer II to Sergeant involves a 10 percent salary increase, while a promotion from Master Police Officer to Sergeant comes with a 5 percent increase. Furthermore, Lieutenants are not eligible for overtime while Sergeants are eligible for overtime. Therefore, some Sergeants have higher overall salaries than some Lieutenants. CPSM recognizes the impact on the budget of adjusting pay scales; however, the

department in conjunction with the city should review the pay structure to determine if it is a barrier for potential qualified candidates to consider participating in the promotional process.

Transfers to specialized units are approved by the Chief. Sworn personnel interested in a transfer must complete a Transfer Request Form, which gets routed to the Chief.

Promotional Process Recommendations:

- CPSM recognizes that the rank of Captain and Deputy Chief are appointed positions; however, CPSM recommends that Chapter 13, Promotion, in the Policy and Procedures Manual, discuss the process for interim positions. (Recommendation No. 12.)
- Section 8.4, Civilian Positions, discusses 11 civilian positions available in the department; however, a discussion is not included as to the selection process. CPSM recommends expanding this section to describe the selection and promotional processes for civilian positions. (Recommendation No. 13.)
- While sworn members are at present accepting promotions, the financial incentive may be somewhat of a barrier for some sworn personnel to consider promotion to a higher rank, according to command staff. A promotion from Patrol Officer II to sergeant involves a 10 percent salary increase, while a promotion from Master Police Officer to Sergeant comes with a 5 percent increase. Furthermore, Lieutenants are not eligible for overtime while Sergeants are eligible for overtime. Therefore, some Sergeants have higher overall salaries than some Lieutenants. CPSM recognizes the impact on the budget of adjusting pay scales; however, the department in conjunction with the city should review the pay structure to determine if it is a barrier for potential qualified candidates to consider participating in the promotional process. (Recommendation No. 14.)

PERFORMANCE EVALUATIONS

Section 5.2, Performance Evaluation System, in the Policy and Procedures Manual, outlines the performance evaluation process to be used by the department. The policy states that the annual performance evaluation system will comply with the procedure set forth in the City of Roswell Human Resources Policies and Procedures Manual. The Blue Team Tracking System is utilized by supervisors to monitor and record an employee's performance during an evaluation period.

Working Test employees are evaluated quarterly by their immediate supervisor. If an employee has more than one supervisor during the rating period, the current supervisor will consult with previous supervisors in the rating of the employee. After the completion of the Working Test period, employees are evaluated annually. All raters receive training from the city's Human Resources Department on evaluating an employee and the categories on the instrument. The annual performance period is May 1 through April 30. All sworn personnel are evaluated by the same instrument, which has nine categories and a five-point rating scale. Performance goals and objectives are discussed for the next evaluation cycle and career goals and objectives are also discussed. There is also a self-evaluation form on which the employee can list achievements/accomplishments, off-duty activities, leadership development, participation in a specialized unit, and desired future career goals and objectives. There is a civilian performance evaluation instrument with 12 categories and a five-point rating scale. There is also a self-evaluation form for civilian employees.

Once the evaluation is completed by the supervisor and the employee is meeting standards, then the supervisor presents the performance evaluation to the employee. The employee signs

the performance evaluation and can add comments to his/her performance evaluation. The performance evaluation is then forwarded to the Deputy Chief and Chief of Police for approval. When the Deputy Chief and Chief of Police approve the performance evaluation, the performance evaluation is entered into the Blue Team Tracking System. Department employees who disagree with their performance evaluations can contest the evaluation within three calendar days after receiving the performance evaluation. The employee must provide a written statement regarding the contested areas and this document becomes part of the performance evaluation document. The Chief of Police or designee is required to perform an annual inspection of the department's evaluation system. A report is generated that provides the following information: the number of exceptional/unacceptable ratings broken down by EEO protected classes to reveal or document any potential class discrimination, and number of contested ratings to identify any needed improvements in the performance evaluation process. The Roswell Police Department has a comprehensive evaluation system for both sworn and civilian personnel.

CPSM asked command staff how performance is rewarded. Command staff indicated that if the city provides a "block of funds," the merit increase is calculated based on the final score of an employee's evaluation in comparison to the department as a whole. Over the years this amount has not been consistent. CPSM recognizes that funding may fluctuate; however, the department in conjunction with the city may want to explore a consistent scale for rewarding performance.

Performance Evaluations Recommendation:

- CPSM asked command staff how performance is rewarded. Command staff indicated that if the city provides a "block of funds," the merit increase is calculated based on the final score of an employee's evaluation in comparison to the department as a whole. Over the years this amount has not been consistent. CPSM recognizes that funding may fluctuate; however, the department in conjunction with the city may want to explore a consistent scale for rewarding performance. (Recommendation No. 15.)

TRAINING

The Training Section is supervised by a Sergeant who reports directly to the Captain of the Office of Professional Standards. The Lieutenant position in the Office of Professional Standards is vacant. The Sergeant has served for five years with the Roswell Police Department and has previous experience at two other police agencies.

The Training Section is responsible for providing training and career development for all members of the Roswell Police Department. Chapter 48, Training, in the Policy and Procedures Manual, outlines the responsibilities of the Training Section to include: planning and development of training programs, notifying all department personnel of required training and training that is available to department personnel, maintenance of all training records, selection of instructors, and evaluation and coordination of training programs. The Training Sergeant has the responsibility for reviewing all training programs annually. The Training Section is responsible for the recording and maintenance of records for all training conducted by the department.

Individual training records are kept by Georgia POST Council for all POST-approved training. Department personnel are responsible for ensuring that their training is properly recorded by POST. Training records are available via Internet access at www.gapost.org.

A civilian administrative specialist assists the Training Sergeant with administrative duties such as processing training requests, records maintenance, and training statistics. The department also has a training committee to assist in the development and evaluation of department training needs. The training committee consists of six officers, four from Uniform Patrol, one detective from the Criminal Investigations Section, and one officer from the Special Operations Section. CPSM recommends adding civilian representatives to the training committee in an effort to include a voice for civilian personnel as to training they may need for their job positions.

Academy Training

In July 2016, the U.S. Department of Justice, Bureau of Justice Statistics, published results of a 2013 survey of state and local training academies (<https://www.bjs.gov/content/pub/pdf/slleta13.pdf>). The average length of a basic law enforcement training program in a training academy (not including field training) was found to be 840 hours or 21 weeks. Academies operated by state POST agencies averaged 650 hours. In Georgia, the minimum training hours required for police certification is 408 hours. There is no college credit associated with the Georgia academy and this is likely the reason for the lesser amount of academy training hours as compared to the study done by the U.S. Department of Justice. The Georgia Public Safety Training Center is located in Pickens County and provides academy training and selected advanced and specialized training courses. However, it should be noted that the Georgia Public Safety Training Center is 42 miles from the Roswell Police Department. The Roswell Police Department allows recruits to meet at the department and utilize a department car to drive to the academy. The Roswell Police Department is to be commended for supporting new recruits with transportation that otherwise could be a barrier to success.

The Roswell Police Department reports that from 1/1/16 to 3/1/19, 18 recruits attended the police academy and 16 recruits successfully completed the academy. This results in the academy having a success rate of 89 percent in recruit completion. The department pays for the recruits to attend the academy and provides a salary. Recruits have a contract with the department that if he/she leaves the department before 18 months of service and the officer is hired by another police department, the receiving police department must pay back the costs associated with the academy training to the Roswell Police Department. If the recruit leaves police work altogether within the 18 months, the recruit can be held responsible for paying back the academy costs. To date, the department has not made recruits pay back the department if the recruit left police work for another occupation. RPD also hires certified sworn officers who have completed academy training.

Field Training Program

A department's Field Training Program is one of the most important assets of a police department. The Roswell Police Department's Field Training Program has a sworn officer who is the Field Training Coordinator and reports to the Training Sergeant. Field Training Officers in patrol report to their designated supervisor for field activities but report to the Field Training Coordinator for all field training issues.

The length of the Field Training Program for a recruit varies from 4 weeks to 32 weeks, depending on the recruit's certified status and experience. Recruits with no prior police experience are assigned to the Field Training Program for a minimum of 22 weeks and may be extended up to 32 weeks. Recruits with prior police experience but with less than two years of police experience will be assigned to the Field Training Program for 16 weeks and recruits with two years or more of police experience will be assigned to the Field Training Program for ten weeks. Extensions of

training may occur if it is determined by the recruit's Field Training Officer(s) that an extension of training is warranted and approval by the Training Sergeant. Officers who have left the Roswell Police Department and are rehired are assigned to the Field Training Program for a minimum of four weeks.

At the end of each shift, the Field Training Officer reviews the daily observation report (DOR) with the recruit. The Field Training Officer and the recruit will sign the daily observation report. A copy of the DOR is sent to the Field Training Coordinator and remains a permanent part of the officer's training record. At the end of the training, the Field Training Officer will submit a letter to the Field Training Coordinator recommending the recruit be released to the solo phase. When recruits are assigned to the solo phase of the Field Training Program, a supervisor will complete weekly evaluations.

To be selected as a Field Training Officer, officers must have three or more years of law enforcement experience with a minimum of one year of service with the Roswell Police Department. Candidates wanting to serve as Field Training Officers must have performance evaluations with a rating of meets expectations, display interpersonal communication skills, and demonstrate that the candidate holds the department policies and procedures in high esteem. The Captain of the Office of Professional Standards has the responsibility for establishing a Field Training Selection Board consisting of the Captain or designee, Field Training Coordinator, and one Field Training Officer. The Board reviews the candidate's personnel file, training file, and internal affairs file for the previous two years and any other relevant documentation. Interviews are conducted with the candidates; the Captain of the Office of Professional Standards will make the final recommendation and notify all candidates in writing. Candidates who have not already attended the Georgia POST Field Training Officers course are scheduled to attend the training prior to serving as a Field Training Officer. In 2016, the department had nine Field Training Officers; in 2017, 14 Field Training Officers; and in 2018, 21 Field Training Officers. CPSM commends the RPD for increasing the number of Field Training Officers in anticipation of hiring new recruits.

Table 6-3 presents the number of recruits that have undergone the Field Training Program, the number of recruits not completing the Field Training Program, and the number of recruits who successfully completed the Field Training Program, for fiscal years 2016, 2017, and 2018. The reasons why recruits did not complete the Field Training Program are beyond the scope of this study. The Roswell Police Department is to be commended for a high success rate and a robust Field Training Program.

TABLE 6-3: Number of Recruits in FTO Program, Not Completing Program, Successful Completion of Program, FYs 2016–2018

Year	Recruits in Field Training Program	Recruits who did not complete Field Training Program	Recruits who completed the Field Training Program.	Success Rate
2016	33	6	27	81.18%
2017	20	1	19	95%
2018	9	1	8	88.88%

Roll Call Training / In-Service Training / Advanced and Specialized Training

Section 48.14, Roll Call, In-Service, Advanced and Specialized Training, in the Policy and Procedures Manual, provides an overview of the department's training. The purpose of roll call training is to provide staff with training that is short in duration and delivered in informal sessions. Roll call training occurs prior to the officer's tour of duty to keep the officer up-to-date on topics between their formal in-service training sessions. The Training Sergeant and supervisors from each unit are responsible for the planning, development, and delivery of all roll call training sessions.

However, other presenters with expertise in a particular subject may be brought into the roll call training to deliver information. Roll call training is captured in the department's PowerDMS tracking system. In 2018, the following topics were provided through PowerDMS: Police Pursuits/Roswell Policy 36.3, Pursuits/Supervisors Responsibility 36.3, Distracted Driving OCGA 40-6-241, Legal Review/Updates, Situational Awareness (Marietta Police Incident), CALEA Standards, Family Violence, Transporting Prisoners, Property & Evidence, Sexual Harassment, Special Operations, Dealing with the Mentally Diminished or ill, Citizen Complaints, and Crowd Control.

For delivering in-service training, the department has 26 certified instructors. However, just seven of the instructors are generally used by the department for in-service training. The department has a selection process for instructors; potential instructors must have a minimum of three years of law enforcement experience, of which one year must be with the Roswell Police Department. The candidate also must have no sustained complaints within one year of applying to be an instructor. Candidates must present a five-minute presentation of instruction on a topic to the Instructor Selection Board. The board consists of the Training Sergeant and two certified instructors. The board also considers the candidate's interpersonal skills, job knowledge, and the department's needs when selecting instructors.

The State of Georgia requires 20 hours of continuing education each year for sworn officers. The State of Georgia also requires certain topics to be included in the in-service annual training.

These topics include De-escalation Techniques (one hour), Community Policing (two hours), Bias-based/Impartial Policing (two hours), and Firearms Qualification with Handgun Only (one hour), for a total of six mandated hours. The remaining 14 hours are on topics at the discretion of the police department.

The Roswell Police Department surpasses the requirements of the State of Georgia in training requirements and hours. In 2018, sworn officers were qualified twice a year with handgun, shotgun, and rifle. The department also provided New User or Recertification of Taser course, stop stick training course, and Narcan new user course.

The Training Sergeant provides staff with a training calendar for a six-month period. CPSM reviewed a 2019 training calendar for the six-month period. It provided training on an array of topics that include Firearms Qualifications, SWAT training, Standardized Field Training, Simulator Training, Taser Training, Field Training Officer School, Officer Survival Training, Low Light Firearms Training, Rifle Training, Crisis Intervention Team Training, First Aide, Defensive Tactics, and Active Shooter Training, as well as other topics.

Table 6-4 shows the funding allocated for the Training Section and the department in 2016, 2017, and 2018. The Training Section's budget is part of the department-wide budget figures. The department-wide budget funds specialized and advanced training to include the cost of the training and the cost of the travel. The department-wide budget figures were extracted from the 2016, 2017, and 2018 budget submissions from the line item, Education and Training.

TABLE 6-4: Training Unit Budget Funding for 2016, 2017 & 2018

Year	Training Section Budget	Department-wide Training Budget
2016	\$13,550	\$43,388
2017	\$11,350	\$58,911
2018	\$11,350	\$55,411

Through Georgia POST records, the department provided a document showing that, in 2018, the department's sworn officers averaged 112 training hours per officer. When all training hours for sworn officers are calculated, the department sworn officers collectively received 20,652 hours of training. This is an impressive figure for training hours. The RPD and the city are to be commended for funding training and being dedicated to training sworn officers.

Civilian Training

All civilians hired by the Roswell Police Department receive orientation training prior to assuming the position. The orientation training includes instruction on the role of the department, purpose, goals, policies and procedures, working conditions and regulations, and responsibilities and rights of employees. Additionally, each year the Training Section provides civilians with in-service training consisting of the following topics: harassment (includes sexual harassment), employee domestic violence, ethics on-duty and off-duty, citizen complaints and internal affairs, and dealing with the mentally ill or persons of diminished capacity. Civilians can also request training provided by resources outside of the department by completing a Training Request Form.

Educational Tuition Reimbursement

An educational tuition reimbursement program is funded by the city. Undergraduate courses that are a direct benefit to the department are reimbursed. The department will reimburse up to \$5,250 per person a year. The City of Roswell is to be commended for this generous reimbursement program. It not only benefits the employee, but it benefits the city by enhancing employees' knowledge, skills, and abilities through college education.

Training Recommendations:

- The department has a training committee to assist in the development and evaluation of department training needs. The training committee consists of six officers, four from Uniform Patrol, one detective from the Criminal Investigations Section, and one officer from the Special Operations Section. CPSM recommends adding civilian representatives to the training committee in an effort to include a voice from civilian personnel as to training they may need for their job positions. (Recommendation No. 16.)
- There are 26 sworn officers on file with the agency as instructors. Currently, just seven sworn officers are generally used for training; three of those officers are in the Office of Professional Standards Division. The department has invested time and money to have 26 instructors available to the department. The Training Unit should attempt to use the 19 sworn officers who are not primary instructors so as to benefit the department's training efforts and to receive a return on the department's investment. (Recommendation No. 17.)

RESEARCH, PLANNING, AND DEVELOPMENT

Best practices in policing requires strategic planning to be integrated throughout the department. The initial step should be to create a three- to five-year strategic plan for the department. Leadership should create broad goals and objectives for the entire department. Each component of the department should use these department-wide goals and objectives to sculpture unit-level goals and objectives. The strategic plan at a minimum should include goals and objectives, measurable outcomes, timelines, funding requirements, and should identify a responsible party for the execution of each of the goals and objectives. Basically, a strategic plan's end goal is to reduce crime and enhance the quality of life in a community. A detailed strategic plan will enable the department to work with city leadership to determine priorities and project required funding to achieve the goals and objectives.

The Chief of Police has the overall research and planning responsibility for the department; however, the Office of Professional Standards is responsible for research and development according to Chapter 9, Research and Planning, in the Policy and Procedures Manual. The Uniform Patrol Division, Support Services Division, Criminal Investigations Division, and Communications Division are each responsible for the research and planning pertinent to the division's goals and objectives.

The responsibility for creating a strategic plan is certainly directed by the leadership of the Chief of Police; however, the strategic planning process should be guided by a commander. The Captain of the Office of Professional Standards has several units and functions reporting directly to him which need his full attention. The department's strategic planning process can be time-consuming. There is a vacant Lieutenant's position in the Office of Professional Standards. This position should be filled to assist in the department-wide strategic planning process and assist with the supervision in Internal Affairs.

The Roswell Police Department has created a Multiyear Plan for 2018–2021. The RPD is to be commended for producing such a document, as many departments do not have a three- to five-year strategic plan.

There is no one format for constructing a strategic plan. The formatting, contents, level of analysis, and depth of detail of strategic plans vary by department. CPSM recommends that the Roswell Police Department and the city review the Strategic Plan for 2018–2021. The RPD Strategic Plan could be enhanced by formalizing the layout of the document to include additional information for the public, including such areas as identification of the city leadership; RPD organizational chart, mission, vision, values; community overview; solicitation of community input for the development of the strategic plan; SWOT analysis; strategic flow chart with goals and linked objectives; timeline for accomplishing each goal and objective; responsible party for accomplishing each goal and objective; funding source; action items; and measures of success. CPSM recommends that the department review the following strategic plans from other departments to assist in enhancing the Roswell Police Department's Strategic Plan for 2018–2021:

- Tucson Police Department Strategic Plan, 2013 - 2018
 - <https://www.tucsonaz.gov/files/police/SPFinal.pdf>
- Scottsdale Police Department Strategic Plan, 2018-2021
 - <https://www.scottsdaleaz.gov/Assets/ScottsdaleAZ/Police/current-pd-strategic-plan.pdf>
- LAPD Strategic Plan, 2020
 - www.lapdonline.org/assets/pdf/LAPD%20Strategic%20Plan.pdf

- Phoenix Police Department Strategic Plan, 2017-2019
 - https://www.phoenix.gov/policesite/Documents/police_stratigic_plan_2017-2019.pdf
- Dalton Police Department Multi-Year Strategic Plan, 2016-2018
 - <http://daltonpd.com/wp-content/uploads/Strategic-Plan-2016-2018.pdf>

It should be noted that Roswell Police Department produced excellent annual reports in 2015 and 2016. These annual reports included a description of the city leadership, the department's organizational chart, overview of the divisions, statistics related to the budget, crime analysis, 911, internal investigations, hiring, training, new firearms, special events, and K9 retirement. These annual reports were comprehensive and the format was very appealing to the eye. CPSM reviewed a memorandum dated December 7, 2018, which advised that the annual report was being transferred from print production to the department's website. CPSM reviewed the department's website and could not locate annual reports for 2017 or 2018.

Strategic Plan Recommendations:

- Department leadership should commit to adopting an enhanced strategic planning philosophy and process. To accomplish this, CPSM recommends filling the vacant Lieutenant's position in the Office of Professional Standards. The Lieutenant would be responsible for ensuring the integrity of the strategic planning process, direct the publication of an annual report, and oversee the supervision of the Internal Affairs Unit. (Recommendation No. 18.)
- CPSM recommends that the department review the links to other departments' strategic plans provided by CPSM in this report for guidance and ideas in enhancing RPD's current strategic plan. (Recommendation No. 19.)

SECTION 7. CRIMINAL INVESTIGATIONS

The Criminal Investigations Division (CID) is under the direction of a Captain. The division is made up of two sections; *Criminal Investigations*, and *Special Investigations*. Each section is headed by a Lieutenant who is charged with management of day-to-day operations of their respective section. Sergeants provide direct supervisory oversight of operations.

The Criminal Investigations Section includes the functions of *detectives* and *crime scene investigation*. The Special Investigations Section includes the functions of *crime suppression*, *narcotics enforcement*, *regional task forces*, and *criminal intelligence*. CPSM will report on each of these functions separately.

Chapter 33 of the Roswell Police Department Policy and Procedures Manual addresses Criminal Investigations. This chapter, 73 pages in length, contains separate policies addressing various units as well as aspects of criminal investigative processes including preliminary investigations, case triaging, case management, victim contacts, working with informants, handling of property and evidence, investigator and supervisor responsibilities, and procedures for closing cases, to name a few. CPSM reviewed each of these policies, and generally, found them to be comprehensive and consistent with best practices. As we examine individual functions within the Criminal Investigations Division, we will address individual policies where appropriate.

Staffing

Officers assigned to the Criminal Investigations Division are referred to as detectives, though each holds a title that may include Master Police Officer, Police Officer II, or Police Officer I. The titles reflect a combination of tenure, formal education, and in-service training, each with a commensurate pay rate. The titles do not otherwise dictate assignments within the division.

Those assigned to the Criminal Investigations Division are generally assigned on a permanent basis. As such, though they may ask for a transfer to a different division of the department (or assignment within CID), they generally remain in CID until they promote out, resign from the department, or retire. Broadly, there are two schools of thought relative to this practice; (1) permanent assignments build expertise within the division, thus enabling the department to more successfully investigate and solve crimes, and, on the other hand, (2), the lack of lateral movement may in some cases create complacency and/or stagnation, potentially lead to corruption in vice and narcotic related assignments, limit investigative expertise in patrol, and severely limit opportunities for lateral movement from positions such as patrol. As we address the individual functions of CID we will elaborate on this issue and make recommendations concerning the duration of assignments.

Table 7-1 reflects authorized staffing for the Criminal Investigations Division for the current and past two fiscal years. We also identify current vacancies. As we examine functions within the CID, we will consider appropriate staffing levels.

TABLE 7-1: CID Authorized Staffing Levels - Fiscal Years 2017-2019

Position	2017	2018	2019	Current Over/ Vacant
Administration				
Captain	1	1	1	
Administration Total	1	1	1	
Criminal Investigations Section				
Lieutenant	1	1	1	
Squad A				
Sergeant	1	1	1	
Officer	7	7	7	
Squad B				
Sergeant	2	2	2	
Officer	7	7	7	3
Crime Scene Processing Unit				
Officer	1	2	2	
Criminal Investigations Total	19	20	20	3
Special Investigations Section				
Lieutenant	1	1	1	
Crime Suppression Unit				
Sergeant	1	1	1	.5
Officer	6	6	3*	1**
Narcotics Unit				
Sergeant	1	1	1	.5
Officer	5	5	3*	1**
Task Forces				
Officer	3	3	3	
Criminal Intelligence				
Crime Analysts	2	2	2	
Special Investigations Total	19	19	14*	6**
Criminal Investigations Bureau Total	39	40	35*	6**

Note: *Special Investigation is presently operating with five defunded police officer positions. The department has therefore reduced officer staffing in crime suppression from 6 officers to 3, and in narcotics from 5 officers to 3. ** These figures reflect actual staffing vacancies based upon budgeted positions. Staffing reductions resulting from defunded positions are not included in these figures.

Training

Policy 33.4 addresses training for CID personnel. All new investigators are to be assigned to an 80-hour general investigation course. Additionally, those personnel assigned to Special Investigations are to be assigned to a basic narcotics course.

Newly assigned detectives will be teamed with a lead investigator for “field training” until such time as the employee becomes proficient in carrying out their duties. Checklists exist to ensure that all new personnel are fully trained in both administrative and operational aspects of their new duties. CPSM reviewed these documents and found them to be comprehensive.

Policy 33.4 also calls for detectives to seek out specialized training for their specific assignments. In lieu of placing the onus on the employee to seek out such training, CPSM would urge the department to develop a training matrix for each assignment within the CID. The matrix would identify assignment-specific training courses that are deemed essential for each assignment. Examples would include child abuse investigation training, sexual assault investigation training, auto-theft investigation training (i.e. locating hidden VINs), etc. In so doing, supervision in the CID would then be charged with ensuring that all personnel are adequately trained.

Overall, the amount and type of training offered is excellent. The minor changes discussed would simply improve upon an outstanding effort to ensure that personnel are well trained to perform their job functions.

CID Training Recommendation:

- It is recommended that a training matrix be developed for each assignment within CID to include mandated and desirable training courses, specific to the assignment, and in the furtherance of continued professional training. Responsibility for ensuring training objectives are met should rest with unit supervisors, and courses identified should be given priority over other non-mandated training options. (Recommendation No. 20.)

CRIMINAL INVESTIGATIONS SECTION

Detective Unit

Under the direction of Lieutenant, detective functions in the Criminal Investigations Section are separated into investigative teams including Crimes Against Persons, Property Crimes, Financial/Fraud Crimes, and Auto Crimes. There is no formal Juvenile Crimes Unit; however, all juvenile perpetrators in crimes involving violence are handled by a single Crimes Against Persons detective. Nonviolent offenses involving juvenile perpetrators are assigned to a detective based upon the nature of the criminal act.

Work Schedule

Detectives are scheduled to work Monday through Friday. They are assigned to one of two squads, Squad A or Squad B. Squad A works from 7:00 a.m. to 5:00 p.m., though one detective from Squad A reports at 6:00 a.m. to attend patrol briefings scheduled at that time, facilitating the exchange of important information between the two functions. Squad B works from 12:00 noon to 10:00 p.m., with one detective attending the 6:00 p.m. patrol briefing.

Detective Staffing

Each squad is headed by a Sergeant, with two serving on Squad B to ensure supervisory coverage during the later hours of the evening. Each squad is staffed by detectives who serve in a permanent duty capacity, as previously noted. While the squads are defined by reporting times, each has a complement of violent crime detectives, property crime detectives, financial crimes detectives, and auto crimes detectives as previously described.

CPSM suggests that the department reconsider the number of *permanent* detective positions in place, reduce that number, and add rotational positions of four to five years in length with possible one-year extensions. While some may argue that detective work requires considerable experience and expertise, we would suggest that this is true only for highly specialized positions such as financial/computer crimes, homicide, etc. Crimes such as assaults, burglary, theft, and auto crimes do not require significant levels of experience to be proficient. With virtually all of the department's available CID assignments "locked down," patrol officers have little opportunity to gain valuable experience that comes with such an assignment. Additionally, as personnel rotate back to patrol, they take valuable experience with them which, when shared with the younger, less experienced patrol workforce, enhances the quality of work performed in patrol. This serves as another benefit of a rotational schedule. While the department indicated that as of late there have been ample opportunities to seek specialized assignments, such opportunities in policing tend to be cyclical rather than routine.

Detectives are generally assigned during hours that span 6:00 a.m. to 10:00 p.m., with on-call detectives available during off hours. CPSM believes that the deployment hours are reasonable given the relatively low crime rate in Roswell. To validate this conclusion, we asked staff involved in both patrol and detective functions about the demand for night detectives and all respondents agreed that there is rarely a need to call out detectives during off hours.

Case Management

Policy 33.3. C is among a number of policies that direct the processes to be followed in management of investigative functions. This order specifically covers receipt of crime reports, case screening, defines high-priority cases that require follow-up investigations, and the criteria for suspending investigative efforts.

Initial crime reports are generally investigated by the Patrol Division. Initial reports are prepared by patrol officers and approved for content by patrol Sergeants. The patrol Sergeants then determine if a case requires additional follow-up. If so, those cases are referred to CID for additional review/investigation. When the case can be fully investigated by patrol, there is no CID referral.

Upon receipt of a referred crime report, detective supervisors (generally the Lieutenant) review the report for solvability factors. These factors include but are not limited to the severity of the crime, available suspect description, physical and/or forensic evidence, injuries sustained, traceable loss items, a pattern of similar crimes has occurred, and public or political sensitivity, among others. Upon completion of review of the solvability factors the supervisor assigns a case status: Active or Inactive.

Inactive cases include those in which no reasonable solvability factors are present and there are no investigative leads. These cases will not be assigned to a detective, and absent new information, are closed.

Active cases are those in which sufficient solvability factors or case sensitivity exists to warrant further investigation. In these cases, the Sergeant assigns the case to a detective, or team of detectives, based upon the nature of the crime and the detectives' area of responsibility or expertise.

A detective assigned an Active case has 30 days in which to investigate the crime and prepare supplemental reports for supervisory review. To continue a case in Active status beyond 30 days, sufficient information must be articulated in the supplemental report to justify the extension. And while not reflected in policy, should the supervisor determine that the investigation was

inadequate, an extension beyond the initial 30-day period is provided to allow for additional investigation.

While the above information reflects policy, in practice, CID supervisors generally assign all cases to a detective for review (Active). This allows for the detective to be made aware of crimes, but results in little more work than to read the case and submit a brief supplemental report indicating no further action is possible. At that point, it is reclassified to Inactive, and closed.

Upon completion of the investigation, the case is either Cleared (generally by arrest), or moved to Inactive status upon exhausting all reasonable investigative leads as described. In either case, supervisory approval is required. We will discuss in-depth the subject of case clearances and clearance rates.

To facilitate case management, the department utilizes a records management system (RMS) that operates on a Sungard Operations Support Systems Interface (OSSSI) platform. This is a robust system that, if utilized properly, serves as an excellent case management tool. CPSM requested and was provided several samples of the modules/reporting instruments, by detective, as utilized for investigative case management. Our review included cases from 2016, 2017, and 2018. There are two primary modules utilized: (1) Investigator Assignment by Date, and (2) Investigator Assignment / Clearance Report by Investigator.

The Investigator Assignment by Date report reflects the investigator's name, cases assigned by date and case number, the nature of the case (i.e., theft), the due date and status, and, where applicable, the number of days that the supplemental report is overdue. This is an excellent case management tool for use by supervisors in tracking the status of cases assigned to personnel under their command.

The Investigator Assignment / Clearance Report by Investigator module provides the total number of cases assigned to each investigator, the number of Active and Inactive cases, the number of arrests and clearances, and the number of cases deemed unfounded. Again, this is an excellent case management tool for use by supervisors. While both modules are an excellent source of information, in Roswell it is this report that is most commonly utilized by supervision.

CPSM submits that the case management processes and systems in place are consistent with best practices and commends RPD for its efforts in this area.

Workload

There are no absolute standards to determine an appropriate caseload for police investigators. One murder investigation could occupy the time of several detectives for weeks or months, and on the other hand, one detective could handle hundreds of theft cases in a similar period. As well, departments across the country utilize varying models to conduct investigations. In some, patrol officers are responsible for the investigation to completion of all misdemeanor crimes and occasionally some felony crimes as assigned. In others, detectives conduct follow-up investigations for all crimes, to include misdemeanors.

As discussed under Case Management, the Roswell model includes patrol officers handling some cases to completion. These may include shoplifting arrests, driving under the influence, theft or vandalism, etc., and may include felonies such as a burglary arrest if no additional follow-up is required. More involved cases requiring follow-up are referred to the CID for investigation, as previously addressed.

CPSM reviewed Sungard OSSSI caseload records for 2016, 2017, and 2018. For 2018, through early December, on average, detectives were assigned approximately 146 cases for the year, and

ranging between 67 and 260. As we noted, there are no absolute standards to determine appropriate caseload per detective. The International Association of Chiefs of Police, however, suggests that a detective caseload between 120 and 180 cases per year (10 to 15 per month) is manageable. Other sources suggest that departments should staff one detective for every 300 UCR Part I Index Crimes recorded each year. In 2017, Roswell recorded 1,803 Part I Index Crimes (113 violent crimes and 1,690 property crimes), or an average of 129 per detective.

In evaluating appropriate staffing levels, we consider detective caseload, the complexity of cases, and case management practices. Included are factors such as the nature and rate of crime, case screening processes for solvability factors that limit the number of Active cases assigned, and the fact that patrol handles some cases to completion. In examining caseloads, we noted that in many instances, cases were initially assigned as Active and are reflected in the detective caseload (OSSI); however, the cases were assigned for information purposes and do not require investigation based upon solvability factors as defined by policy.

One of the reasons for the assignment of a case without adequate solvability factors is the policy requirement (33.3G) for contact with victims of crimes. This policy places the responsibility for contacting the crime victim to advise of the status of the case upon the assigned detective. In many cases, that, and updating Sungard OSSI, is the extent of the detective's involvement.

For the 2018 cases referenced above, of the 146 cases assigned per detective (average), more than half (78) had been closed as Inactive with the remaining in statuses including Active, Cleared, Exceptionally Cleared, and Unfounded. While this is not a significant time burden, it does disrupt the work efforts of detectives attempting to solve crimes on assigned cases with adequate solvability factors. Still, contact with crime victims is important, especially in relationship to building trust and goodwill between the department and the community.

An alternative to the existing practice, without diminishing the importance of this contact, is the utilization of volunteers. In fact, such utilization can enhance the relationship between the community and the department. The department recognizes the need to build relationships with the community as evidenced by its Citizen Police Academy. Attendees of such academies have varied interests in participating, but among those, there are some participants who want to become more involved with the police department. They become an excellent source of potential volunteers. Graduates of the academies could be recruited and trained to handle these duties. Two days per week, they could come in for a few hours and make contact with the crime victims as called for in policy. They could be assigned an investigator ID, and clear the case in Sungard OSSI in the same way detectives do so now. In so doing, citizens become more invested in their police department, and detectives are allowed to focus their efforts on solving crimes where workable leads exist.

In considering benchmarks, the nature of crime in the city, and workload, we conclude that with authorized staffing in place, the workload is manageable, and detectives have ample time to dedicate to investigations. Given present workload demands, no change in authorized staffing is recommended. CPSM would, however, urge that existing vacancies (three) be filled as expeditiously as possible.

Clearance Rates

While preventing crime is of utmost importance to law enforcement agencies, solving crime should also have parity. The solving of crimes, which results in the prosecution of offenders, not only prevents future crime, it also provides much-needed closure to crime victims. Clearance rates, as defined and measured by the FBI Uniform Crime Reporting (UCR) Program, are the benchmark for a department's effectiveness in solving crime.

The UCR establishes a three-pronged rule, each of which must be met to “clear” a case. For UCR reporting purposes, a crime is considered “cleared” when: (1) a law enforcement agency has arrested the offender; (2) the offender has been charged with the offense; AND (3) the offender is turned over to the court for prosecution (whether following arrest, court summons, or police notice). The arrest of one person may clear several crimes or the arrest of several persons may clear only one crime.

There are clearances via “exceptional means” as well. Law enforcement agencies must meet the following four conditions in order to clear an offense by “exceptional means”: (1) The agency must have identified the offender; (2) gathered enough evidence to support an arrest and filing of charges; (3) identified the offender’s exact location so that the suspect could be taken into custody immediately; AND (4) encountered a circumstance outside the control of law enforcement that prohibits the agency from arresting, charging, and prosecuting the offender.

Clearances via “exceptional means” are uncommon. Examples may include but are not limited to the death of an offender, a prosecutor’s decision to utilize the new case to seek a revocation of probation/parole in lieu of charging the new offense, the lack of an extradition treaty with a foreign government in a nation to which the offender has fled, and cases resulting in diversion in lieu of prosecution. As such, the number of cases cleared by “exceptional means” are generally insignificant in number.

RPD Policy 33.3D addresses case dispositions. CPSM reviewed the policy and found its descriptions to be consistent with the spirit of the FBI UCR guidelines. In our review of the individual detective case management records, we did find a couple of anomalies that the department should further examine. First, we noted that cases were frequently cleared through exceptional means, in many cases at rates substantially higher than by traditional clearance. For instance, in examining 2018 data provided by the department, we noted that on average, detectives “cleared” six cases through the traditionally defined UCR guidelines for clearing a case, while 20 cases were cleared by “exceptional means.” As noted here, this is unusual given the restrictions on use of exceptional clearance disposition. This may or may not reflect a classification problem, though given a more than threefold increase in the use of clearance by exceptional means, we suspect that it does.

Secondly, we noted that for virtually all detectives, some cases were closed as “unfounded.” In one or two instances, as many as 25 percent of the cases in their caseload were closed in this manner. This is highly unusual as a classification of “unfounded” suggests that the reported crime did not occur. There is no question that persons falsely report crimes, and that those would be appropriately classified as “unfounded.” However, this would suggest that as much as 25 percent of a detective’s caseload involves unfounded crime reports, which is not a credible assertion. And if it were, it would strongly suggest that patrol officers and their supervisors are not adequately investigating initial reports of crime.

Given the relatively low rate of traditional clearances, the high rate of exceptional clearances, and the high rate of case closures as unfounded, the department should examine its practices relative to case disposition to ensure that the practices are consistent with FBI guidelines, department policy, and the department’s objectives.

In our review of the FBI UCR data for Roswell compared to the State of Georgia and the nation (see Table 7-2), we noted that Rowell clearance rates were generally consistent with both the state and the nation as a whole. The most significant variation is found in the clearance rates for burglaries, where the clearance rate for RPD is 4 percent compared to that of the state and nation, each at 13 percent.

However, as noted above, there are anomalies in case disposition practices that call into question the accuracy of these clearance numbers. Inaccurate reporting of clearance rates is not uncommon, and by no means do we suggest that the department is making any conscious attempt to distort the numbers. In other studies conducted by CPSM where reporting practices were questionable, the clearance rates reported were more than double comparative state and national rates, which is not the case here. Nonetheless, we would urge the department to examine its practices relative to this issue.

TABLE 7-2: Reported Roswell, State, and National Clearance Rates, 2016

Crime	Roswell			Georgia			National		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances	Rate
Murder Manslaughter	2	3	150%	701	404	58%	17,819	10,021	56%
Rape	23	7	30%	2,433	719	30%	126,378	44,136	35%
Robbery	42	14	33%	12,130	2,541	21%	328,557	91,582	28%
Aggravated Assault	76	33	43%	24,063	10,583	44%	789,005	402,556	51%
Burglary	228	9	4%	62,067	7,862	13%	1,474,704	187,591	13%
Larceny	1,391	309	22%	218,531	45,484	21%	5,517,312	1,082,866	20%
Vehicle Theft	83	19	23%	26,518	3,514	13%	756,091	96,903	13%

Notes: 2016 data is that most recently available. A clearance rate can rise above 100 percent if a crime from a prior year is cleared in the current year. This explains the 150 percent murder clearance rate for Roswell in 2016.

As we noted previously, a department's ability to clear crimes both reduces future crime and helps to provide closure for crime victims. These are arguably the most important roles of a detective. The department's Sungard OSSI case management module is an excellent tool to enable supervisors to measure the department's and each detective's ability to successfully solve crimes. Based upon the data provided by OSSI and the comparative clearance rates, CPSM would urge that consideration be given to examining dispositions of cases to ensure accuracy in reporting, and further, that causative factors in low clearance rates for burglaries be examined to determine if alternative investigative practices may be implemented to improve clearance rates.

Detective Section Organizational Structure (Recommended)

As we discussed early on in the reporting on the Detective Section, detectives are assigned to one of two squads (A or B). Each squad is headed by a Sergeant(s). Within each squad are detectives responsible for investigative categories including Crimes Against Persons, Property Crimes, Financial/Fraud Crimes, and Auto Crimes. As such, Sergeants are responsible for supervising personnel involved in a wide variety of crime categories, some more complex than others. As well, there is no dedicated juvenile or family services unit, notwithstanding a sole detective is responsible for felony crimes committed by a juvenile. This is an unusual organizational structure for a police department of this size.

CPSM would offer the following organizational structure for consideration. Given the present supervisory staffing level, each Sergeant would be assigned to lead a more specialized investigative unit. Detective staffing would be allocated based upon workload demands:

General Investigations Unit

The General Investigations Unit would handle investigations related to property crimes to include burglary, possession of stolen property, grand theft, petty theft, ID theft, fraud, embezzlement, and financial abuse of elders.

Family Services Unit

The Family Services Unit would handle investigations related to domestic violence, child abuse, elder abuse, sex offenses and juvenile crime.

Crimes of Violence Unit

The Crimes of Violence Unit would handle investigations related to homicide, sexual assaults, kidnap, assault and battery, extortion, and robbery.

This three-unit alignment will create more defined specialties for both supervisors and detectives.

Detective Unit Recommendations:

- Consideration should be given to reducing the number of permanent detectives (limited to assignments involving highly complex investigations) and converting the remaining positions to rotational assignments. (Recommendation No. 21.)
- The utilization of civilian volunteers to perform largely clerical functions relative to follow-up with crime victims should be considered. (Recommendation No. 22.)
- Consider restructuring the Detective Section into three investigative units—General Crimes, Family Services, and Crimes of Violence—each headed by a Sergeant. (Recommendation No. 23.)
- CID practices relative to closing cases should be examined to ensure that they comply with FBI guidelines, policy, and department performance expectations. (Recommendation No. 24.)

Crime Scene Processing Unit (CSPU)

Forensic investigation of crime scenes is a highly specialized duty. Successful identification and collection of evidence, especially trace and biological evidence, is of paramount importance in successfully solving crimes. Investigators must have a high degree of training, experience, skill, and commitment to master this art. Each is of vital importance to this effort. To accomplish these important duties, the department has established a Crime Scene Processing Unit (CSPU).

Under the direction of the Criminal Investigations Section Lieutenant, staffing for the Crime Scene Processing Unit includes two sworn police officers (detectives), referred to as Crime Scene Investigators (CSI). This is a permanent duty assignment, and as was described in reporting on the detective function, the CSI staff would normally only be transferred from this assignment in the event of a promotion.

While the investigators generally provide coverage weekdays and evenings, they must be on-call for major incidents 24/7. As necessary, they may be supplemented by detectives from CID, and as well, may be called upon to support detectives in conducting general investigations.

The Crime Scene Processing Unit is responsible for processing major crime scenes. This would include photographing crime scenes; packaging, labeling, and transporting evidence; documenting autopsies; briefing investigators; writing reports; and testifying in court.

Physical evidence collection at more minor crime scenes is the responsibility of patrol officers and police detectives or other law enforcement investigative teams. Nonetheless, CSIs will respond to assist in these cases, upon request. In reality, most crime scenes are considered minor and are processed by patrol officers and/or general detectives without assistance from CSPU. As we examine CSI workload, we will revisit this issue.

In addition to the collection of evidence at crime scenes, CSPU staff are responsible for limited analysis and/or lab work of collected evidence. Lab processing capabilities include, but are not limited to, preliminary drug analysis, latent fingerprint processing from collection to examination and entry into the Automated Fingerprint Identification System, obliterated serial number restoration, and basic firearms examination. CSI staff have expertise as latent print examiners, in bloodstain pattern analysis, and shooting and crime scene reconstruction, among other areas. In cases requiring more advanced analysis of evidence, it is the responsibility of CSPU to transfer the evidence to regional crime labs, which have staff and equipment available for more complex analysis.

Crime Scene Investigations Guidelines / Policy

General Order 34.2.A establishes guidelines to be followed in the processing of crime scenes. The order, 17 pages in length, provides comprehensive detail concerning the "Collection, Preservation and Presentation of Physical Evidence," and was thoroughly reviewed by CPSM. In our review we noted that, while comprehensive, the policy appears to lend itself to a "one-size-fits-all" approach. For instance, the policy calls for Crime Scene Investigators, when available, to process and gather physical evidence (subsection A.5), and directs the first officer on scene to, among other duties, prepare a log of all persons who enter the crime scene (subsection B). In practice, the CSI detectives have a limited role in gathering physical evidence (as will be addressed shortly), and logs of all persons who enter crime scenes are rarely kept except in the most serious crimes such as homicides.

Failures to routinely follow policy in crime scene investigations may jeopardize criminal prosecution. In this case, it is not the practice, but rather the policy that is not realistic. To address

this issue and bring practice into compliance with policy, we would urge that the department consider revising the policy to reflect two classifications of crime scenes: minor and major.

Minor crime scenes could be defined as follows:

"Minor crime scene investigations are those that are limited to simple diagrams, simple fingerprint dusting, or collecting and preserving items for laboratory processing. Misdemeanor offenses and property (crimes) frequently fall within this category."

Responsibility for minor crime scene investigations could generally rest with patrol officers. In reality, this is often limited to the collection of fingerprint evidence and simple photographs.

Major crime scenes could be defined as follows:

"Major crime scene investigations are those that require expertise or specialization in the collection of evidence (such as swabs, casts, or collection of fluids, fibers, and hair, special fingerprinting techniques, and complex photography and/or measurements). Crime Scene Investigators or detectives with advanced training will conduct major crime scene investigations."

Language within the policy detailing responsibilities for investigations of both minor and major crimes scenes would then need to be revised to realistically match the work product expectations and best practices for both.

CSI Workload

CPSM requested data on workload for the Crime Scene Investigators for the most recent three-year period. Data is kept in two formats. The first reflects the number of crime scenes processed by CSPU staff. These are cases in which they serve as the primary CSI at a crime scene. For the three-year period, the numbers are as follows:

- 2016: 183
- 2017: 126
- 2018: 91

While the numbers have declined due to personnel actions that limited resources and expertise, for 2018 the two CSI investigators were responsible for the collection of physical evidence at 1.75 crime scenes per week.

The second set of data reflects work conducted in the department's crime lab as performed by the two CSIs, again, impacted by the aforementioned personnel actions. The numbers are as follows:

- 2016: 186
- 2017: 147
- 2018: 138

These numbers reflect cases in which evidence is collected by all sources for analysis. It appears from the data provided, that for the most recent year, the CSPU is responsible for the successful collection of evidence in two-thirds of all cases in which evidence is collected for analysis (91 of 138 in 2018). The numbers also reflect that for 2018, the CSPU processed an average of 1.75

crime scenes per week, and conducted an analysis of evidence from a crime scene, including those processed by patrol/general detectives, an average of 2.65 times per week.

There are no records maintained relative to the number of cases in which a CSI, patrol officer, or general crime detective unsuccessfully attempted to collect evidence at a crime scene.

However, as discussed in reporting on the detective function, there were 1,803 Part 1 crimes reported in 2017 in Roswell (most current FBI UCR data). Based upon reported data, it suggests that evidence was collected for analysis in only 8 percent of all Part 1 crimes. Also, that does not factor in that some evidence was undoubtedly collected at some Part 2 crime scenes. Part 2 crimes include vandalism, drug offenses, simple assaults, DUI, and many more. Including any evidence collection for analysis at Part 2 crime scenes would reduce the 8 percent figure.

However, patrol personnel may send some limited evidence directly to the crime lab for processing. Though no records are kept on the frequency of such submittals, it is believed that the numbers are inconsequential.

There is value in examining these numbers further. It would appear that, outside of the CSIs, there is little success in collecting evidence at crime scenes. While this may stem from a lack of evidence at some crime scenes, we suspect other factors including a lack of interest in crime scene investigation outside of the CID (not an uncommon issue), a lack of adequate training of patrol officers in crime scene investigation, and/or a lack of accountability for collection of evidence at crime scenes significantly contribute to the low rate of cases in which evidence is collected for analysis.

While basic recordkeeping specific to the CSPU is maintained, no department records are kept on the rate of success in collecting evidence at crime scenes, nor of efforts to identify a suspect from collected evidence. For instance, data could be collected relative to the number of crime scenes processed vs. the number of cases in which evidence was collected. As well, data relative to the number of fingerprints submitted through the Automated Fingerprint Identification System (AFIS), the number of DNA samples submitted for match through the Combined DNA Index System (CODIS), as well as matching "hits" for both AFIS and CODIS records, could be maintained. All of this is important information in analyzing the effectiveness of CSPU and the department in collecting evidence at crime scenes. Such information can be used for both accountability purposes, and more importantly, to identify training needs, which we will address next.

CSI Training

Crime scene investigators undergo substantial training to become proficient. For instance, at the time of the site visit by CPSM, one of the two Crime Scene Investigators was just completing a three-month training program put on by the National Forensics Academy in Tennessee. This is an important step toward the investigator being certified by the International Association for Identification (IAI). IAI is the largest professional crime scene investigators association in the world, and establishes standards for forensic excellence. The duration of this training course reflects the complexity of crime scene investigations. The second Crime Scene Investigator is presently certified by IAI. The department is to be commended for this commitment to excellence in forensics.

However, crime scene investigation training for patrol personnel, or personnel outside of CSPU, is limited. It includes that training received in the police recruit academy, a four-hour block provided at the department's predeployment internal recruit training after graduation from the academy and put on by a CSI, and limited initial training in an actual case environment as part

of the department's Field Training Program and conducted by the trainee's Field Training Officer, a patrol officer.

CPSM would urge that recurring training be provided biennially during annual in-service training. This is vitally important, as it is these same patrol officers who initially respond to virtually all crime scenes. Given the limited numbers of cases submitted by patrol officers for forensic analysis (less than one per week), there appears to be a clear need for such training.

The absence of physical evidence collected at crime scenes may be a factor in the low clearance rate for burglary offenses (Table 5-2). These cases are typically reliant upon physical evidence to solve the case due to the absence of witnesses, and evidence collection in these types of cases is often the responsibility of the handling patrol officer.

As is the case with general detectives, we would urge the department to develop a training matrix for continued professional training of CSI personnel. The matrix, which identifies required/desired training, simply serves as a reminder to prioritize this training among the training options available.

CSI Staffing Considerations

As was previously noted, the existing CSPU is made up of full-time, sworn Crime Scene Investigators who, once assigned, generally serve in this assignment on a permanent basis. Considerable training is provided to these experts, and as such, it is prudent that these be permanent positions.

Apart from the full-time Crime Scene Investigators, others with crime scene investigation responsibilities serve in that role as a collateral duty and cannot be expected to achieve the required proficiency necessary for a thorough investigation. As we noted previously, it is CPSM's experience that, with few exceptions, patrol personnel have minimal interest in crime scene investigation. That appears to be borne out at RPD given the reported collection of evidence for analysis rate at less than one case per week. And when the most recent opening for a CSI detective occurred, only one officer applied for the position. CPSM was advised that the CSPU is scheduled to be increased to three CSI detectives in the immediate future. We believe that this increase in staffing is appropriate. It will reduce, but not eliminate, the reliance on patrol personnel to collect evidence, allow for additional training of those personnel, and further develop the expertise of the CSPU.

Given the department's investment in its current CSPU staff, we do not recommend any immediate changes. We would, however, encourage the department to consider, through attrition, the creation of a forensics unit staffed by full-time civilian forensic specialists under the supervision of a sworn or civilian forensics supervisor. Such units are common in mid-sized and larger police departments and operate at reduced personnel costs compared to units staffed exclusively by sworn personnel, and without any compromise in the quality of work. Indeed, such personnel generally become more highly trained and experienced than their sworn counterparts as they tend to remain in such positions throughout their careers, unlike sworn personnel who "promote out." We are not suggesting any fault with the existing personnel, who we found to be highly competent and dedicated. Given the fact that the department has extensively trained these personnel, no immediate personnel changes would be appropriate.

We simply want to point out that utilizing civilian personnel for this important task can reduce costs without compromising service.

The department is to be commended for its establishment of the CSPU and its planned future growth. Very few agencies of this size have such a resource. As noted however, crime scene investigations outside of the CSPU personnel appear to require attention.

Crime Scene Processing Unit Recommendations:

- Modify General Order 34.2.A to establish two levels of crime scene investigations: Major and Minor. Additionally, define each and identify roles and responsibilities for personnel charged with crime scene investigations by level. (Recommendation No. 25.)
- Consider expanding to six hours from its present four-hour block the crime scene investigation training in the department's post-academy, predeployment internal training program for new police officers. (Recommendation No. 26.)
- Biennially, during the department's annual recurring training block, utilize the CSPU CSIs to provide comprehensive refresher and update training in the collection and preservation physical and trace evidence. The training should include practical exercises. (Recommendation No. 27.)
- Conduct a training needs assessment and provide for identified training needs for current sworn staff outside of CSPU whose responsibilities include collection of evidence at crime scenes. Such training to be provided by the CSPU CSIs. (Recommendation No. 28.)
- To assist in identifying any weaknesses and training needs in crime scene investigations, develop a tracking mechanism to capture data on both the collection source (i.e., CSPU/patrol and the individual officer), and the success rate in identifying suspects from evidence collected. Also included should be the type of evidence collected/analyzed (i.e., fingerprints, DNA, fibers, etc.). (Recommendation No. 29.)

SPECIAL INVESTIGATIONS SECTION

The Special Investigations Section (SIS) encompasses the Special Investigations Unit (recently formed by combining the previously semi-autonomous Narcotics and Crime Suppression Units (CSU)), the Intelligence Analysis Unit (IAU), and participation through the assignment of detectives to a U.S. Department of Justice Drug Enforcement Administration (DEA) Task Force, and two DEA High Intensity Drug Trafficking Area Task Force Units. For clarity, we will report on these functions individually.

The consolidation of the Narcotics and Crime Suppression Units into the Special Investigations Unit resulted in large part from staffing reductions related to defunded positions and vacancies. In effect, the units had insufficient staffing to effectively carry out their individual missions, and consolidated to allow for operational efficiency.

Table 7-1 reflects staffing for the Special Investigations Section. For purposes of clarity relative to defunded positions, the table reflects Narcotics and CSU as individual units. The 0.5 Sergeant position recorded for each resulted from the sole remaining Sergeant in SIS being assigned to oversee both of the former units leading up to the consolidation. Again, while Narcotics and CSU are now consolidated into the Special Investigations Unit, we will report on their functions separately.

While CPSM recognizes both the need and value of each of the SIS enforcement units, the Special Investigations Section units do not track workload in the same fashion as the Criminal Investigations Section, which utilizes the Sunguard OSSI case management program. Thus, we are not able to conduct a workload analysis for the SIS units. While there is limited data

available, for the most part, the work efforts of the units were reported to us anecdotally. It is recognized, based upon the nature of the work, that Sungard OSSI would not adequately provide a means of capturing the workload of these units. Nonetheless, summary workload records, both monthly and annually, should be developed to help in conducting a cost-benefit analysis of these units. Let us be clear, these functions are essential, but the commitment of resources and the work plans developed by the SIS would benefit from such an analysis.

Narcotics Unit

The presence and use of illicit narcotics and drugs has evolved into not only a crime problem, but also into a national health emergency. While the conditions that foster the unlawful use of illegal substances are multifaceted, law enforcement is among those organizations in society that have a role in addressing this crisis.

While the responsibility for narcotics enforcement efforts is shared by all operational units, the department has established a Narcotics Unit that specializes in targeting low- to mid-level narcotic traffickers. Addressed in reporting to follow will be information on the department's participation in regional narcotics task forces, which focus on major drug traffickers, though not to the exclusion of providing support to the local unit as necessary.

The RPD Narcotics Unit, when at full operational strength, is made up of a Sergeant and five detectives. However, as is reflected in Table 7-1, the unit presently operates with a staff of a half-time Sergeant (shared with CSU) and two detectives. This results from two defunded positions and one additional vacancy due to staffing shortfalls in patrol. In effect, all of the vacancies result from the department's inability to fill its authorized police officer positions.

Policy and Procedures Manual, Chapter 33, has an extensive list of directives related to the operation of the Narcotics Unit, though not to the exclusion of other department operational units. The policies cover a vast array of operational procedures to be followed including guidelines for investigation and enforcement actions, working with informants, confidential files, undercover operations, seizure of property related to narcotics trafficking, and audits of unit cash funds, to name a few. CPSM reviewed each of these policies and found them to be comprehensive. Additionally, we examined filing/storage units for these items and found them to be appropriately secure.

Crime Suppression Unit (CSU)

The ability of a department to address chronic crime problems is essential. While patrol officers have a role in this effort, their commitment to calls for service generally prevent them from dedicating sufficient resources to effectively deal with persistent quality-of-life issues and chronic/emerging crime problems. In Roswell, such activities commonly include burglaries, especially those involving automobiles, drug trafficking, some gang activity, alcohol sales violations, etc.

The RPD Crime Suppression Unit, when at full operational strength, was made up of a Sergeant and six detectives. However, as is reflected in Table 7-1, the unit presently operates with a staff of a half-time Sergeant (shared with the Narcotics Unit) and two detectives. This results from three defunded positions and one additional vacancy due to staffing shortfalls in patrol. As with the narcotics unit, in effect, all of the vacancies result from the department's inability to fill its authorized police officer positions.

Absent the coordinated efforts allowable by the existence of CSU, and the Narcotics Unit, chronic crime problems as described often go largely unchecked. And while these problems are

present in many communities, the dedication of units to address these issues allow for some containment. In addition to directed patrol and undercover activities targeting high-crime areas, and those who frequent these areas, CSU is also routinely called upon by detectives to search for wanted suspects, conduct surveillance, assist in warrant service, and other related duties.

As is the case with the Narcotics Unit, CSU does not maintain comprehensive statistical data on this unit's work product. It was reported that activities such as arrests of persons wanted by a detective are included in the detective's Sungard OSSI report rather than being captured (credited) to CSU. As such, it is difficult to quantify the value provided by CSU.

Special Investigations Unit (SIU) Summary (Narcotics Unit / CSU)

As previously noted, the Narcotics and Crime Suppression Units have been consolidated recently into what is now known as the Special Investigations Unit. Given the staffing levels to which each unit has fallen, and the fact that they often encounter the same suspects, there is wisdom in this decision. However, the absence of statistical data makes it difficult to evaluate appropriate staffing levels. While there is plenty of anecdotal evidence suggested by CID staff, a robust database would allow for a verifiable argument to be made in support of returning the units to their original staffing levels. Nonetheless, it is unquestionable that such units are of importance to any law enforcement agency of this size. And as such, CPSM would encourage the department to fill the non-defunded vacancies at its earliest convenience.

Consideration should also be given to reassigning the K9 units from Traffic to SIU, along with the K9 supervisor. In so doing, the SIU will gain both necessary officers and is generally assured of having a supervisor available at all times. This is not to suggest that the K9 units cannot continue to support both Patrol and Traffic, but rather, that their value is enhanced when assigned to these specialized units.

And again, as with virtually all specialized units of CID, we recommend a rotation schedule be developed for this assignment.

Special Investigations Section Recommendations:

- Develop an SIU assignment rotation schedule. (Recommendation No. 30.)
- Develop a reporting module through either Sungard OSSI, or a standalone program developed by the department's Intelligence Analysis Unit, to capture SIU workload data to enable production of both monthly and annual reports. (Recommendation No. 31.)
- Consider reassigning the department's K9 personnel to SIU. (Recommendation No. 32.)

Task Forces (DEA and HIDTA)

As with virtually all crimes, narcotics trafficking and related activity knows no borders. To combat drug crimes, many agencies, including RPD, participate in regional task forces. The department participates in two regional drug abatement partnerships; The U.S. Department of Justice (DOJ) Drug Enforcement Administration (DEA) Atlanta Group 4 Task Force, and DEA's Atlanta-Carolina High-Intensity Drug Trafficking Area (HIDTA) task force. A total of three detectives are assigned to these task forces; one to the DEA Atlanta Group 4 Task Force, and one each to the Atlanta-Carolina HIDTA, Groups 1 and 2. For all task forces, personnel are assigned off-site, and outside of the City of Roswell.

Regional task forces are essential in addressing narcotics trafficking. They provide for an invaluable resource, both human and logistical, in addressing drug-related crimes in not just the region, but within the City of Roswell as well. The city and department are to be commended for their commitment to this important public health and crime problem.

Policy 33.7, Investigative Task Forces, addresses the objectives and general operating guidelines of participation in regional task forces. As well, Memorandums of Understanding (MOU) are in place between the city and both DEA groups. These MOUs spell out conditions of participation, as well as any personnel expense reimbursement and equitable sharing of seized assets. CPSM reviewed each of these documents and found them to be consistent with policies and operating agreements across the country, including equitable sharing agreements and personnel overtime expense offsets.

The department reports that personnel are, at present, assigned to these task forces on a permanent basis. In at least one case, the assignment of an investigator has exceeded a decade. However, during the course of the site visit (March 14-15), the Interim Chief indicated that this practice is being revisited, and it is the intention to establish this, and the HIDTA assignments, as rotational assignments. As is the case with nearly all CID assignments, CPSM would urge the department to do so for reasons which we have previously articulated.

Specific to these task force assignments, the idea of rotations appears to be something that has previously been considered, both in the department as well as at DEA. For instance, Policy 33.7

B. limits the assignments to three years, though the duration can be extended indefinitely with the approval of the Chief of Police. The operating agreements between the city and the DEA task forces call for the assignments to be for a term of not less than two years, but there is no language that addresses the maximum duration of assignments. In any event, we support the department as it reconsiders its practice of long-term assignment to these task forces.

The department does not maintain data reports for the DEA Task Forces. It was reported, anecdotally, that the task forces both conduct investigations within the city, and support the department's operations when called upon. It was estimated that this occurs six or seven times per year.

CPSM reviewed documentation indicating that an annual review of the value of continuing participation in task forces be conducted, with results submitted to the Chief of Police. In effect, this amounts to a cost-benefit analysis for continued participation. Staff indicated that they are constantly evaluating the value of continuing participation; however, no documented or formal review takes place.

Task Force Recommendations:

- Develop an assignment rotation schedule for regional task forces. (Recommendation No. 33.)
- Conduct an annual cost-benefit analysis of continued participation in regional taskforces. (Recommendation No. 34.)

Intelligence Analysis Unit (IAU)

The Intelligence Analysis Unit falls under the direction of the Special Investigations Section Lieutenant. Its primary mission is defined as follows: collect, evaluate, analyze, and disseminate intelligence information regarding criminal activity. A core function, crime analysis involves the process of manipulating statistical data by an analytical process that will show commonalities between locations, suspects, trends, and patterns. Staffed by two civilian Crime Analysts, IAU utilizes a number of software programs in its work. These include:

- OSSI Records Management System.
- OSSI MCT/CAD.
- P2P (Police 2 Police).
- GCIC/NCIC.
- Accurint.
- OSINT (open source intelligence including Social Media Platforms).
- GIS (PSA, web viewer & dashboard).
- OPCenter.
- I2 Analyst Notebook.
- Penlink 8 / PLX.
- NVLS (tag reader).
- AXON (body cameras).
- L3 (car cameras).
- SAGE.
- Celebrite UFED Touch 2.
- Celebrite Physical Analyzer].
- LinX Southeast.

There is a vast array of duties that this unit is called upon to handle. These duties include intelligence analysis in support of detectives as well as traditional crime analysis and beyond. This would include link analysis for individuals, vehicles, computer IP addresses, telephone numbers etc. These are highly complex and time-consuming duties.

In addition, a wide variety of reports/maps are prepared during the course of a month, some weekly, some-biweekly, and some monthly. The reports/maps (often referred to as pin maps) reflect clustering of criminal activity by nature of crime, locale, time of day, and day of week. CPSM reviewed many examples of IAU's work product and found it to be consistent with most crime analysis units. In reality, these maps are fairly simple to produce, and though valuable as an information item, and for public consumption, have limited use relative to patrol operations in small- to mid-size agencies, including RPD. Other materials prepared by IAU include BOLOs on wanted individuals and special reports regarding crime trends.

As mentioned, this unit is a go-to unit for a variety of department needs. As an example, some of the data requested for the CPSM study (outside of CAD) was developed by IAU for input into a file sharing program established by CPSM. It is not uncommon for this position to be called upon to conduct research for a variety of projects.

As is often the case with crime analysis units, the work product represents past criminal activity, but does not include a predictive analysis component. While predictive policing software programs are available, the information is rarely specific enough to be of significant value for deployment purposes. For example, it may indicate that there is an 80 percent probability of a daytime burglary occurring in an identified three square-mile area of the city within the next two weeks. That limited information is of little to no use to officers assigned to patrol that area, nor supervisors responsible for deployment. A recent study conducted by a California city found that information provided during the course of its trial of a commercial software program involving predictive policing program was of limited value and not worth the expense or time involved to manage the program, and thus terminated the contract.

One concern is noted by CPSM. This is also addressed in our reporting on the Records Section, but warrants further discussion here. A recent decision was made to transfer UCR reporting duties, including the conversion to the new NIBRS format, from the Records Section to the IAU. UCR reporting is commonly a responsibility of the Records function in nearly all police departments, and for good reasons. Records is the keeper of official records. In the case of RPD, UCR data is collected from the work product of Patrol, Traffic, and CID. None of those individual sections processes all UCR records; that is done by the Records Section, the official keeper of records.

While recording and reporting on UCR data, both crimes and clearances, may seem to be a straightforward and simple task, it is anything but. Ensuring accuracy in preparing UCR reports is a time-consuming process. In reporting on the Detective Section, we addressed what we believe to be clearly erroneous clearance entries, not intentional, but resulting from not having a thorough understanding of FBI UCR guidelines. Indeed, those guidelines would fill a manual the size of a telephone book. Failure to possess a comprehensive knowledge of these guidelines lends itself to the errors as identified. As such, this responsibility appropriately belongs with the official keeper of records, the Records Section.

Intelligence Analysis Unit Recommendation:

- Transfer responsibility for preparation of FBI UCR crime reporting from the Intelligence Analysis Unit to the Records Section. (Recommendation No. 35.)

SECTION 8. SUPPORT SERVICES

COURT SECURITY

RPD is responsible for providing security to the City of Roswell Municipal Court. Court Security staff includes sworn police officers who are assigned duties including, but not limited to, detainee oversight during trials and bond hearings, and internal courtroom security. The officers assigned to the Roswell Municipal Court are referred to as sworn Court Security Officers. The Captain of the Support Services Division has overall command responsibility for the officers and related duties for those assigned to the Court Security detail. There are currently three full-time officers assigned to the unit, and a part-time court security coordinator (Sergeant).

The Roswell Municipal Court is located on the second floor of the Roswell City Hall across the street from the police department. There is one main courtroom with a smaller second courtroom that is used when necessary. Overall building security along with the metal detector leading into the main courtroom are provided by a private security company. When the second courtroom is being used, there is not a metal detector outside the courtroom. CPSM recommends adding an additional metal detector for the second courtroom.

Policies and procedures for the court security unit are found in Chapter 47 (Page 586) of the RPD Policy and Procedures Manual. The policies are comprehensive and well-written; however, they are not as of yet adopted (estimated April 2019). All court security policies adhere to CALEA standards. Sworn officers in an official capacity and court officers (judges, probation officers, etc.) are the only people allowed to carry weapons in the courtroom. The Court Security Coordinator maintains liaison with the Court Clerk and/or Judge quarterly to ensure adequate security of the court is being maintained. Plans and procedures are reviewed, and a documented survey of the court is conducted once every three years.

The Court Security Unit works Monday through Friday, 8:00 a.m. to 4:00 p.m. Their duties include courtroom security, prisoner transportation, discovery requests, and the handling of people who are coming into the courthouse with arrest warrants.

The Sergeant reported to CPSM staff that the unit had four officers assigned up until late 2018, when one of the officers was transferred to the K9 Unit. (After submitting this CPSM report to RPD, Captain Rivard reported that this was incorrect and that the position was on medical leave). Although the unit can at this time operate with only the three officers, once the new policy with its increased security requirements is adopted, the fourth officer will be necessary for adherence to the policy. CPSM would recommend adding the fourth officer back to the unit.

It was learned that up until about 2012, court security was the responsibility of the city's marshal's department. However, for whatever reason at that time, it became the responsibility of the police department. The marshal's department's personnel are sworn peace officers certified by Georgia POST and currently handle the city's probation responsibilities. With the police department currently facing staffing issues because of many unfilled positions, consideration should be given to transferring the court security responsibilities back to the city's marshal's office. If that were to occur, the three RPD officers could be reassigned to positions within the police department.

Court Security Training

Training for Court Security officers is conducted as a part of the Field Training Program for sworn and communications personnel.

Once every three years, communications and sworn personnel receive court security-specific training that reviews court security policy and procedures, emergency plans, and facility equipment location and use.

The current officers assigned to the unit receive no additional training other than what is required by Georgia POST. These officers should receive some training every year specific to courtroom security.

Court Security Recommendations:

- Ensure adoption of the new policies and procedures is done in a timely manner. (Recommendation No. 36.)
- Add the fourth officer position back into the unit. (Recommendation No. 37.)
- Consider transferring court security responsibilities back to the city's marshal's office. (Recommendation No. 38.)
- Add an additional metal detector to the second courtroom. (Recommendation No. 39.)
- Provide court security-specific training at least once a year. (Recommendation No. 40.)

FACILITIES

The main police facility is located at 39 Hill St.; it was completed in 1992. It is a stand-alone building housing all aspects of the police department and is across the street from the city hall complex and courthouse. CPSM found the police department to be clean and nicely adorned, but there are areas in the building that require modifications to meet today's requirements. The city's building operations office and a sworn Sergeant are responsible for the facility and coordinate any necessary maintenance. Cleaning of the facility is outsourced to Intercontinental Commercial Services (ICS), which also cleans city hall. It was learned that although the service does a good job with city hall, that same attention isn't paid to the PD.

The lobby and front desk of most police departments are some of the most important areas of the department. It is where employees meet the citizenry who have entered to conduct business. In today's climate, as unfortunate as it may be, those areas must offer safety and security for those employees who must interact with the public. There is bullet-resistant glass at the RPD front counter, and when citizens must be admitted into the front area for permits, they must pass through a metal detector. The department is to be commended for the level of security at the front desk area.

Because the building was designed and built prior to the Sept. 11 terror attacks, "target hardening" of the building was most likely not given much consideration in the design. Thus, one side of the police building that is adjacent to Hill Street has no safety or security barrier of any kind between the street and the building. Although attacks on police facilities are rare, the department should consider installing some type of protective barrier on that side of the building while also looking at other areas that might be vulnerable.

During the site visit, it became obvious that the department lacks sufficient workspace for its employees. RPD is in the process of converting its old detention center into office space for the crime lab and the Special Investigations Section. The renovations have come with challenges because of the age of the building and the difficulty of converting space originally designed as a jail. Although this reconfiguration of the jail facility isn't ideal for many reasons, it does appear to be a workable solution for the addition of much-needed office space. The department is currently using off-site office space as its training facility due to the training building being condemned when the roof collapsed.

Once the modifications to the jail space are completed, the department should be able to operate into the future with sufficient space. However, as the city continues to grow, undoubtedly in the future additions will have to be made to ensure there is enough space for new employees.

Entry into the facility and into the parking lots is accessed through a card reader system. These systems provide information that can track employees' ingress into the facility and parking lots. The facility has an aging security camera system that is in the process of being upgraded where possible or replaced where necessary. Monitors are displayed in the dispatch center and in some supervisor work areas. The department should ensure the camera system upgrade and replacement are completed.

Due to the department having a take-home vehicle program, parking space is available for employees to park within the rear lot, where their vehicles are secure and which provides them a secure environment to walk to and from their vehicles at the beginning and end of their shifts.

The permit desk is located behind the front desk receptionist, who is seated behind the bullet-resistant glass; however, there are times that a permit applicant must be brought into the office area for fingerprinting, etc. In the event there is a problem with the applicant, there is no easy exit for the permit clerk to get away from the problem or notify anyone. It is recommended that at minimum a panic button be installed in the front desk area where the permit clerk could alert someone to an issue occurring that may be threatening their safety.

Facility Recommendations:

- Consider building a security barrier on the side of the building that is adjacent to Hill Street, and assess security vulnerabilities for the rest of the building. (Recommendation No. 41.)
- Ensure the camera upgrade and replacement are completed. (Recommendation No. 42.)
- Install a panic alarm button in the front desk area. (Recommendation No. 43.)

FLEET

Fleet management in the RPD is handled by a Fleet Manager who is a Sergeant, and a Fleet Technician, who is a Master Police Officer. The Fleet Technician handles minor issues with the vehicles, such as nonfunctioning in-car cameras, radio issues, and some computer issues. The city has its own facility that handles all repairs within its capabilities and all routine maintenance (oil changes/tire replacement). However, major repair issues are outsourced as are warranty issues.

Many departments have moved to civilianizing positions in areas that do not require a sworn law enforcement officer, and fleet management is one of those areas. The department should evaluate the possibility of reclassifying the fleet technician position (Master Police Officer) to a

civilian position. By doing so, it could benefit the department in two ways, (1) the sworn position can be utilized elsewhere in the organization, and (2) there will most likely be a cost savings to the department.

The City Administrator, Chief of Police, and the Support Services Division Commander are responsible for making the decisions on the make and model of vehicles purchased. Once the vehicle is purchased, the department outsources the outfitting and equipping of the cars to Dana Safety Supply.

Patrol Vehicles

The department has 118 patrol vehicles in its fleet:

- 32 Ford Crown Victorias, 2009-2011 model years.
- 7 Chevrolet Tahoes, 2012-2013, 2015, and 2018 model years.
- 21 Chevrolet Caprices, 2013, 2014, and 2015 model years.
- 47 Ford Explorers, 2014, 2015, 2016, 2017, and 2018 model years.
- 2 Dodge Chargers, 2016 model year.
- 9 Harley Davidson Motorcycles.

Patrol officers are allowed to take their patrol vehicles home and only one is assigned to a vehicle. Units are assigned based upon the officer's experience, whether they are a safe driver, and by decision of the Captain. Although such a program is in use in many agencies, there are pros and cons to the program.

PROS: 1) Crime reduction: the popular notion is that more marked units on the street will reduce crime and traffic violations and that marked units parked in residential driveways will keep neighborhoods safer and improve community relations, 2) Mileage on take-home units will accrue more slowly, reducing the rate of turnover, 3) Accountability for cleanliness, maintenance, and damage is easier to enforce with one assigned driver instead of many, 4) Increased morale, and 5) Decreased response time.

CONS: 1) The program comes with a significant cost to implement, 2) It's difficult to adequately secure and/or protect a unit at the officer's residence without it being garaged, 3) Vehicle expenses, such as fuel, maintenance, tires, and insurance will increase exponentially, 4) Police vehicle accidents could increase, 5) New vehicles are often assigned by seniority, which can negatively affect morale, and 6) Use of police take-home units may cause friction with other city/county departments, which lack them.

Officers who would like to participate in the take-home vehicle program must reside or qualify for an approved off-site location within 30 miles of the city limits. Those officers must then submit a request to the Chief of Police for approval. Although the department has determined that the take-home system is what it will use, it should periodically assess, based upon the pros and cons identified, whether the program is still practical for the organization.

Specialty vehicles

- SWAT van.
- Crime Scene van.
- Crime Scene truck.

Detective vehicles

Fifty-three miscellaneous makes and models are available to the CID; however, some of those vehicles are only used when required for undercover operations. Like the patrol officers, detectives are also allowed to take their police vehicles home. Most all detectives have enough equipment in their vehicles so they can respond immediately to the scene of an incident and begin doing their assigned duties.

Staff-level vehicles

Six miscellaneous make and model vehicles are available to the command staff. Members of command staff are allowed to take home their department vehicles.

The department has no tracking software program for its fleet; however, the city's Public Works Department maintains the tracking of the maintenance, mileage, and repairs on RPD's vehicles. The department should ascertain if the city's Public Works Department has vehicle tracking software, and if so, gain access to it for instant access to information related to their police vehicles. It was learned that the department's patrol vehicles, detective vehicles, and command vehicles are kept for 10 years or 100,000 miles before they are replaced, but most of the vehicles are replaced prior to reaching 100,000 miles. Most agencies studied by CPSM use 100,000 miles as the benchmark for replacement of police vehicles. Along with the number of years and mileage, the department's replacement matrix should also consider the repair costs for individual vehicles, even if those vehicles haven't reached their benchmarks of 10 years or 100,000 miles.

CPSM learned that in 2020, the department will begin leasing its vehicles. At that time, regardless of mileage, patrol vehicles will be rotated after four years. The department is to be commended for its proactive decision to experiment with the leasing of vehicles.

As mentioned above, routine maintenance is handled by the city's mechanical shop; however, it was learned that there are issues involving the extended amount of time it takes for the shop to complete routine maintenance. Many agencies are currently outsourcing the routine maintenance of their police vehicles to local businesses. Those businesses can usually complete the routine service more quickly and with less expense than can be done at the city shop.

Consideration should be given to outsourcing routine maintenance.

CPSM found the police units to be clean, well-equipped, and well-designed for ease of use by the officer.

Fleet Recommendations:

- Evaluate changing the fleet technician position to a civilian position via attrition. (Recommendation No. 44.)
- Periodically reevaluate the pros and cons of the take-home vehicle policy for patrol officers. (Recommendation No. 45.)
- Consider outsourcing the routine maintenance of vehicles to local businesses. (Recommendation No. 46.)

PROPERTY AND EVIDENCE UNIT

The intake, processing, storage, and disposal of evidence and property are important functions of any law enforcement agency. It is especially true for weapons, narcotics and dangerous drugs, currency, and valuable jewelry. Too frequently, law enforcement agencies across the country have faced the consequences of mismanaged property and evidence sections. This has resulted in terminations and arrests of police employees from janitors to police chiefs for thefts of narcotics, cash, jewelry, and guns. In some cases, audits that revealed unaccounted-for property and evidence led to the termination of police executives. Controlling access to the property and evidence areas, inventory control, and regular audits are critical to the effective management of the property and evidence function.

The RPD property and evidence (P&E) function falls under the Support Services Division, is commanded by a Captain, and is immediately supervised by the Property Room Custodian who is a Sergeant. The policies and procedures of the P&E are found in Chapter 34 of the department's Policy and Procedures Manual. In reviewing the policies, CPSM found them to be comprehensive and well-written. In addition to the P&E function adhering to CALEA standards, it also adheres to standards established by the International Association for Property and Evidence (IAPE) where appropriate. The policy in Chapter 34 governs the property and evidence function and addresses the intake of property and evidence from collection to storage, including security of the held evidence and property. This policy also provides for the protection of the chain of evidence and those persons authorized to remove and/or destroy property.

Under the direction of the Custodian, two civilian personnel staff the Property and Evidence Unit. The P&E Unit is open to the public for release of property Monday through Wednesday (8:30 a.m. to 4:00 p.m.) and by appointment only on Thursday and Friday. Any property that is not picked up in a timely manner or no longer needed by the courts is either destroyed or sold at auction on PropertyRoom.com.

As both technicians are of the same rank, there is no designated day-to-day supervisor of the unit other than the Property Room Custodian (Sergeant), who has other ancillary duties. In most agencies, P&E technicians are closely aligned and work closely with detectives regarding items of evidence. It is more reasonable to have the P&E function reporting to the Investigations Unit Lieutenant/Sergeant instead of the Property Room Custodian. Consideration should be given to reclassifying one of the P&E Technicians to a lead position to provide daily direct supervision.

The P&E function is a critical, high-risk area that is performed by nearly all police departments. The opportunity for liability is great because departments are handling evidence that is involved in criminal cases. If that evidence is lost, pilfered, or contaminated, the department can face scrutiny from the public, media, and the courts. Training of property and evidence personnel should be timely, continuous, and documented. Training provided to the P&E personnel is essential to maintaining a high functioning unit. Personnel in the RPD P&E unit receive training and certification through the IAPE, and also through the Georgia Public Safety Training Center. However, it doesn't appear that they are receiving any ongoing continued professional training. They should at minimum attend the IAPE conferences each year.

The P&E Unit utilizes a records management system from ONESolution that enables the unit to collect, store, and access critical information relating to evidence from an incident or investigation. An element of the RMS system is a scanning program that allows for property to be scanned via a barcode, identified, and then placed into evidence. It was learned that for the last several months the scanning capabilities have not been working properly, causing P&E staff

to manually enter property and evidence. It is imperative for effectiveness and efficiency that the scanning system be corrected.

Access to storage rooms is only allowed to evidence technicians, who utilize a key and their numerical code. All visitors to the storage rooms must sign in and out and be accompanied by an evidence technician. There are silent alarms on all doors, including the entry door that officers use to enter/exit. Drugs are secured in a separate room, locked with the key and code, and inside of an evidence storage room. The high-risk property room within police headquarters is used for high-risk items such as guns, money, and jewelry. The room is locked and entrance gained only with the employee's code and a key. The officer's area and the storage rooms are under recorded video surveillance.

There are 43 pass-through lockers of various sizes, four refrigerated lockers (once processed by an evidence technician the item is placed in a small refrigerator in the evidence storage bay for storage or to await transport to another location), and three cages for large items. The officers' evidence preparation area is well-stocked and organized for their use. However, officers must still handwrite the log for property they are entering. The department should consider purchasing software that enables the officers to enter property information into the RMS system and also print a barcode label to attach to the property or evidence for ease of tracking.

Most every P&E unit examined by CPSM has an issue with staying current with the purging of evidence that has been adjudicated, and RPD is no different. Although the P&E technicians try to purge adjudicated evidence continuously as workflow allows, it was learned that the unit also has a huge backlog. At the current time, staff believes they are several years backlogged on purging of items that have been adjudicated. It was learned during the site visit that a part-time position has been allotted to work on reducing the backlog, but has yet to be hired.

Evidence or property that has come into the possession of the department's P&E unit is disposed of in a number of ways upon adjudication. Drugs are disposed of by the Georgia Bureau of Investigation, metals and heavy items go to an off-site recycling center, and other items are disposed of by the P&E Technicians. All methods of disposal currently in use at RPD are within best practices and standards of most all police agencies.

Intake

The intake process is as follows. Officers seizing property and/or evidence transport the items to the main police station where they place the property/evidence in one of 43 two-way lockers. Once the property/evidence is secured in the locker, access is no longer available from that side. Storage for biohazards such as blood, and larger items such as bicycles, is also available.

Property and Evidence Section staff subsequently collect the property/evidence from the other side of the locker within a secured P&E intake facility. They then assign the item to a storage location, utilizing the bar code for tracking, until further action relative to the property/evidence is required.

Once intake is complete the items are assigned a storage area based upon the nature of the item collected. For instance, firearms are stored in one secured area, drugs in another, and general property in another.

Property Release

All release of property occurs in the front lobby of the department. When the person arrives in the front lobby to pick up their property, the technicians are notified. They will then collect the property to be released and will transport it to the rear of the station with the use of a golf cart.

The technician then must walk through the police station to meet the person waiting for the property.

Although the lobby area is monitored by cameras and the front desk receptionist can visually see out into the lobby, there still is a safety concern with P&E personnel coming into personal contact with those to whom they are releasing property. As well, it takes an extended amount of time for the P&E personnel to take the property up to the front lobby. The RPD method of releasing property is very inefficient. Consideration must be given to finding a more time efficient method of releasing property.

Facilities

There are two areas in which property and evidence is stored; these are the main police facility and the Ripley Building, which is a warehouse to the rear of the station. The preparation area is adequately supplied with the necessary items for the officers and is located right outside the secure P&E room.

Inside the secure warehouse is the narcotics storage room that also requires a key along with a pass code for access.

It was observed that one entire wall of the warehouse held evidence that was ready for destruction or sale. It had already been separated out from the rest of the evidence, but needed to be checked off before destruction or sale. The problem is that two people must witness the property or evidence to be destroyed, and it is difficult to get both PETs together because of other duties. Once the part-time employee is hired, getting rid of that property should be made a priority. Also, it was observed that in the narcotics room, there was a large amount of evidence ready for destruction but which needed both people to sign off on.

Once the property and evidence earmarked for destruction or sale is gone, the property room will have adequate storage into the near future. However, the department must remain diligent in its purging of property.

Inventory Control

RPD's P&E evidence control is served by a robust program by ONESolution. The system can produce many reports and documents related to the management of the department's property/evidence inventory that simplifies the work of the P&E technicians.

CPSM was provided the information on the volume of items received and disposed of for calendar year 2018. Over that period, the Property and Evidence Unit received approximately 300 to 350 items per month, or a total of 3,956 items in 2018. During that period, they released or otherwise disposed of about the same number of items each month, or a total of 4,259 items.

According to staff, the numbers from 2018 are not the norm for items processed in and out of the unit. Staff acknowledged that in prior years the number of items taken into the P&E unit have always been higher than the number going out each year. However, in 2018, staff made a concerted effort to do more purging than in the prior years.

Within most P&E units, the intake rate of property exceeds that of the release rate or disposal rate. This could present an inventory problem into the future. Items should be held by the department only until such time as they are no longer required to be retained. At that point, items not retained by the court through proceedings should be released to the owner, destroyed, or auctioned.

At times there are impediments to getting rid of property and evidence. Often, Property and Evidence staff must rely on one of three entities to approve of the disposal of property; the Investigating Officer, the District Attorney, or the Court. Historically, little cooperation is provided to P&E staff from these parties as the disposal of unneeded property and evidence is at a low priority for them. This is not unique to Roswell, but rather is common in most law enforcement agencies.

The first step is to address the backlog of property and evidence that has no evidentiary value. Purging of property and evidence for which any applicable statute of limitations for prosecution has expired will allow for a significant reduction of inventory. Once the purging of unnecessary property and evidence is completed, and a complete inventory is made, it will be imperative that purging of unnecessary property and evidence continue to be a department-wide commitment. Without the commitment to stay on top of this issue, the department will again find itself in the position of needlessly storing obsolete property and evidence.

In many P&E facilities studied, safekeeping and found property items are cumbersome and take up a great deal of property room space. RPD currently holds safekeeping and found property for 90 days to allow for citizens to retrieve their property. Consideration should be given to reducing the amount of time presently allowed for retrieval of property. A more reasonable time frame to hold safekeeping and found property would be 45 days.

Audits

One of the most serious issues facing police departments is the threat of lost, misplaced, or stolen property out of their P&E units. In order to maintain a high degree of evidentiary integrity, ensure the safekeeping of all items, and preserve the chain of custody of evidence/property, regular audits, inventories, and inspections of the evidence/property facility are required and must be documented appropriately. Audits not only verify compliance, but identify areas that may require review, and can facilitate appropriate processes for identifying and correcting procedural deficiencies. Audits should be conducted on both a routine and random basis.

Audits should be conducted when information is received that the integrity of the systems or facility is in question, when there is a change in the agency head, or when there is a change in evidence/property personnel.

Section 34.3 (Inventories and Audits) of the Policy and Procedures Manual addresses audits of the property and evidence facilities. Section 34.3 calls for Inspections of the Evidence Room as follows:

- **Whenever a new Property Room Custodian is designated.** This inventory will be performed jointly by the newly designated custodian and a designee of the Chief of Police. Evidence, property, and records will be checked for accountability.
- **Annually by an auditor appointed by the Chief of Police.** The audit includes inspection of the property log, ensuring that property has been properly logged; an examination of the property receipts to ensure that property has not been lost or checked out for an unreasonable length of time; an examination of the disposition files and property log to ensure that property has been disposed of properly.
- **Annually as an unannounced inspection and audit.** The Chief of Police or designee will make at least one unannounced inspection of the property room annually to determine that proper record keeping, accountability of evidence, proper storage and cleanliness, and proper disposal methods are being followed. This inspection does not have to be comprehensive. The inspection may include any areas of property operations and will make a random comparison of records with physical property present in the property room.

- **Semi-annually by the Property Room Custodian.** The Property Room Custodian will conduct semi-annual inspections to determine adherence to property room procedures for the control of property.

In the case of RPD, there will either be a new Police Chief appointed or the Interim Chief will be appointed to the position. CPSM would recommend a complete audit be completed when that final appointment is made. Also, the semi-annual audit is not defined in the policy. CPSM would recommend that the department continue its mini-audits where items within the categories of money, drugs, jewelry, and crime evidence are examined.

Most audits that we have reviewed involve the use of known samples. In other words, auditors access records from the department's evidence tracking software, pick a random sampling, then seek to locate the item in storage, or ensure that proper disposal documentation exists. CPSM would suggest that in addition to, or in place of this methodology, a sampling of reports from the Records Section be examined to find cases in which property/evidence was booked.

Those cases should then be utilized for purposes of conducting the audit. If the sampling only draws from records within the property and evidence tracking software, it may be more difficult to identify property that had been misappropriated as the records could have been purged in conjunction with the item being removed from the facility. Let us be clear, we are in no way suggesting that this has occurred, rather, simply introducing an alternative audit process which we believe to be superior.

Property and Evidence Recommendations:

- Take affirmative steps to dispose of unnecessary property and evidence. (Recommendation No. 47.)
- In order to have day-to-day supervision within the unit, it is recommended that one of the two technician positions be reclassified as a "lead" or "senior" technician to provide that necessary supervision. (Recommendation No. 48.)
- Establish a practice of conducting quarterly audits of evidence inventory to include the high-risk areas. (Recommendation No. 49.)
- Complete a full audit as soon as possible of property and evidence inventory. (Recommendation No. 50.)
- Reduce the amount of time to 45 days that safekeeping and found property is retained. (Recommendation No. 51.)
- Consideration should be given to having Investigations (Lieutenant/Sergeant) supervise the unit instead of the Support Services Sergeant. (Recommendation No. 52.)
- P&E personnel should attend some type of annual training, such as the IAPE conference. (Recommendation No. 53.)
- It is imperative to ensure the property and evidence scanning program is working correctly. (Recommendation No. 54.)
- Consideration should be given to finding a more efficient and safe way of releasing property (Recommendation No. 55.)

COMMUNITY RELATIONS

The Roswell Police Department is committed to maintaining the quality of life expected by residents and visitors to the City of Roswell. The Community Relations Unit, together with all department employees, seeks to establish close ties with all segments of the community and, when possible, respond to the community's needs through active and proactive crime prevention programs. The Community Relations Unit provides a positive link between the Roswell Police Department and the Roswell community. The Community Relations Unit organizes and presents a wide variety of specialized programs for people of all ages, from school children to senior citizens. The unit falls under the Support Services Division and is commanded by a Captain, supervised by a Sergeant, and consists of three officers. The unit's policies and procedures are found in Chapter 41 of the Policy and Procedures Manual; we found them to be comprehensive and well-written.

Never has it been more important for police departments to interact and connect with the community in order to build trust with citizens than it is today. Although the current officers in the unit are doing a great job, in order to make the unit more robust and to have the capacity to develop new opportunities and programs to build that trust, it would be recommended that an additional officer be added to the Community Relations Unit.

It was noted that RPD has no program allowing citizens to volunteer their time while assisting the police department. Volunteers can be an important part of any law enforcement organization and have proven to be a valuable asset to law enforcement agencies. Many people volunteer their time to fulfill their civic responsibility and to give back to the officers who provide for their safety. Volunteering in law enforcement benefits the agency, the volunteer, and the community. Even in the midst of budget cuts or reduced staffing, many law enforcement agencies are being asked to take on additional responsibilities due to cuts and restructuring in other government agencies. More than ever, volunteerism in the law enforcement arena has become a need and not a luxury. The financial return on investment of a volunteer program can be substantial, amounting to hundreds of thousands of dollars' worth of value added to the agency each year. There are several types of law enforcement volunteer programs, chief among them the Retired Senior Volunteer Program (RSVP) and Volunteers in Policing (VIPS). Both of these programs provide an opportunity for some aspects of the department's responsibilities to the community to be done by volunteers. It is recommended that the department consider starting a volunteer program.

The Sergeant's position in this unit was created recently and the job description is still being developed. It is recommended the department identify the job duties that are to be handled by the Sergeant in order to provide clear direction to the unit's members.

Within the Community Relations Unit are the following programs:

- College Internship Program.
- National Night Out.
- Police Explorer Program.
- Neighborhood Watch.
- Citizen Police Academy.
- Crime Free Housing.

As part of our study, the department's website was reviewed for Community Relations Unit information. The materials found were very explanatory about the different programs offered. The department is to be commended for having such an informative website.

College Internship Program

The College Internship Program offers an excellent opportunity for college students majoring in criminal justice-related degrees to work within the RPD. The program can be tailored for each student, depending on the exact needs of the degree the student is working towards. In general, the intern will have the opportunity to spend time with Uniform Patrol, the Criminal Investigations Division, the 911 Center, the Property/Evidence Unit, Records, Municipal Court, the Detention Center, and the DUI Task Force.

The department will accept two interns in each of the spring, summer, and fall semesters. It was learned that having more than two interns can become cumbersome for the department to schedule, but on average, it typically has only one intern each semester due to disqualifications during the application process. Occasionally, it will have a high school student spend a week in the department, but that is only at the Chief's discretion.

Candidates shall meet the following requirements to be eligible to participate in the program:

- Currently enrolled as a student in a Georgia college or university or a Roswell resident student enrolled in an out-of-state college or university.
- Pursuing college credit for internship.
- Completion of Student Intern Program Application, Liability Waiver, and Student Intern Work Agreement by the posted deadline.
- Successful completion of a background investigation including an oral interview and polygraph examination conducted by the Roswell Police Department. High-risk areas to be addressed in the investigation process include:
 - Current and past drug usage, sale, distribution and manufacture.
 - Current and past alcohol usage.
 - Open/pending criminal cases.
 - Serious criminal case convictions.
 - Serious undetected crimes.

The final decision on acceptance of an intern candidate is made by the Chief of Police or his or her designee. The department also takes into consideration the intern's work at the department when looking to fill full or part-time positions and offers them consideration over other candidates.

Hours worked by the intern vary depending on the assignment they are working on a particular day; for example, if they are assigned to patrol or E911, they work a 12-hour shift; if assigned to Traffic or CID, they work a 10-hour shift. Interns are exposed to a rotation of assignments in the department so that by the end of their internship, they have experienced all aspects of the agency. Shift schedules are usually proposed several weeks in advance and require department head and supervisor approval.

Interns are invited to apply for police officer positions and other positions within the department as long as they have completed their internship in good standing.

The department is to be commended for providing a program such as this for young people interested in a career in law enforcement.

National Night Out

National Night Out (NNO) is an annual community-building campaign that promotes strong police-community partnerships and neighborhood camaraderie to make neighborhoods safer and more caring places to live and work. National Night Out enhances the relationship between neighbors and law enforcement while bringing back a true sense of community. Furthermore, it provides a great opportunity to bring police and neighbors together under positive circumstances.

Vice President Joe Biden said about NNO, *"it is a chance to bring neighborhoods together with the men and women who protect them. The safety of our communities depends on both law enforcement and the neighbors they serve. National Night Out enhances that cooperation."*

RPD has been involved in NNO for at least 15 years in partnership with the Target stores in the city. The event is usually held nationwide on the first Tuesday in August. RPD in the past always held the NNO event at city hall; however, in 2018 it was moved to Riverside Park so it would have a more family friendly atmosphere. A small number of officers from each division within the PD attend to speak about and answer questions about their respective specialty position. Other sworn and civilian employees from the department are used to handle other aspects of the event as well.

One member of the Community Relations Team is responsible for organizing and coordinating the event and it usually takes about a month and a half to organize and implement the event. The only exception is that the Grants Specialist handles applying for the grant. Target Corporation is a gracious partner for the grant and it donates refreshments. Also, Target employees volunteer their time at the event. Other local businesses in the city are allowed to have vendor booths to highlight their local business.

RPD's NNO is publicized through the city's website, the department's website, various social media platforms, and printed flyers that are distributed and posted throughout the city. Average attendance is usually between 1,200 and 2,000 people; however, that is sometimes difficult to gauge.

NNO appears to be well-organized and well-represented by not only the department, but the community as well.

Police Explorer Program

Law Enforcement Exploring at RPD is a hands-on program open to young men and women who are between the ages of 14 and 20 years of age, and who have an interest in a career in law enforcement or a related field in the criminal justice system. The program offers young adults a personal awareness of the criminal justice system through training, practical experiences, competition, and other activities. Additionally, the program promotes personal growth through character development, respect for the rule of law, physical fitness, good citizenship, and patriotism.

The RPD Explorer Program has been in existence for at least 20 years. There are currently 10 active Explorers who are supervised by three Explorer advisors who are sworn members of the department. Because the department has only 10 Explorers, the department should always be searching for ways to expand the number of participants. It does not currently send the Explorers

to a certified academy, but said it is working towards that goal. When this is done, the academy will be at the Law Enforcement Explorers Association of Georgia. The department should continue moving forward with sending the Explorers to a recognized academy.

It was learned that, in the past, when Explorers become of age, the department would hire them as sworn officers. The department should consider that if a cadet passes the police officer testing process, they be automatically moved to the top band that would move into the background process. Explorers have already demonstrated an interest in law enforcement and have most likely given the department an opportunity to assess their work, and they are more likely to not have issues with completing a background investigation because they must already be drug and crime free to be an Explorer.

There are currently three sworn officers who are Explorer advisors, but the department is looking to expand the cadre of advisors. Being an Explorer advisor is an ancillary duty.

The Explorers in the post have no assigned duties in the RPD, but do help with crowd control during major events like National Night Out and at the city's July 4th fireworks program.

Explorers gain hands-on experience, practical knowledge, and real-life information in the following areas:

- Traffic Control.
- Accident Investigations.
- FATS (Firearms Training Systems).
- Criminal Investigations.
- Narcotics.
- K9 Units.
- Self-defense Training.
- Law Enforcement Training Conferences.
- Ride-Along Programs.
- Firearms Training.

RPD's Explorer Program is also part of the Learning for Life program, which is a curriculum that prepares students to enhance their self-confidence, motivation, and self-esteem. The program uses age-appropriate, grade-specific lesson plans to give youth skills and information that will help them make positive decisions for themselves, their families, and their futures.

Crime Free Housing

The Crime Free Housing Program (CFHP) is an innovative, law enforcement-based crime prevention solution designed to reduce crime, drugs, and gangs on rental property. The goal is to help any persons involved with all types of rental properties, by expanding their knowledge of the Crime Free Programs through training, networking, information sharing, and assistance with on-going and newly formed Crime Free Programs.

The department has utilized the CFHP for approximately 10 years and currently one officer in the Community Relations Unit has responsibility for the program.

Three Phases of Certification

The Crime Free Housing Program consists of three phases that are completed under the supervision of the Roswell Police Department. The cornerstone of Crime Free Housing is the partnership between law enforcement and the community working together to prevent crime. Law enforcement coordinators are certified trainers of Crime Free Housing programs and will provide the initial program training and property survey. Property owners and managers make the commitment to learn and apply the Crime Free Housing program to help keep illegal activity off their rental property. This combination of resources has proven successful in fighting crime.

Phase I - Management Training (8 Hours) Taught by the Police

- Crime Prevention Theory.
- CPTED Theory (Physical Security).
- Benefits of Resident Screening.
- Lease Agreements and Eviction Issues.
- Crime Free Lease Addendum.
- Key Control and Master Key Use.
- On-Going Security Management Monitoring and Responding to Criminal Activity.
- Gangs, Drugs Activity, and Crime Prevention.
- Legal Warnings, Notices & Evictions, Working Smarter With the Police, Fire and Life Safety Training, Community Awareness.

Phase II - CPTED - Survey by the Police

- Crime Prevention Through Environmental Design Survey (CPTED).
- Minimum door, window, and lock standards compliance inspection.
- Minimum exterior lighting standards evaluation.
- Key control procedures evaluation.
- Landscape maintenance standards compliance.

Phase III - Community Awareness Training

- Annual crime prevention social taught by property management and police.
- Community awareness and continuous participation is encouraged.

Members of the agency that provide the specific area instruction in the program are subject matter experts for that specific area. For example, if the topic of the class is narcotics, then one of the narcotics officers would instruct the class. Currently, the department has only 16 properties in the city registered in the program. Twice each year, the officer in charge of the program provides updated training on crime trends that are occurring in the city.

Properties registered in the program can become Bronze, Silver, or Gold level by demonstrating a decrease in crime over a two-year period. The property manager must have all employees take a two-hour community safety seminar hosted by the Crime Free Housing Officer in order to qualify.

Prior to becoming the Crime Free Housing Officer, the department member must attend:

- Crime Fee Housing "Train the Trainer," taught by International Crime Free Association.
- Crime Prevention Practitioner Designation, which consists of three classes:

- Basic Crime Prevention.
- Crime Prevention Residential Applications.
- Commercial Crime Prevention.
- Crime Prevention Through Environmental Design Practitioner consisting of:
 - Basic Crime Prevention Through Environmental Design.
 - Advance Crime Prevention Through Environmental Design.

Community Relations Recommendations:

- An additional officer should be added to the Community Relations Unit. (Recommendation No. 56.)
- Encourage more graduates from the Citizen Police Academy to volunteer their time to the department. (Recommendation No. 57.)
- The department should continue moving forward with having the Explorers attend a certified Explorer academy. (Recommendation No. 58.)
- The department should conduct a robust campaign to recruit Explorers. (Recommendation No. 59.)
- The department should consider finding duties within the department that Explorers can do to increase their knowledge of law enforcement. (Recommendation No. 60.)
- The department should examine the possibility of offering some type of consideration during the police recruit testing process for Explorers who become of age and who want to be a sworn officer. (Recommendation No. 61.)

CITIZEN POLICE ACADEMY

The Citizen Police Academy is a program designed to acquaint community residents who are not members of law enforcement with the activities of their local police department. RPD's academy is a 30-hour program (10 weeks) that allows citizens who live and work in the community to get a deeper understanding of the job knowledge, skills, and abilities of today's law enforcement officer. The department covers the following areas of the department in the academy:

- 9-1-1 Center.
- Criminal Investigations Division.
- K9 Operations.
- The Office of Professional Standards.
- Special Operations Unit.
- SWAT.
- Traffic Enforcement Unit.
- Uniform Patrol Division.

To be selected for the academy, a citizen must meet the following requirements:

- Twenty-one years of age or older.
- Roswell resident or business owner.
- Successfully pass a criminal history background check (no felony convictions or crimes of moral turpitude).

The academy is organized and coordinated by the PIO. Experts in the different disciplines will teach the classes pertinent to their specific assignments. The department runs only one academy a year and limits the number of participants to 22. It believes that limiting the number to 22 participants is a more manageable number for instruction and enables participants to take part and learn.

CPSM learned that each year there is a waiting list for the next Academy. Although they are time-consuming to operate and there are monetary costs involved, consideration should be given to having two academies a year.

Citizen Academy Recommendation:

- Consider holding the Citizen Police Academy twice a year. (Recommendation No. 62.)

PUBLIC INFORMATION OFFICER

The Public information officer (PIO) is the communications coordinator and spokesperson for the Roswell Police Department. The Public Information Public Officer serves as the Chief's liaison to the news media and is directly responsible for assisting personnel in covering news stories and being on-call to respond to the news media. Responsibilities include promoting and maintaining a positive image of the Roswell Police Department, assisting with media crisis and emergency situations ensuring the protection of the police department's reputation, and providing a wide variety of public relations activities independently. The police department PIO fosters cooperation and mutual respect between the department and the news media. The department actively pursues, cultivates, and encourages an open and responsive relationship with the media.

The PIO position is filled by an officer at the Master Police Officer rank. The position is part of the Support Services Division and is supervised by a Sergeant. The officer currently in that position is well-trained and has attended GEMA Basic Public Information Officer Course, HIDTA Tactical Media Relations, IPTM Media Management Course, and FBI-LEEDA Media and Public Relations course. Ongoing training consists of the PIO attending the National Information Officers Annual Training Conference. The policy for the PIO was found to be both comprehensive and well-written.

The PIO position at RPD is a full-time assignment; however, the position also has other duties such as coordinating the Citizen Police Academy.

Because police work is a 24/7 business, newsworthy incidents can occur at any hour of the day or night, weekday or weekend. To place the burden on one or two PIOs to handle those 24/7 duties can be an onerous task. CPSM would recommend the department consider forming a Public Information Officer Team. This team should consist of six members of the department who are assigned to Patrol operations and work different shifts and have different days off. Having PIOs on duty at the time newsworthy incidents occur will provide the press immediate access to

information regarding the incident. These team members should at a minimum attend the basic PIO school. Team members could issue press releases during times when the primary PIO is not on duty. The primary PIO can still handle press conferences, press releases, social media, etc. during his/her normal work hours, but the team members would could handle all those responsibilities during hours that are outside of the primary PIO's normal work hours. Developing a monthly rotational on-call schedule would definitively define who is the on-call PIO.

Press releases distributed through social media have become a vital tool and are more important than ever in providing current up-to-date information to the community. During 2018, the department only issued 10 press releases, most likely because it was putting out breaking news information on its social media platforms. The department issues late-breaking information regularly through NIXLE, Twitter (@RoswellGAPolice), and Facebook (RoswellGAPolice). Social media as a means of providing information to the community is changing daily. New applications and platforms to provide information are being created at a rapid pace. The department should be aware of that and modify or change its social platforms accordingly.

Many of the younger generations (e.g., GenZ) are not using Facebook, and are more likely to be using Instagram, YouTube, and Snapchat. If the department wishes to reach this demographic, it is are going to need to modify its use of social media platforms.

Gen Z's preferred social media platforms are driven by visual content like photos and videos. Members of Gen Z tend to create, consume, and engage much more with visuals than words-only status updates. The department should be more involved with creating videos for YouTube for dissemination of information.

A perusing of the department's Twitter account shows that most of the information provided to the community is regarding traffic alerts, missing persons, and other associated events sanctioned by the department. However, tweets are not consistent and are usually only every few days. The Facebook page appears to be more consistent with providing information to the community. This was confirmed by the department's PIO, who said Facebook is used far more than the other social media channels.

PIO Recommendations:

- Form a PIO Team to assist with release of information and social media. (Recommendation No. 63.)
- Stay current with what is trending regarding new social media platforms. (Recommendation No. 64.)
- The department should create more videos using YouTube to get information out to the public. (Recommendation No. 65.)

QUARTERMASTER

The control of equipment and supplies within the department is handled by a civilian Inventory Control Specialist (ICS). The ICS maintains inventory control of assets, equipment, tools, and supplies for the department, including maintaining current inventory records, processing purchase requisitions, compiling inventory data, and entering that data into the equipment tracking program. The quartermaster office is located in the warehouse to the rear of the department and is open Monday through Thursday, 7:00 a.m. to 5:00 p.m.

When a new officer is hired, they are issued an extensive list of necessary equipment (uniform, safety gear, vest, etc.) that enables them to perform their jobs. The items provided are documented in the RMS database showing date issued, a description of the item, serial number, and quantity issued. The RMS database is tied to the department's system and access is allowed to only certain personnel. Inventory and issuance tracking of equipment is maintained in the quartermaster program in the department's RMS system. We have some concerns after a review of the program, and that is that it is difficult to run reports for the past and prior years of uniform purchases. This should be examined to ensure the program can provide critical information that would be required during budget times.

The city provides either covert or overt body armor (bulletproof vest) to all officers. Covert body armor is worn beneath the uniform shirt keeping it invisible to others, while overt vests are worn on top of the uniform and often become part of the uniform. Although there are pros and cons to both types of vests, the department is to be commended for allowing officers to make a choice of the type of vest they desire.

Duty gear and uniforms are replaced whenever the equipment is no longer serviceable or is damaged. In the past, a supply of uniforms and equipment was maintained in the warehouse for issuance to officers when needed. However, recently the department has implemented a portal through Galls Company for the purchasing of uniforms and equipment. Now, instead of officers contacting the quartermaster for uniforms or equipment, they sign into the department's Galls portal, and order what equipment they need. Once the order is completed, the quartermaster is sent a notification for approval and is then forwarded through the chain of command for final approvals. Once approval has been given, the uniforms are mailed to the department for pick-up by the officer. This has proven to be a time-saving, effective way to purchase uniforms and equipment.

The quartermaster still maintains a number of items such as flashlights, equipment, etc. that may need to be accessed or replaced immediately. In the event the quartermaster is not working, the Watch Commanders have access via their GENTEC code that allows them to enter and get the property that is needed.

Instead of allowing personnel to have access to the entire warehouse, consideration might be given to having a locked cabinet in the station that contains some of the most used items needing replacement, like batteries, flashlight bulbs, etc. instead of allowing full access to the warehouse.

Quartermaster Recommendations:

- No recommendations.

RECORDS UNIT

The Records Unit is under the direction of the Support Services Division, which is commanded by a Captain. The unit supervisor oversees the three Records Specialists, three Administrative Support Specialists, one Front Desk Receptionist, and one Permit Specialist.

Contrary to the common perception that functions performed in law enforcement records units are as simple as filing reports and providing copies as needed, there is an exhaustive list of duties performed. Among the general duties performed daily are: reviewing and processing citations and incident reports; processing criminal history check requests; answering telephone calls related to the records operation; handling walk-in customers at the front desk; organizing and

maintaining reports in various databases; uploading and maintaining digital photographs; responding to document, video and/or photographic image requests from the public and law enforcement/criminal justice community; preparing and distributing reports for prosecutors and others; monitoring and responding to requests received through the agency's central email box; conducting background check requests for employment and preparing clearance letters; responding to requests for the release of various documents/tapes/ photographs as required under the Georgia Open Records Act; receiving and distributing incoming and outgoing mail; purging records as directed by the State of Georgia records retention schedule; ordering and maintaining department supplies for records-related duties; preparing statistical reports including those for the FBI; and more.

The Roswell Police Department policies reference the functions and responsibilities of the Records Unit in Chapter 22, Records Section, of the Policy and Procedures Manual. The policy provides employees guidance in the operations of the unit. The policy is comprehensive, well-written, and adheres to CALEA Standards.

The Records Unit was recently moved from the second floor of the main police building to the old detention center. The entry to the Records Unit is accessible from the entrance that used to be the detention center entrance. Although this is a solution to the department's problems with finding enough employee workspace, it has caused the Records Unit to be almost completely cut off from the rest of the police department. Access to the Records Unit from the main police facility must be navigated through hallways and parts of the old jail unless one walks outside the police facility. Although it wasn't mentioned by any Records personnel during the site visit, this is less than ideal situation to maintain relationships with members of the department. Command level personnel should make a concerted effort to maintain relationships with members of the Records Unit to ensure their work is valued and appreciated.

The records management system (RMS) used by RPD is OSSI Central Square and is an integrated law enforcement software product offered by Sunguard. Other department units such as Professional Standards, Property and Evidence, and Training use different software programs specific to their function. Records staff report no interface issues among the various department functions and the current functionality of the system meets the unit's needs.

Records Staffing

At the current time, the Records Unit is fully staffed. RPD is to be commended for maintaining full staffing in the unit. The Records Supervisor handles the day-to-day management of the Records Unit and provides direct supervision to the staff. The Records Supervisor position is a working supervisor position, and who has the responsibility of supervising the eight records personnel. The span of control of eight subordinates for the supervisor is at the top end of the what is usually recommended to provide adequate supervision. The recommended number is between five and eight subordinates. However, in this case, all eight subordinates are long-tenured employees who need little supervision, which makes it manageable for the supervisor. But, although the Records employees need little supervision, there are still supervisory duties that need to be completed and monitored. By being a working supervisor, it impedes her ability to adequately supervise and complete the supervisory duties necessary. In order to allow the supervisor to concentrate on supervisory duties, it is recommended that the department increase the Records Unit staff by one Records Specialist.

Table 8-1 reflects current staffing assigned to Records or other positions that are supervised by the Records Manager. It depicts authorized positions, actual staffing, and vacancies (if any) at present.

TABLE 8-1: Records Unit Personnel

Classification	Authorized	Actual	Vacant
Police Records Supervisor	1	1	0
Police Records Specialists	3	3	0
Administrative Support	3	3	0
Front Desk Receptionist	1	1	0
Permit Specialist	1	1	0
Total	9	9	0

Workload Demand

In the introduction to the Records Unit, some of the myriad responsibilities of a law enforcement agency records unit were described. A great majority of these functions are performed by RPD Records.

At the current time, the duties are divided within the unit as follows:

- Three employees (Administrative Specialists II) are assigned to Records.
- Three employees (Administrative Specialists II) are assigned to support CID and UPD.
- One employee (Administrative Specialists II) is assigned to permits.
- One employee (Administrative Specialists II) is assigned to front desk reception.

Records staff are cross-trained in all of the unit's assigned responsibilities. Duties are rotated among the specialists to ensure the staff's skills and knowledge are maintained. By utilizing this philosophy, it helps to deter complacency among the unit's members. All Records personnel are required to fill in at the front desk and permit areas when breaks or lunch breaks are taken.

All general information phone calls coming into the department are answered by the Front Desk Receptionist between Monday through Friday from 8:00 a.m. to 5:00 p.m. All calls needing to be rerouted through the department to specific individuals are routed through the Fidelity system.

One of the identified issues plaguing the Records Unit is that it receives incomplete information from officers on reports, and then must spend time locating that information. CPSM would recommend that patrol supervisors more closely review their subordinates' reports for completeness and accuracy as to the UCR data.

Work Schedules / Public Access Hours

Records personnel work a 5/8 schedule, Monday through Friday, except for two that work a 10-hour/four-day week. The Records Supervisor and seven specialists work 8:00 a.m. to 5:00 p.m., while two Administrative Support employees work other hours to perform their functions. One works from 6:00 a.m. to 5:00 p.m. The other works from 7:00 a.m. to 6:00 p.m. Both take alternate Fridays and/or Mondays as regular days off to accommodate the four-day work week.

The public counter is open Monday through Friday from 8:00 a.m. to 5:00 p.m.; reports are only available for release during those times. However, the days and times that reports are made available, oftentimes are not convenient for citizens who might be employed and can't come into the station during normal business hours. Requests for reports can be made by an e-mail sent to the Records e-mail address found on the website. The public can also obtain traffic

accident reports via an on-line platform; however, for all other reports, citizens must either come to the station or send an e-mail request. Most people today can't make it into get a police report Monday through Friday, 8:00 a.m. to 5:00 p.m. Consideration should be given to having at least one specialist work on Saturdays to allow those citizens who can't make it in during the work week to be able to come in on Saturday.

With the unit fully staffed, including the recommended additional FTE, a schedule that would best serve the needs of the customer might be something similar to that shown in Table 8-2.

TABLE 8-2: Suggested Records Work Schedule at Full Strength

	Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
Records Supervisor	Off	8 to 5	8 to 5	8 to 5	8 to 5	8 to 5	Off
Records Specialists/ Admin.	Off	(6) 8 to 5 (1) 6 to 5	(7) 8 to 5 (1) 6 to 5 (1) 7 to 6	(7) 8 to 5 (1) 6 to 5 (1) 7 to 6	(7) 8 to 5 (1) 6 to 5 (1) 7 to 6	(7) 8 to 5 5 (1) 6 to 5 5	(1) 8 to 5

FBI UCR Reporting

The department just recently transferred responsibility for UCR reporting to the Crime Analyst Unit. In nearly all agencies studied by CPSM, the UCR reporting is the responsibility of Records because of the work they do with the reports and ensuring the coding of the crime reports are correct. It is recommended that the UCR reporting responsibilities remain with the Records Unit.

Virtually all law enforcement agencies provide statistical data to the FBI on crime rates and clearances. Essentially, under UCR criteria, an incident of crime is reported as a single crime, even in the event of multiple offenses within that one incident. The reported offense is for the most serious of the crimes from that single incident. For instance, an armed robbery that included an aggravated assault is reported as one incident, an armed robbery.

While this would seem to be a simple, straightforward task, it is anything but. To ensure consistency in reporting, the FBI has issued strict and detailed guidelines regarding classification and crime clearance criteria (coding). Among the important aspects of such reporting is to allow for the reporting agency to effectively measure its crime-fighting and solvability rates against other communities. This is not to be used to grade an agency against any other agency, but rather, to be used as a tool to better identify crime-fighting strategies and measure the effectiveness of the department and its investigators in solving crime. Should the department have low solvability (clearance) rates, or extraordinarily high rates, examination of the reasons should be undertaken. It may suggest a performance anomaly, or it may stem from improper coding.

While preventing crime is of utmost importance to law enforcement agencies, solving crime should also have parity. The solving of crimes, which results in the prosecution of offenders, not only prevents future crime, it also provides much-needed closure to crime victims. Clearance rates, as defined and measured by the FBI, are the benchmark for a department's effectiveness in solving crime.

The FBI establishes a three-pronged rule, each of which must be met to clear a case. For FBI reporting purposes, a crime is considered cleared when: (1) a law enforcement agency has

arrested the offender; (2) the offender has been charged with the offense; AND (3) the offender is turned over to the court for prosecution (whether following arrest, court summons, or police notice). The arrest of one person may clear several crimes or the arrest of several persons may clear only one crime. There are clearances via exceptional means as well, but the exceptions are extremely limited and result in numbers that are not statistically sufficient to warrant consideration for our purposes here. Examples include the death of an offender or the lack of an extradition treaty with a foreign government in a nation to which the offender has fled.

RPD currently reports all crimes to the FBI Uniform Crime Reporting Program. The FBI's UCR Program is a nationwide, cooperative statistical effort of nearly 18,000 city, university and college, county, state, tribal, and federal law enforcement agencies that voluntarily report data on crimes in their communities. The UCR Program collects offense information for murder and non-negligent manslaughter, forcible rape, robbery, aggravated assault, burglary, larceny-theft, motor vehicle theft, and arson. These are called Part I offenses and are serious felony crimes.

Many agencies are now using, and all must by 2021 transition to, the National Incident-Based Reporting System (NIBRS). NIBRS is an incident-based reporting system used by law enforcement agencies in the United States for collecting and reporting data on crimes. Data are collected on every incident and arrest in the Group A offense category. Group A offenses are 46 specific crimes grouped in 22 offense categories. In addition to the Group A offenses, eleven Group B offenses are reported with only the arrest information.

Oftentimes, as in the case of RPD, Records Unit personnel must spend time ensuring that the crime classifications on the reports are accurate and that the data entered was accurate. Although CPSM learned it is not a huge problem at the department, there is some time spent ensuring accurate classifications. Unless there is frequent training provided to the Records staff to ensure the correct criteria is adhered to, there could be errors in their reporting.

It was learned that RPD is preparing for the transition to the National Incident-Based Reporting System (NIBRS). There are a number of differences between the UCR and NIBRS, yet the most important difference is that UCR is basically a summary-based reporting system while NIBRS reports criminal offenses at the incident level. In essence, NIBRS collects a greater level of information and provides a more robust reporting of crimes than does the UCR. At the current time, only about one-third of all U.S. law enforcement agencies participate in NIBRS. RPD said that its timeline for transitioning to NIBRS is mid-2019. It is recommended that the department hold to its timeline for the transition.

Report Payment Options

The Records Unit accepts checks, debit cards, or Visa, Master Card, or American Express for payment for police reports. It does not accept cash for reports. However, the permit desk does accept cash payment for permits (see below permits section).

Providing Police Reports to Citizens

If a citizen is in need of a police report, they must physically come into the RPD police facility or send a request by e-mail to the department. In our experience, the majority of the police reports requested by citizens are to satisfy a demand of their insurance company. When a citizen comes into the department, it requires a Records Clerk to wait on them, search for the report, make a copy, and then receive payment for the report. Each request, whether it be a walk-in or e-mail request, can take a clerk between 10 and 15 minutes to perform. If that is multiplied times the number of requests per week, one can see that there could be many staff hours involved. It was reported to CPSM that the Records Unit has approximately 10 to 20 people coming in on a

daily basis to pick up police reports. So, if one assumes each report requires 15 minutes of a clerk's time, and on average the department has 15 daily walk-in requests, this totals approximately 18.75 hours of staff time weekly spent doing this duty.

Although it couldn't provide the number of reports accessed online through its online platform, in 2018 the unit did process 5,500 e-mail requests for reports and approximately 1,900 from other law enforcement agencies. That is an average of 107 per week. Again, assuming each e-mail request takes a clerk 15 minutes to obtain and reply with the report attached, just e-mail requests alone are taking approximately 26.75 hours a week of staff time. If online platforms were available to the community, a significant amount of that time would most likely be saved by staff to handle other duties.

There are several platforms available to law enforcement agencies that allow citizens to access police reports and traffic accident reports online. RPD uses the traffic accident platform; however, that is the only one. There are other platforms that can easily integrate with the department's RMS, and because they are web-based, users can access them at any time from any web-enabled device. Each of these platforms (for example, LexisNexis Police Reports, Coplogic) enables citizens to access and download a copy of crime reports without leaving their home or office. Also, most of these platforms are of no cost to the agency using them. By using these systems, the department will eliminate manual handling, save time, reduce clerk costs, and increase administrative efficiency. However, one of the biggest advantages to obtaining one of these platforms is the improved service to the public, as citizens and insurance companies can purchase reports online 24/7.

RPD does not charge for police reports that are requested by the public. However, it does charge what is allowed by the state for open records requests. It has already been shown above that approximately 27 hours a week are spent responding to report requests, which is a significant amount of time. Most, if not all, agencies studied by CPSM recognize the amount of time necessary to fulfill requests for police reports and charge a fee for them. The department should consider charging a fee to the public for police reports.

Data Entry Backlog

Almost every records unit studied by CPSM suffers from a backlog of data entry. RPD is no different. It was reported that RPD has a backlog of data entry in ORR completion, Court Ordered and Time Expired Expungements, Daily Records review, and Name Merging. It is estimated that there is approximately 320 hours of data entry that is backlogged in the unit, along with several hundred hours of scanning work to be completed. A recommendation would be to consider hiring part-time retired records personnel who are familiar with the process to come in and handle the backlog and scanning until caught up. At this point, the backlog is not so egregious that a new FTE would be required. However, the situation should be monitored, and if the backlog cannot be reduced by the use of part-time personnel, then a new full-time position may be necessary.

Records Retention

The City of Roswell police reports and records are kept in digital or written form in compliance with the Georgia State Retention Schedule for municipalities. Criminal investigation records are retained for a period of three years in the Criminal Investigations Division. Investigations are then transferred to the archive storage facility located in the city hall building. RPD conforms to the Georgia Archives Retention Schedule.

Permits

The Permits Unit is responsible for issuing permits for specially regulated business activity. Permits may be obtained in the Records Unit, Monday through Friday, from 8:30 a.m. to 11:30 a.m. and 2:30 p.m. to 4:00 p.m. The permit window is located at the front desk reception area in entrance A of the police facility. Currently, it was reported that there is no backlog with processing of permits. The city requires businesses that are alcohol-related to have permits for pouring/handling of the alcohol. The city also requires solicitor permits.

For 2018, the unit issued the following permits:

- Handling: 245.
- Pouring: 100.
- Solicitor: 56.

The following permits are required by the police department:

- Alcohol handling and pouring.
- Criminal histories.
- Fingerprinting.
- Solicitors.
- Hunting.
- Public demonstrations.
- Vehicle booting.

Permit Fee Schedule

Although a fee review was just completed at the beginning of 2019 as part of the budget cycle, it is recommended that a review of the fees charged for reports, permits, etc. be conducted every two years. Current fees are:

- Alcohol Pouring - \$25.
- Alcohol Handling - \$25.
- Solicitors - \$25.
- Taxi Operators - \$150.
- Taxi Vehicle - \$350.
- Fingerprints - \$10 per card.
- Background Checks - \$15.
- Expungement - \$25.

An area of concern noted was the handling of cash by Permits. Customers can pay with checks, credit cards, debit cards, credit cards, or cash. These transactions are conducted by the Permit staff at the Permit window. The cash transactions are audited at the end of each of every workday to ensure the money is accounted for.

Cash transactions present an unnecessary risk to the city and the department. As just one of many examples, a few years ago, a records manager at a municipal police department in

suburban Los Angeles pled guilty to grand theft. She was charged with stealing monies collected in the course of her duties over a period of many years. Though she agreed to reimburse the city \$140,000, department estimates placed the loss at more than \$340,000. These were cash transactions for those of the same nature that take place in Roswell. RPD reported that during the week of 2/25/19 through 3/1/19 the unit took in \$810. The department said that some weeks are busier; however, using that figure, an average of \$3,200 a month is handled by the unit staff.

CPSM by no means infers that any suspicious activity has occurred at the Roswell Police Department. To the contrary, the system in place serves to minimize the risk. However, CPSM does maintain that the present system presents an unnecessary risk to the city, RPD, and its staff, and should be revised to eliminate the acceptance of cash.

Georgia Open Records Requests

The unit handles on average of 70 to 80 requests per month for information related to the Georgia Open Records Act. Depending upon the information requested, the average time per request for providing the information varies from 1 hour to 10 hours. This is a cumbersome responsibility that nearly all law enforcement agencies are tasked with. A review of the process should be conducted to see if there are ways to streamline the process or use technology to help reduce processing time.

Records Unit Recommendations

- Increase the Records Unit's FTE staff with the addition of one Records Specialist in order to allow the supervisor to concentrate on supervisory duties. (Recommendation No. 66.)
- Consider charging a fee for police reports. (Recommendation No. 67.)
- Transfer UCR reporting back to the Records Unit. (Recommendation No. 68.)
- CPSM recommends frequent re-training be provided to appropriate Records staff to ensure the correct UCR criteria is adhered to in reporting of crime and clearances. (Recommendation No. 69.)
- Ensure patrol supervisors are reviewing subordinates' reports for completeness. (Recommendation No. 70.)
- CPSM recommends RPD eliminate the acceptance of cash at its public window as a payment option for permit services. However, if the decision is made to continue to accept cash transactions at the public window, comprehensive and regular audits should continue. (Recommendation No. 71.)
- CPSM recommends the department continue moving towards transition from UCR to the NIBRS reporting in mid-2019. (Recommendation No. 72.)
- Contract with outside vendors to enable citizens to access all police reports online. (Recommendation No. 73.)
- Hire part-time retired records employees to catch up on the backlog of data entry. (Recommendation No. 74.)
- Review the fees charged for permits every two years. (Recommendation No. 75.)
- Command level personnel should make a concerted effort to maintain relationships with members of the Records Unit to ensure their work is valued and appreciated. (Recommendation No. 76.)

SECTION 9. 911 EMERGENCY COMMUNICATIONS DIVISION

Communications is a vital component of an effective law enforcement agency. Often the first point of contact for a citizen seeking assistance, 911 operators play a significant role in setting the tone for the community's attitude toward the agency. The efficiency with which they collect information from callers and relay that information to responding personnel significantly impacts the safety of citizens, officers, and fire/EMS personnel alike. Additionally, all dispatchers must be emergency medical dispatch certified. For crimes in progress, their work substantially affects the chances of apprehending criminals.

The Roswell 911 Emergency Communications Center is a division within the Roswell Police Department that is responsible for answering both emergency and non-emergency calls for service in the city. The Center is staffed with civilian personnel working together as 911 call takers and law enforcement/fire/EMS dispatchers. The division is commanded by a civilian Communications Director. The Director has over 28 years of experience working in communications, is highly professional, and can still operate the radio and CAD system if necessary.

The purpose of the Communications Center is well defined in its mission statement:

"The members of the Roswell 911 Center, as public safety servants, are comprised of people dedicated to preserving the value of life of all citizens of, and visitors to, the City of Roswell. Our mission is to serve as the critical and vital link between the citizens of the City of Roswell and the public safety agencies that serve them."

In 2018, the Roswell 911 Center was awarded its first Public Safety Communications Accreditation through the Commission of Accreditation for Law Enforcement Agencies (CALEA). The Center is to be commended for its professional excellence in achieving the award, as it can be a time-consuming and complicated journey to meet the 212 state-of-the-art performance standards required. In spring 2018, the 911 Center implemented text-to-911, a next-generation 911 capability that allows citizens to text their emergency to the department when they are unable to speak. RPD is one of the first agencies in the State of Georgia to implement the program. Also, the department was notified just prior to the CPSM site visit that it had received the Accredited Center of Excellence award. It is only the seventeenth communications unit worldwide, and the second in the State of Georgia, to receive the recognition.

The dispatch/communications function is a vital component of an effective law enforcement and fire department. 911/dispatch operators serve in two primary rolls: (1) Answering 911 and non-emergency telephone calls, and (2) radio dispatching calls for service. The RPD 911 Center serves as the Public Safety Answering Point (PSAP) for all Roswell Police/Fire/EMS calls for service. As such, all 911 center personnel must be cross-trained in both the police and fire disciplines.

The dispatcher is often the first point of contact for a citizen seeking assistance, and 911 operators play a significant role in setting the tone for the community's attitude toward the agency. The efficiency with which they collect information from callers and relay that information to responding personnel significantly impacts the safety of citizens, officers and fire/EMS personnel alike. Because of the complexities of the position, they should remain highly trained (see the section on training that follows).

An additional responsibility of the dispatchers during their shift is to monitor all the following cameras:

- Police Department (includes front and back parking lots).
- City Hall (18 cameras).
- Fire Station 4.
- Water Department Facility.
- RDOT traffic cameras located throughout the City of Roswell.

Access to the saved camera footage of the police facility can be handled by the dispatchers. If the city hall, fire station, or water department camera footage requires review, it must be handled by either the Office of Professional Standards or the Security Manager for City Hall.

The Standard Operating Guideline Manual for the Center establishes all policies, procedures, rules, and regulations that govern the actions of the employees of the Center. The manual's guidelines are within standards set forth by CALEA. The SOP Manual was found to be comprehensive and well-written.

The 911 Center can and should serve also as an important addition to the investigative effort for in-progress crimes or the active search for wanted suspects. As officers search for suspects in the field, dispatch staff should simultaneously search various computer databases and social media platforms for information that may be of value to the investigative effort. This can apply to missing persons as well. While no formal records are kept for this activity, and it would not be prudent to do so, we suspect that the 911 Center does a good job assisting with additional information.

Superior CAD (owned by Central Square), which is used by the department, is a dispatch platform that captures, manages, and prioritizes mission-critical data to enable rapid decisions in situations where every second counts. The CAD system was implemented in 2013, and was last updated in April 2018.

CENTER CONTROL

The 911 Center is a separate division within the police department and thus controlled by the police administration; however, the center also serves the Roswell Fire Department. Although at the current time there are no issues with command and control between the two departments and issues seem to be resolved easily when they arise, that may not always be the case. Things could change when there might be a change of leadership, perceived priorities, or funding.

Since the Center is completely funded by 911 funds and not dependent upon the city's general fund monies, consideration should be given to making the 911 Center a separate department within the city. This would allow police and fire to become the customers of the Center, and would provide more equitable management oversight of the Center's priorities.

If this were to occur, the Center could also possibly assume 911 call taking and dispatching responsibilities from nearby jurisdictions that would be willing to contract for services. This model is not unique and occurs often in areas with small- to medium-sized cities, and in fact is occurring in the neighboring community of Alpharetta. Most often, it can be a benefit for both agencies involved.

CENTER PERSONNEL ACTIONS

Roswell 911 Center employees are required to abide by a Code of Ethics, especially when situations arise which are not directly addressed by other policies. The Code of Ethics can be found within the 911 Standard Operating Guidelines and has been distributed to all personnel (available upon request). Division personnel are required to read, acknowledge receipt of, and abide by the Code of Ethics.

Holding employees accountable to department policies and procedures is essential to meeting the department's mission of providing the best service possible to the community. To do so, there must be competent management and supervision that is ensuring employees are performing at a high standard. A review of the 911 Center's personnel actions for 2018 reveals that it is ensuring personnel are meeting standards and when they are not, corrections are being appropriately handled. Based on the low numbers of counseling and warnings given to 911 Center employees, and considering they are handling thousands and thousands of calls, it can be said that the Center is representative of a well-trained, well-disciplined, and well-managed communications center whose operators are treating the community with respect and compassion.

Management and supervision are obviously not turning a blind eye to misconduct or policy and procedure issues that are discovered or committed in their presence.

Following are the personnel actions within the 911 Center for 2018:

- Reprimand: 0.
- Warning: 3.
- Counseling: 5.
- Suspension: 0.
- Demotion: 0.
- Resign in Lieu: 0.
- Termination: 0.
- Other: 0.
- Commendations: 11 (6 lifesaving).

FACILITY

The 911 Center is currently located on the top floor of the police department. Since the facility was constructed in 1992, the 911 Center doesn't meet Federal Emergency Management Agency (FEMA), National Fire Protection Association (NFPA), or the National Institute for Occupational Safety and Health requirements for communications centers.

Planning discussions are taking place to fund a new 911 Center to be located behind the station in what is now a portion of the rear parking area. Preliminary discussions have centered around the new facility being a two-story structure with the dispatch center on the bottom floor, and since the city has no actual EOC, that would reside on the top floor. Some consideration during these discussions should be to build a stand-alone 911 Center that is located away from other city government buildings. In the event of a terrorist attack, bombing, or man-made disasters that may severely damage or destroy city complexes, the 911 Center could remain operable.

STAFFING / SCHEDULING

The center's 911 Director is supported by a deputy director, a training coordinator, five shift supervisors (one position is the Training Coordinator/Quality Assurance), four senior communications officers, and 16 dispatcher positions. CPSM learned that RPD dispatch supervisors are also working supervisors. In many agencies, dispatch supervisors frequently and appropriately perform some routine dispatch and call-taker duties, especially during peak hours. However, at RPD the supervisors must fill a position as a dispatcher their entire shift, while also being tasked with their supervisory responsibilities. Having both responsibilities (dispatch/supervisor) can come at the peril of the supervisors failing to perform their supervisory roles.

CPSM would recommend adding four additional dispatch supervisors so that each of the four shifts would have a supervisor and supervisors would not have to be responsible for dispatch duties. However, until additional supervisor staffing occurs, consideration must be given to ensuring that supervisors have adequate time allotted to perform their supervisory duties.

The position of 911/dispatch operator is challenging and stressful duty. Virtually every agency studied by CPSM reports that finding qualified applicants who can complete the rigorous training program required to perform these duties is a struggle. That is consistent with the experience of CPSM staff in the agencies in which we worked. The 911 Center at RPD is one of those anomaly agencies that CPSM has studied where the vacancy rate is almost at zero. That is highly unusual for a communications center. The department is to be commended for its commitment to remaining fully staffed.

The following table reflects all authorized (budgeted) staffing assigned to the 911 Center. It depicts authorized positions, actual staffing, and vacancies.

TABLE 9-1: 911 Center Personnel

Position	Authorized	Actual	Vacant	Recommended new FTEs
911 Director	1	1	0	
Deputy Director	1	1	0	
Supervisor*	5	5	0	4
Senior Communications Officer	4	4	0	
Dispatcher	16	15	1	4
Totals	27	26	1	4

Note: *One of the Communications Supervisors is assigned as the Training Coordinator. The TC / QA is not a separate position, just a special assignment.

There are two primary duties in dispatch centers; (1) radio dispatch, and (2) answering 911 emergency and general telephone calls. Best practices for a city of this size and call volume would suggest the following shift staffing; (1) a dispatch supervisor to monitor dispatch activities, (2) a dispatcher who is responsible for all radio communication between field units of police without telephone answering responsibilities, (3) a dispatcher responsible for computer checks, (4) a dispatcher who is responsible for all radio communication between field units of fire, (5) a dispatcher acting as a call taker, (6) a dispatcher with back-up responsibility to support the call taker and lunch and break relief.

Currently, the 911 Center's minimum staffing is four dispatchers on all shifts. However, with only four dispatchers on duty during each shift, this doesn't allow for dispatchers to take rest breaks or lunch breaks. Also, there is no one available to back up other positions in the event an emergency occurs. Adding an additional dispatcher to each shift would alleviate those issues and reduce the use of overtime.

The Center's staff currently works 12-hour shifts, adding up to 84 hours over a two-week period, with 60 hours worked one week, and 24 hours worked the next week. With that schedule, every employee gets Friday, Saturday, and Sunday off every other week. CPSM learned that the Center changed to the 12-hour shift schedule about four years ago out of necessity due to staffing issues. The schedule seems to work adequately with the current staffing. However, if the center receives the four additional dispatcher positions, consideration should be given to creating a mid-watch to assist during the busier call load times. A recommendation would be a 12:00 p.m. to 12:00 a.m. shift.

Dispatch personnel bid their shifts on an annual basis by providing their first, second, and third preferences. Shifts are then assigned based upon those preferences. This shift bidding schedule seems to work for all dispatchers, and to date, every dispatcher is on the shift of their preference.

TRAINING

The 911 Center has a robust training program and is one of the better programs that has been studied by CPSM. It is apparent after reviewing its training program that training is extremely important and a great deal of time and effort has been spent to develop the program. The Center is committed to providing excellent training to all of its members. The Center's training program follows the standards set forth by the Association of Public Safety Communications Officials (APCO) and is designed specifically for the purpose of training and career development of all employees. A breakdown of the Center's training offered to each employee can be found in the Policy Manual, section 4-1.

Per POST, communications officers are required to take the 40-hour Basic Communications Officer (BCO) course within six months of the start of their employment. The Center also requires communications officers to be certified by taking the 40-hour APCO Public Safety Telecommunicator Course, which is instructed by in-house trainers. Although there are no minimum training requirements for communication professionals, the RPD provides to its communication operators on average approximately 55 hours of annual training in continuing dispatch education, training bulletins, training classes, etc. It is not often that CPSM will find communication centers (especially) that provide their staff with the amount of training that RPD does.

The 911 Center adheres to an annual training schedule whereby some type of specific training is identified and provided each and every month of the year. The training is designed to cover high-liability issues, legal updates, customer service, and assorted other areas. Along with the monthly identified training, the Center also provides bi-annual training in the areas of handling TTY calls, active shooter, and emergency operations. This training is provided primarily in-house by the four communication training officers. By providing this training with in-house personnel, it is not only fiscally prudent (rather than send them to outside training), it provides training that can be tailored to their specific issues, and is more scheduling convenient.

Dispatchers who are hired by the Center and who do not have prior dispatching experience are put through a five-week academy conducted by the Center's Training Coordinator. After attending the initial academy, the dispatcher then must go through 8 to 10 months of in-house

training. Communications officers who are assigned as CTOs (Communication Training Officer) are responsible for providing the in-house training to the new dispatchers, and receive a stipend during hours they are training. The center follows the APCO Training Program and all CTOs are APCO certified.

Training Coordinator Position

As noted in the staffing section, one of the supervisor positions is assigned as the Training Coordinator for the 911 center. That position has responsibility for providing and scheduling all dispatch training, teaching a 10-week academy for new dispatchers, and responsibility for compliance and auditing. Over the last several years, these responsibilities have become more time-consuming and extensive. The 911 Director advised that consideration was being given to adding an additional dispatcher to work with the Training Coordinator to relieve her workload. However, if the three new supervisor positions were added to the center, some of those training responsibilities could be equitably split up amongst the new supervisor positions.

STRESS AND BURNOUT

A very real challenge to staffing a communications center is communications officer burnout. Burnout occurs when a communications officer, already stressed by the nature of the job, is required to work overtime to cover staffing and complete required training. Last budget year, the 911 Center utilized **223 percent** of its overtime budget and sick leave of 382 hours. In its argument for the need of national standards for staffing, the Association of Public Safety Communications Officials (APCO) points out the fact that budget constraints, call volume stress, as well as caller induced stress, combined with the requirement to work overtime to cover shift shortages and complete training, begin to create burnout factors for communications officers. As the burnout factors continue, sick leave use increases; as sick leave use increases, so does the requirement for others to fill in the void/s. As others fill the gaps, they begin to experience burnout factors themselves. In the end, sick leave use becomes a rampant problem, burnout is experienced by everyone in the center, and it becomes just a vicious cycle.

Based upon the 911 Center exceeding its overtime budget and the fact that calls for service are increasing incrementally every year, and will continue to do so in the future, CPSM would recommend an additional dispatcher assigned to each of the four shifts (four new FTEs). If that is not possible, for numerous reasons, retirees or other similarly qualified personnel who are familiar with the work systems, and who can work on an hourly, non-benefitted, temporary basis, can serve as a vital resource in addressing this staffing need. By filling in with part-time personnel, the department will see a reduction in mandatory overtime of full-time staff, resulting in cost savings. The pool of personnel, either retirees or staff from other area agencies, may be a good personnel resource for call-taker positions.

TELEPHONE CALL / WORKLOAD DEMAND

In addition to serving as the 911 Public Safety Answering Point (PSAP) where all 911 calls are received, the unit also receives various other calls via the department's telephone lines. For calendar year 2018, the unit answered a total of 122,879 incoming telephone calls. This equates to an average of one call every 4.27 minutes. Of course, call volume would be higher during peak activity times, and lower during slower times of the day. Of that number, 21,155 (33 percent) were 911 calls. The remaining 101,724 (67 percent) were nonemergency and/or

general business calls. This represents a significant volume of nonemergency call activity for the center.

In CPSM studies, it is common to find that the hours between 8:00 a.m. and 8:00 p.m. represent those that are busiest for most communication centers relative to telephone calls, though this varies somewhat from agency to agency based upon community demographics.

In the table that follows, we examine incoming call demand from 2018.

TABLE 9-2: Incoming Telephone Call Load and Radio Dispatches 2018*

All Calls	122,879
911 Calls	40,179 (19,024 10-digit emergency line*)
911 % of Total Calls	48% (including 10-digit emergency*) 33% (911 only)
General Information Calls	13,444
Police Calls Dispatched	85,051
Fire Calls Dispatched	9,968
Public Works Calls Dispatched	7,501

Note: *The 10-digit emergency line pairs with the 911 lines. This number is used by alarm companies, outside agencies for wireless transfers of emergencies, etc. Every 911 center is required to have one.

As seen in the table, in 2018, 67 percent of telephone calls received by the Dispatch Unit were non-911 calls. While some of these calls are appropriately handled by dispatch, in many cases, dispatch simply reroutes the caller to the appropriate party. In a recent study, another department reported this to be the case for 31 percent of all calls. These non-emergency calls have a significant negative impact on the 911/dispatch operation; however, RPD only had 13,444 general information calls.

HIGH-PRIORITY CALLS

All police departments prioritize calls for service based upon the seriousness of the call. The highest priority calls are referred to as Priority P calls. While department definitions of a Priority P call may vary from agency to agency, such calls should include those involving life safety and in-progress crimes. For such calls, citizens expect and demand that their police department be adequately staffed and prepared to respond in a timely fashion. While the data report contains considerable information concerning response times to all priorities of calls for service and should be reviewed in its entirety, here we will focus on the highest priority of calls for service.

The computer-aided dispatch (CAD) system has been programed to assign priorities to calls based upon the nature of the call. The department has assigned calls as Priority P through Priority 9, with Priority P as the highest priority. Best practices are to always review the assigned priorities for relevancy and community expectations. RPD is in the process of reviewing the prioritization of calls, and should continue moving forward to complete that task.

Table 9-3 depicts the average response time to Priority P calls as well as all other calls (all other priorities). It must be noted that the response time to a call begins when the first keystroke is entered into the CAD (computer-aided dispatch) call screen by the 911 operator. This begins what we refer to as the "dispatch" period. The "dispatch" period ends when a patrol unit is assigned to the call, at which time the "travel" period begins. When the patrol unit arrives at the

scene of the call, the “travel” period ends and the “response time” (dispatch plus travel) is calculated.

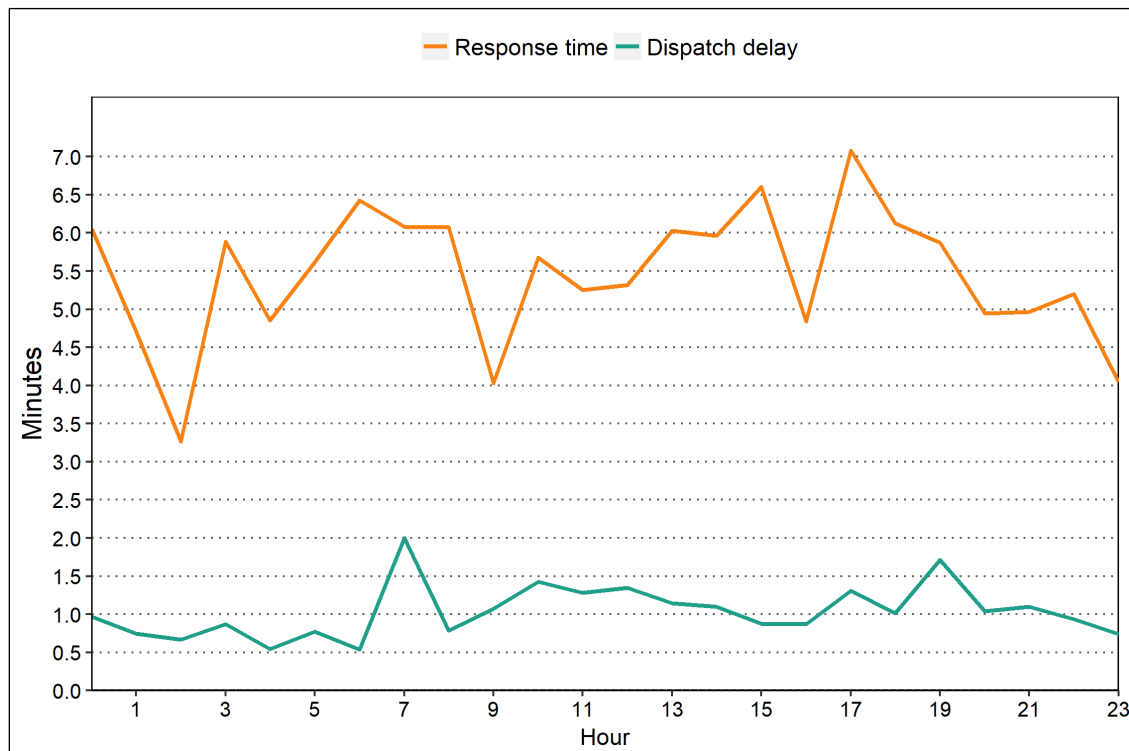
Figure 9-1 focuses on priority “P” calls only.

TABLE 9-3: Average Dispatch, Travel, and Response Times, by Priority

Priority	Dispatch Delay	Travel Time	Response Time	Calls
P	1.1	4.5	5.6	624
1	4.7	6.4	11.2	9,469
2	5.9	6.4	12.3	3,386
3	7.3	8.7	16.0	7,587
4	9.1	9.8	19.0	813
5	11.2	11.2	22.4	9
6	7.1	7.9	15.0	3,375
7	2.7	6.2	9.0	471
9	9.0	0.0	9.0	1
Weighted Average/Total	6.0	7.4	13.3	25,735

Note: The total average is weighted according to the number of calls within each priority level.

FIGURE 9-1: Average Response Times and Dispatch Delays for High-priority Calls, by Hour



Observations:

- High-priority calls (Priority P) had an average response time of 5.6 minutes, lower than the overall average of 13.3 minutes for all calls.
- Average dispatch delay was 1.1 minutes for high-priority calls, compared to 6.0 minutes overall.
- For high-priority calls, the longest response times were between 5:00 p.m. and 6:00 p.m., with an average of 7.1 minutes.
- For high-priority calls, the shortest response times were between 2:00 a.m. and 3:00 a.m., with an average of 3.3 minutes.
- Average dispatch delay for high-priority calls was consistently 2.0 minutes or less.

Data calculations are based on what is commonly practiced at law enforcement agencies, that is, a call taker receiving a call types the information into a call screen, electronically sends it to the dispatcher, and the call is broadcast and assigned to an officer to handle. The dispatch period is measured from the time of call receipt, ending when the dispatcher assigns an officer to that call. The travel period begins at the conclusion of the dispatch period and ends when the officer arrives at the scene of the call. The response time represents the combination of the dispatch and travel periods. This is the amount of time it takes from the initial call to an officer arriving on scene.

The delay of 1.1 minutes in dispatching life safety and in-progress crime calls is excellent compared to many cities CPSM has looked at; however, there are always opportunities to examine and which might improve that delay time. Although a total response time of 5.6 minutes to a Priority P call is quite good, when dealing with a life-safety incident such as a baby not breathing or an active shooter or other aggravated assault, or call of serious injury, minutes can often make the difference of whether a death occurs or not. Given this situation, it would be prudent for the department to look at ways that might reduce that dispatch time. It is usually more difficult to find ways to reduce the travel time than it is to reduce the dispatch delay time but, in RPD's case, it would be difficult to find ways to reduce the 1.1 minutes which is already quite low. However, there always may be an opportunity with something identified that could shave a few seconds off the delay. There are just too many variables associated with the travel time to find a consistent reason that would reduce the time. Things such as traffic conditions, what the officer is doing when assigned the call, and the distance that the officer must travel when assigned the call, all affect travel time.

An opportunity exists to reduce the response time even further on high-priority calls by utilizing the CAD system's ability to automatically dispatch the closest unit these calls. Although the tool is available, the Center has not been using it and instead allow the dispatcher to physically locate the closest unit. Consideration should be given to using that CAD tool to assist with reducing the dispatch time.

QUALITY ASSURANCE

Periodic review of random tape-recorded calls handled by each 911 dispatcher or call taker is important to ensure quality control and help to identify training and or performance issues.

Within the 911 Center is the Quality Improvement Unit (QIU), which is responsible for objectively measuring the performance of the communications officer through random case review in a consistent and standardized manner. Monitoring communication calls for service can also assist

in identifying troublesome areas that specific employees may have and provides an opportunity to correct that individual employee's deficiencies.

The center adheres to the four principal objectives necessary to achieve a credible quality assurance program:

- Ensure that employees understand their duties.
- Measure and evaluate employee compliance relevant to their duties.
- Thoroughly review the effects of compliance, evaluating effectiveness, accuracy, and safety.
- Make the necessary changes and assure subsequent improvements in compliance through continuing education and feedback to both the employee and Director.

Call takers shall maintain the following compliance levels on a consistent basis:

- 95% Case Entry protocol compliance.
- 95% Chief Complaint.
- 90% Key Question protocol compliance.
- 90% Post-Dispatch Instruction protocol compliance.
- 95% Pre-Arrival Instruction protocol compliance.
- 90% Final Code selection accuracy.
- 90% Overall Compliance score.
- 99% Customer Service score.

As can be seen in the following table, the 911 Center is operating at a very high level when it comes to its call taking. It is admirable for the unit to have compliance in the high 90 percent range.

TABLE 9-4: Quality Assurance Measurements for 2017

Discipline	2017 Total Calls Reviewed	Protocol Compliance Percentage
Emergency Medical Dispatch	1,245	97.01%
Emergency Fire Dispatch	1,259	96.26%
Emergency Police Dispatch	2,487	97.34%
Total	4,991	96.98%

Note: Calls reviewed are selected randomly through the AQUA software program and the number of calls is dictated by a percentage-based formula set by IAED in accordance with total calls received.

Quality Assurance / Quality Improvement are not confined to call-taking only. Communications supervisor(s) are responsible for completing at least three Dispatch Call Review forms per Communications Officer every month. The same method of random review that is used is the same as for the call taker review.

Once the incident has been reviewed, feedback will be provided to the dispatcher. Forms are submitted to the Training Division for review and are retained in the employee's training file.

COMMUNICATIONS SUMMARY

RPD's 911 Center is a highly trained, highly functioning, well-managed, and highly professional dispatch center. Dispatchers are dedicated and committed to their duties and the community. In fact, RPD's 911 Center is one of the best this assessor has studied.

Communications Division Recommendations:

- Add three additional dispatch supervisor positions to enable supervisors to focus on supervisory duties and not act as a dispatcher. (Recommendation No. 77.)
- Add two additional dispatcher positions on each shift to allow five dispatchers on each shift. (Recommendation No. 78.)
- Continue moving forward with the new 911 Center, building it as a stand-alone facility away from other city government buildings. (Recommendation No. 79.)
- Create a pool of part-time dispatchers who can fill in when necessary in order to reduce use of overtime. (Recommendation No. 80.)
- Begin using the CAD system's "closest unit dispatch" option for dispatching of Priority P calls. (Recommendation No. 81.)
- Continue with the review of the call priorities and adjust accordingly if necessary. (Recommendation No. 82.)
- Create a "mid watch" to assist during busiest CFS times. (Recommendation No. 83.)

SECTION 10. SUMMARY

The Roswell Police Department is a progressive, full-service law enforcement agency that applies the practices of modern policing. CPSM staff observed the practices of the department through data analysis, interviews, focus groups, document review, and operational/administrative observations. It is the opinion of CPSM staff that the entire department is dedicated to executing the department's mission, which is:

The Roswell Police Department protects life and property, preserves the peace, and strives to prevent crime, fear, and disorder in the City of Roswell in partnership with all who live, work, and travel through our city.

The Roswell Police Department has a strong relationship with the community it serves. This was validated through the perspectives and experiences shared through interviews and focus groups. The department members interviewed by CPSM staff were professional and enthusiastic about their jobs and were very proud of the reputation and accomplishments of the department and the relationships it has established with the community. Department members were open and honest with their perspectives and comments. This led CPSM staff to interpret this behavior as an indication that there is a culture of trust and mutual respect between department leadership and staff.

Progressive departments are able to strategically focus on continuous improvement. As described by Jim Collins in *Good to Great* (2001), "Leadership does not begin just with vision. It begins with getting people to confront the brutal facts and to act on the implications" (p. 89). During this study, the Roswell Police Department demonstrated the ability to critically examine its operations in the spirit of continuing to strive for excellence in police services. CPSM commends the Chief and all members of the department for their professionalism and dedication to policing and meeting the needs of their community. The recommendations offered in this report should not be viewed as criticism of the department, but as opportunities to enhance the practices and procedures of a progressive, well-managed, full-service police department that has a desire and vision for greatness.

SECTION 11. DATA ANALYSIS

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

All information in this report was developed using computer-aided dispatch (CAD) system data. CPSM collected data for a one-year period of July 1, 2017, through June 30, 2018. The majority of the first section of the report, concluding with Table 10-8, uses call data for the one-year period. For the detailed workload analysis, we use two eight-week sample periods. The first period is from July 7 through August 31, 2017, or summer, and the second period is from January 4 through February 28, 2018, or winter.

WORKLOAD ANALYSIS

When CPSM analyzes a set of dispatch records, we go through a series of steps:

- We first process the data to improve accuracy. For example, we remove duplicate patrol units recorded on a single event as well as records that do not indicate an actual activity. We also remove incomplete data, as found in situations where there is not enough time information to evaluate the record.
- At this point, we have a series of records that we call "events." We identify these events in three ways:
 - We distinguish between patrol and nonpatrol units.
 - We assign a category to each event based upon its description.
 - We indicate whether the call is "zero time on scene" (i.e., patrol units spent less than 30 seconds on scene), "police-initiated," or "community-initiated."
- We then remove all records that do not involve a patrol unit to get a total number of patrol-related events.
- At important points during our analysis, we focus on a smaller group of events designed to represent actual calls for service. This excludes events with no officer time spent on scene and directed patrol activities.

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

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

- 1,245 events (about 1.9 percent) involved patrol units spending zero time on scene.
- The computer-aided dispatch (CAD) system used approximately 114 different event descriptions, which we condensed into 16 categories for our tables and 9 categories for our figures (shown in Chart 11-1). Table 11-20 in the appendix shows how each call description was categorized.

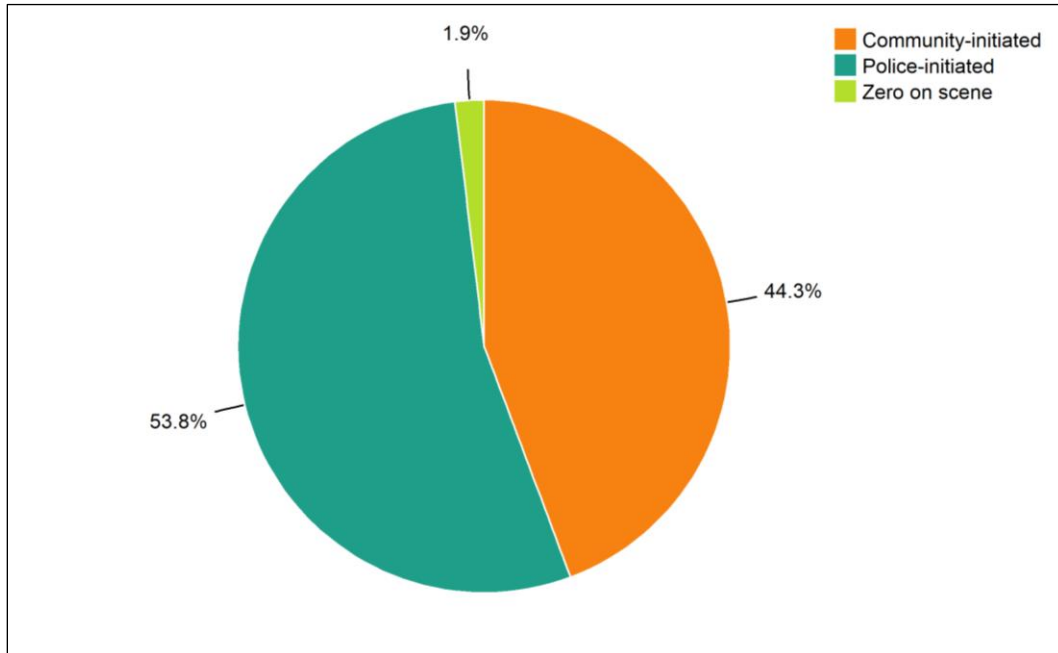
Between July 1, 2017, through June 30, 2018, the communications center recorded approximately 65,558 events that were assigned call numbers, and which included an adequate record of a responding patrol unit as either the primary or secondary unit. When measured daily, the department reported an average of 180 patrol-related events per day, approximately 1.9 percent of which (3.4 per day) had fewer than 30 seconds spent on the call.

In the following pages, we show two types of data: activity and workload. The activity levels are measured by the average number of calls per day, broken down by the type and origin of the calls, and categorized by the nature of the calls (crime, traffic, etc.). Workloads are measured in average work hours per day.

CHART 11-1: Event Descriptions for Tables and Figures

Table Category	Figure Category
Alarm	Alarm
Assist–fire	Assist
Assist–medical	
Assist–other	
Check	Check
Crime–person	Crime
Crime–property	
Disturbance	Disturbance
Animal	General noncriminal
Miscellaneous	
Prisoner–transport	
Investigation	Investigation
Suspicious incident	Suspicious incident
Accident	Traffic
Traffic enforcement	
Traffic stop	

FIGURE 11-1: Percentage Events per Day, by Initiator



Note: Percentages are based on a total of 65,558 events.

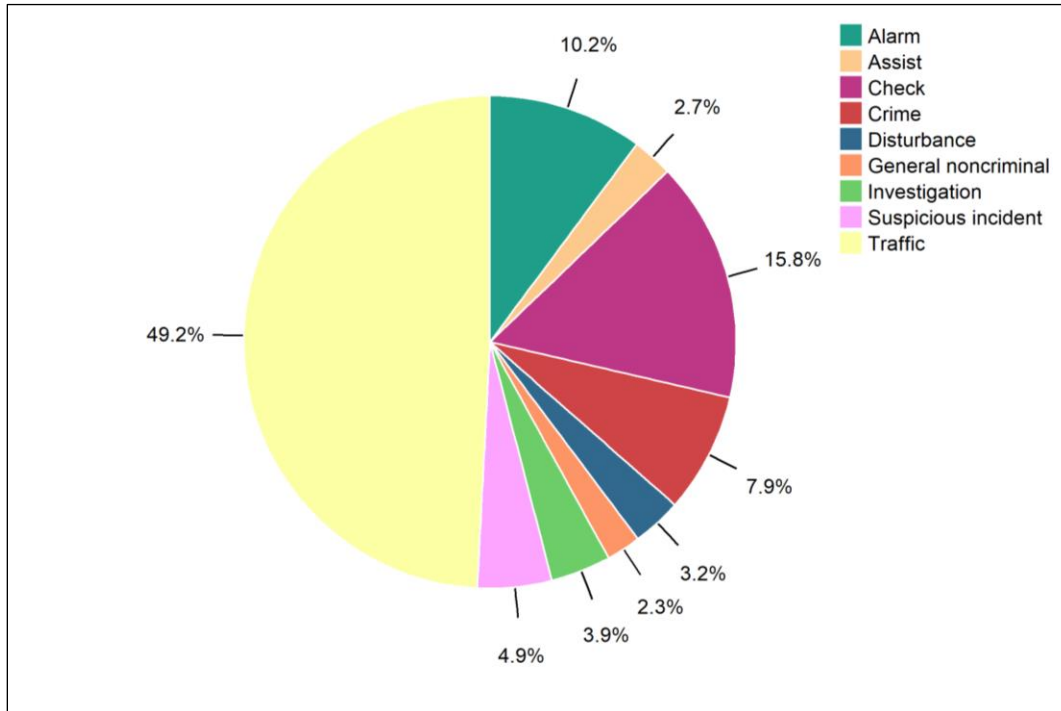
TABLE 11-1: Events per Day, by Initiator

Initiator	No. of Events	Events per Day
Community-initiated	29,040	79.6
Police-initiated	35,273	96.6
Zero on scene	1,245	3.4
Total	65,558	179.6

Observations:

- 44 percent of all events were community-initiated.
- 54 percent of all events were police-initiated.
- 2 percent of the events had zero time on scene.
- On average, there were 180 events per day, or 7.5 per hour.

FIGURE 11-2: Percentage Events per Day, by Category



Note: The figure combines categories in the following table according to the description in Chart 11-1.

TABLE 11-2: Events per Day, by Category

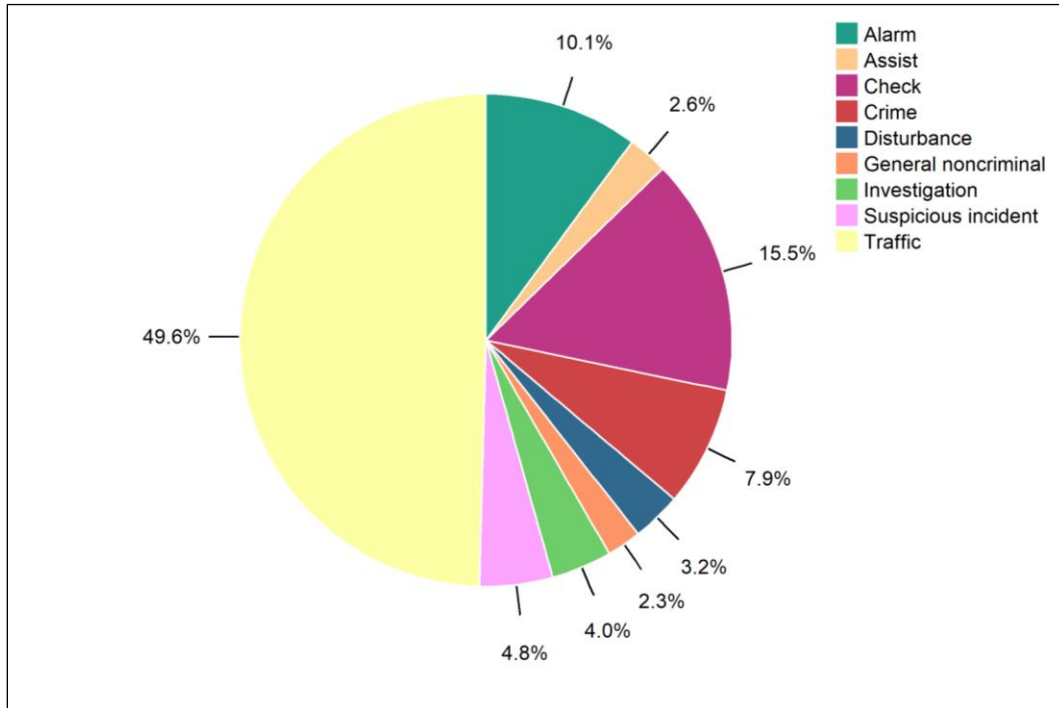
Category	No. of Events	Events per Day
Accident	5,156	14.1
Alarm	6,664	18.3
Animal	629	1.7
Assist–fire	143	0.4
Assist–medical	457	1.3
Assist–other	1,144	3.1
Check	10,358	28.4
Crime–person	1,086	3.0
Crime–property	4,069	11.1
Disturbance	2,130	5.8
Investigation	2,589	7.1
Miscellaneous	323	0.9
Prisoner–transport	532	1.5
Suspicious incident	3,198	8.8
Traffic enforcement	3,443	9.4
Traffic stop	23,637	64.8
Total	65,558	179.6

Note: Observations below refer to events shown within the figure rather than the table.

Observations:

- The top three categories accounted for 75 percent of events:
 - 49 percent of events were traffic-related.
 - 16 percent of events were checks.
 - 10 percent of events were alarms.
- 8 percent of events were crimes.
- 2,150 events or 3.3 percent of the total events closed with an arrest. 48.6 percent of the events that closed with an arrest were traffic stops.

FIGURE 11-3: Percentage Calls per Day, by Category



Note: The figure combines categories in the following table according to the description in Chart 11-1.

TABLE 11-3: Calls per Day, by Category

Category	No. of Events	Events per Day
Accident	5,100	14.0
Alarm	6,505	17.8
Animal	613	1.7
Assist–fire	142	0.4
Assist–medical	455	1.2
Assist–other	1,090	3.0
Check	9,993	27.4
Crime–person	1,075	2.9
Crime–property	3,989	10.9
Disturbance	2,089	5.7
Investigation	2,555	7.0
Miscellaneous	314	0.9
Prisoner–transport	525	1.4
Suspicious incident	3,085	8.5
Traffic enforcement	3,271	9.0
Traffic stop	23,512	64.4
Total	64,313	176.2

Note: The focus here is on recorded calls rather than recorded events. We removed 1,245 events with zero time on scene.

Observations:

- On average, there were 176.2 calls per day, or 7.3 per hour.
- The top three categories accounted for 75 percent of calls:
 - 50 percent of calls were traffic-related.
 - 16 percent of calls were checks.
 - 10 percent of calls were alarms.
- 8 percent of calls were crimes.
- 2,148 calls or 3.3 percent of the total calls for the year resulted in arrests.

FIGURE 11-4: Calls per Day, by Initiator and Month

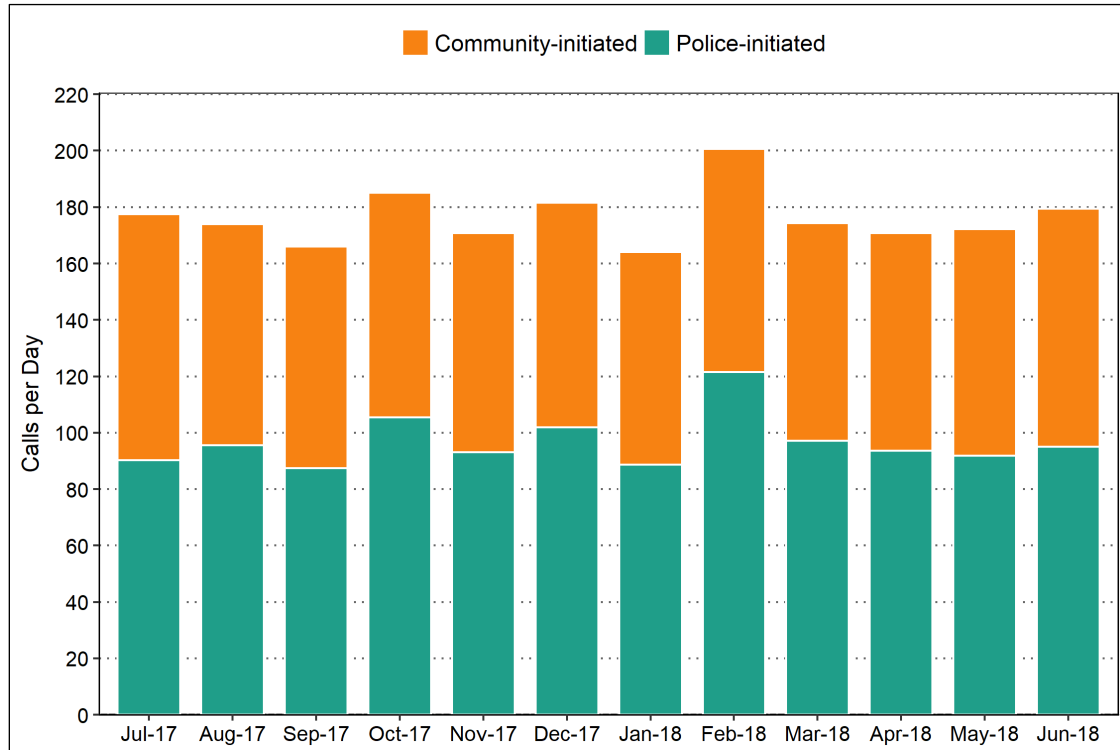


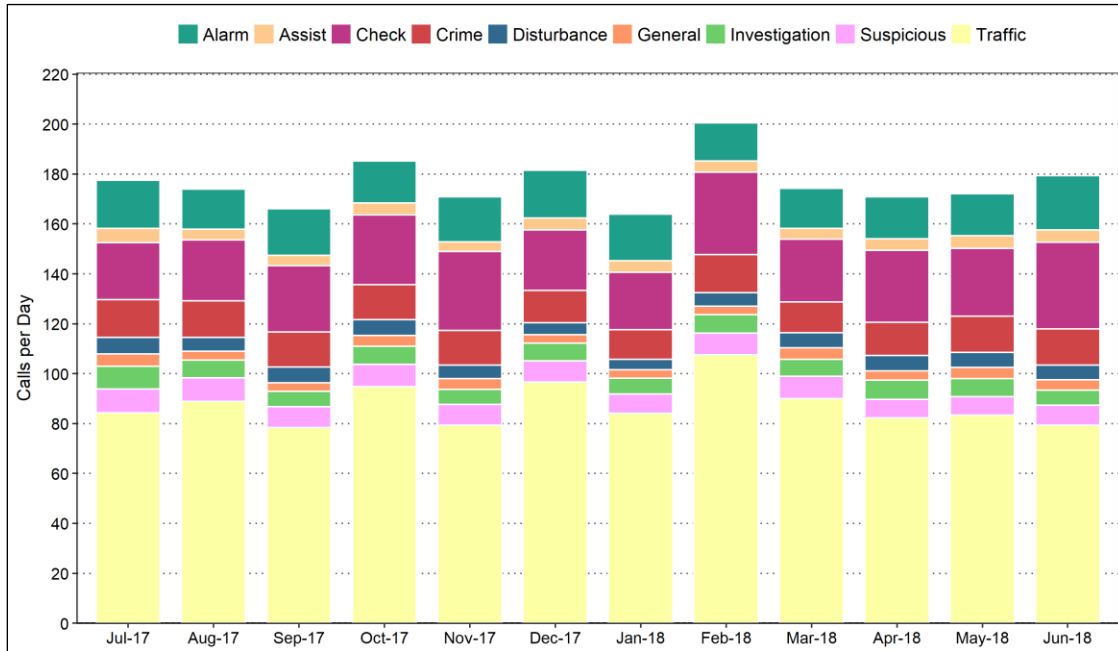
TABLE 11-4: Calls per Day, by Initiator and Months

Initiator	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun
Community	87.2	78.3	78.5	79.7	77.7	79.6	75.4	79.0	77.2	77.2	80.4	84.5
Police	90.3	95.6	87.5	105.5	93.1	101.9	88.6	121.5	97.1	93.6	91.8	95.0
Total	177.5	173.9	166.0	185.2	170.8	181.5	164.0	200.5	174.2	170.8	172.2	179.4

Observations:

- The number of calls per day was lowest in January.
- The number of calls per day was highest in February.
- The months with the most calls had 22 percent more calls than the months with the fewest calls.
- July had the most community-initiated calls, with 16 percent more than January, which had the fewest.
- February had the most police-initiated calls, with 39 percent more than September, which had the fewest.

FIGURE 11-5: Calls per Day, by Category and Month



Note: The figure combines categories in the following table according to the description in Chart 11-1.

TABLE 11-5: Calls per Day, by Category and Month

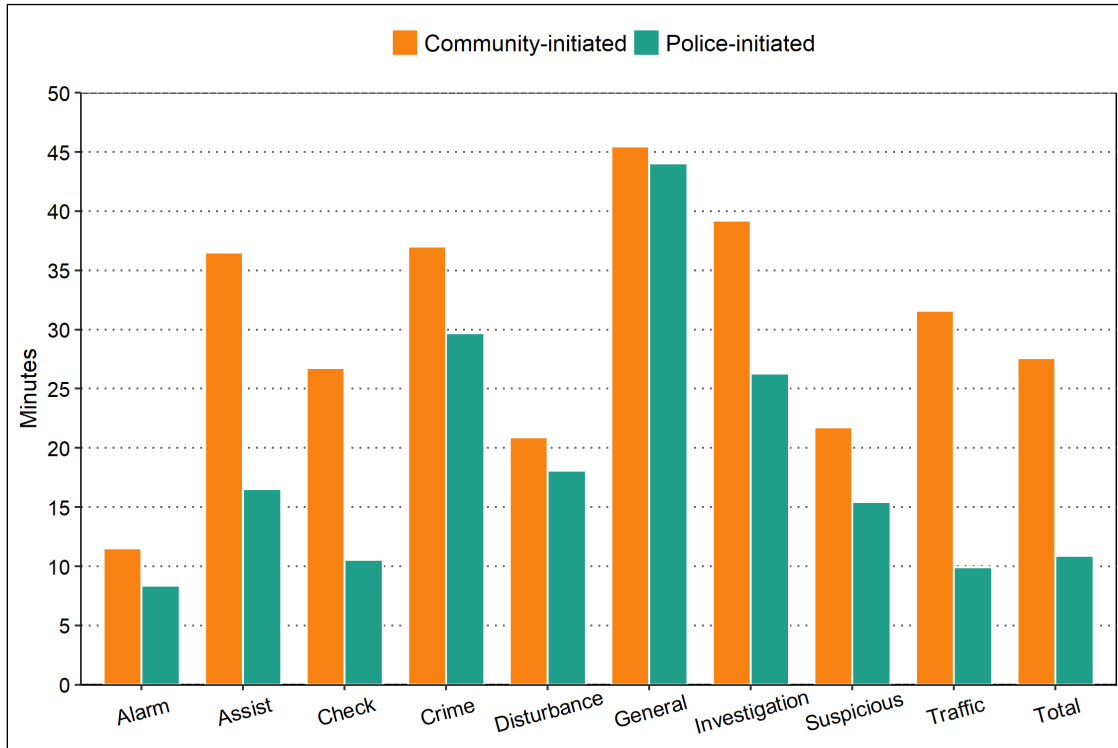
Category	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun
Accident	13.3	14.6	12.3	14.6	15.7	14.7	13.3	13.9	13.7	13.0	14.8	13.7
Alarm	19.3	16.1	18.6	16.8	18.0	19.2	18.8	15.4	16.0	16.8	16.9	21.9
Animal	2.0	1.6	1.6	1.7	2.1	1.0	1.4	1.4	1.7	1.5	1.9	2.1
Assist–fire	0.3	0.5	0.3	0.3	0.2	0.5	0.6	0.4	0.4	0.4	0.2	0.4
Assist–medical	1.5	1.1	0.9	1.1	1.1	1.4	1.0	1.4	1.2	1.7	1.4	1.1
Assist–other	3.9	2.6	2.9	3.4	2.6	2.9	2.9	2.5	2.7	2.5	3.5	3.4
Check	22.9	24.3	26.6	27.9	31.5	24.2	23.1	33.1	25.1	28.8	27.1	34.7
Crime–person	3.3	2.9	2.9	3.2	2.8	2.4	2.4	4.1	2.5	2.7	3.3	3.0
Crime–property	11.8	11.8	11.1	10.8	11.2	10.6	9.5	11.1	9.9	10.6	11.1	11.6
Disturbance	6.5	5.5	6.4	6.4	5.3	4.8	4.2	5.5	6.0	6.1	6.1	5.9
Investigation	9.1	7.1	6.2	7.2	6.0	7.2	6.4	7.3	6.7	7.7	7.2	6.0
Miscellaneous	0.9	1.0	0.8	0.7	0.9	0.8	0.5	0.7	1.1	0.9	1.1	0.7
Prisoner–transport	2.1	0.9	0.9	1.8	1.4	1.5	1.4	1.3	1.8	1.3	1.5	1.3
Suspicious incident	9.6	9.4	8.3	9.0	8.4	8.5	7.7	8.8	9.0	7.4	7.4	8.0
Traffic enforcement	8.2	9.3	9.5	9.1	9.0	9.9	7.8	10.5	9.2	7.5	8.4	9.4
Traffic stop	62.8	65.0	56.7	71.0	54.6	72.0	63.1	83.1	67.1	61.8	60.3	56.3
Total	177.5	173.9	166.0	185.2	170.8	181.5	164.0	200.5	174.2	170.8	172.2	179.4

Note: Calculations were limited to calls rather than events.

Observations:

- The top three categories averaged between 71 and 78 percent of calls throughout the year:
 - Traffic calls averaged between 78.5 and 107.5 calls per day throughout the year.
 - Check calls averaged between 22.9 and 34.7 calls per day throughout the year.
 - Alarm calls averaged between 15.4 and 21.9 calls per day throughout the year.
- Crime calls averaged between 11.8 and 15.2 calls per day throughout the year.
- Crime calls accounted for 7 to 9 percent of total calls.

FIGURE 11-6: Primary Unit's Average Occupied Times, by Category and Initiator



Note: The figure combines categories using weighted averages from the following table according to the description in Chart 11-1.

TABLE 11-6: Primary Unit's Average Occupied Times, by Category and Initiator

Category	Community-Initiated		Police-Initiated	
	Minutes	Calls	Minutes	Calls
Accident	35.5	4,666	30.6	434
Alarm	11.5	6,443	8.3	62
Animal	24.1	566	12.2	47
Assist–fire	30.4	133	21.7	9
Assist–medical	45.7	445	30.5	10
Assist–other	30.2	522	16.2	568
Check	26.8	2,606	10.6	7,387
Crime–person	45.8	1,047	48.8	28
Crime–property	34.6	3,779	27.2	210
Disturbance	20.9	2,015	18.1	74
Investigation	39.2	2,371	26.3	184
Miscellaneous	25.7	278	14.2	36
Prisoner–transport	102.6	308	56.2	212
Suspicious incident	21.7	1,837	15.4	1,248
Traffic enforcement	22.4	2,020	18.7	1,251
Traffic stop	NA	0	9.1	23,512
Weighted Average/Total Calls	27.6	29,036	10.9	35,272

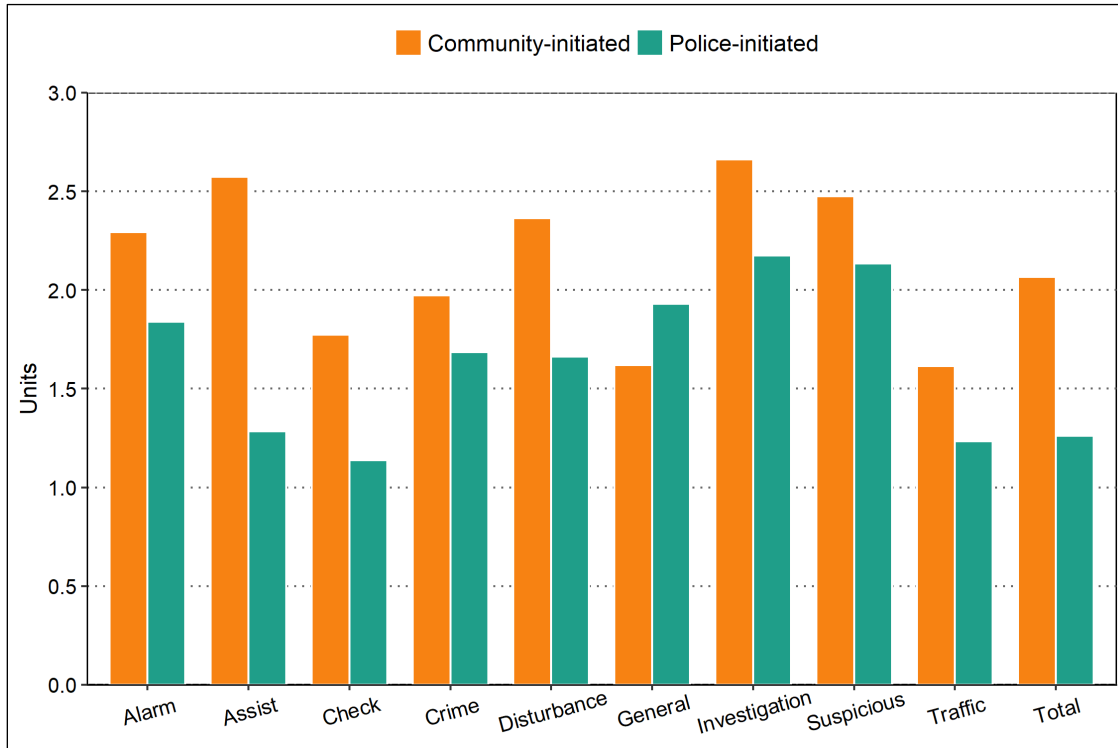
Note: The information in Figure 11-6 and Table 11-6 is limited to calls and excludes all events that show zero time on scene. Five calls were removed from this calculation because of incorrect busy times.

A unit's occupied time is measured as the time from when the unit was dispatched until the unit becomes available again. The times shown are the average occupied minutes per call for the primary unit, rather than the total occupied minutes for all units assigned to a call. Observations below refer to times shown within the figure rather than the table.

Observations:

- A unit's average time spent on a call ranged from 8 to 45 minutes overall.
- The longest average times were for community-initiated general noncriminal calls. This category includes prisoner transport calls.
- The average time spent on crime calls was 37 minutes for community-initiated calls and 30 minutes for police-initiated calls.

FIGURE 11-7: Number of Responding Units, by Initiator and Category



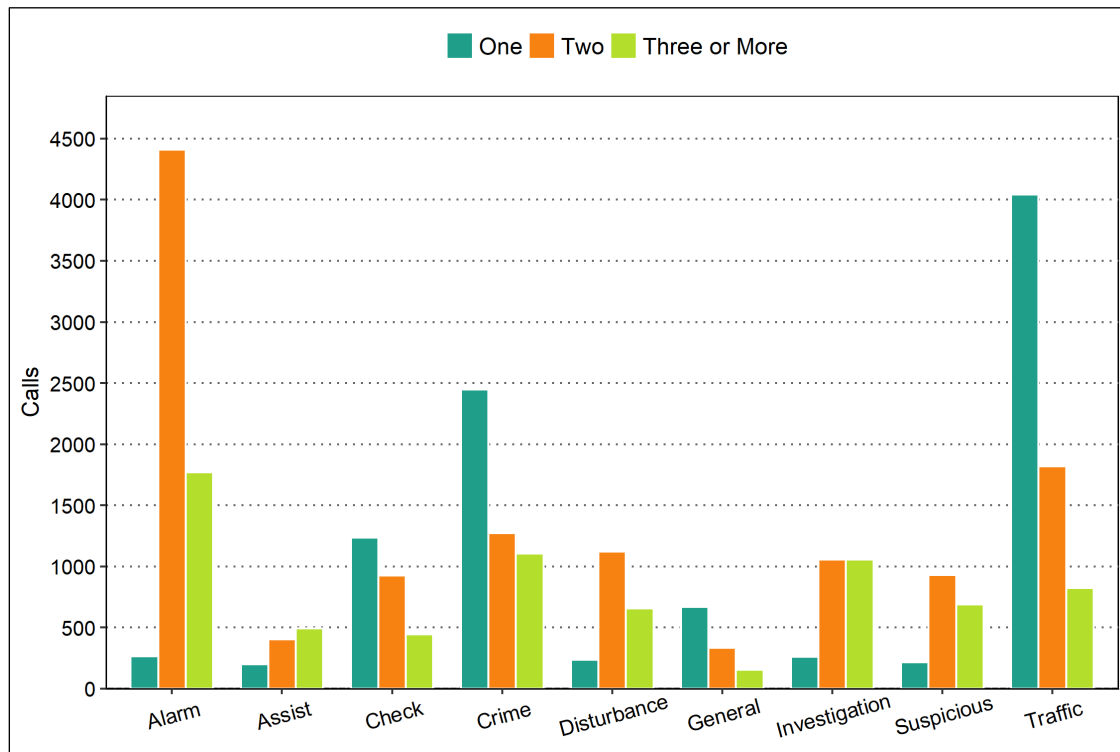
Note: The figure combines categories using weighted averages from the following table according to the description in Chart 11-1.

TABLE 11-7: Average Number of Responding Units, by Initiator and Category

Category	Community-Initiated		Police-Initiated	
	No. of Units	Calls	No. of Units	Calls
Accident	1.6	4,666	1.8	434
Alarm	2.3	6,443	1.8	62
Animal	1.6	566	1.3	47
Assist–fire	3.2	133	1.7	9
Assist–medical	2.9	445	2.1	10
Assist–other	2.2	522	1.3	568
Check	1.8	2,606	1.1	7,387
Crime–person	2.5	1,047	3.0	28
Crime–property	1.8	3,779	1.5	210
Disturbance	2.4	2,015	1.7	74
Investigation	2.7	2,371	2.2	184
Miscellaneous	1.5	278	1.4	36
Prisoner–transport	1.7	312	2.2	213
Suspicious incident	2.5	1,837	2.1	1,248
Traffic enforcement	1.6	2,020	1.3	1,251
Traffic stop	NA	0	1.2	23,512
Weighted Average/Total Calls	2.1	29,040	1.3	35,273

Note: The information in Figure 11-7 and Table 11-7 is limited to calls and excludes all events that show zero time on scene. Observations refer to the number of responding units shown within the figure rather than the table.

FIGURE 11-8: Number of Responding Units, by Category, Community-initiated Calls



Note: The figure combines categories using weighted averages from the following table according to the description in Chart 11-1.

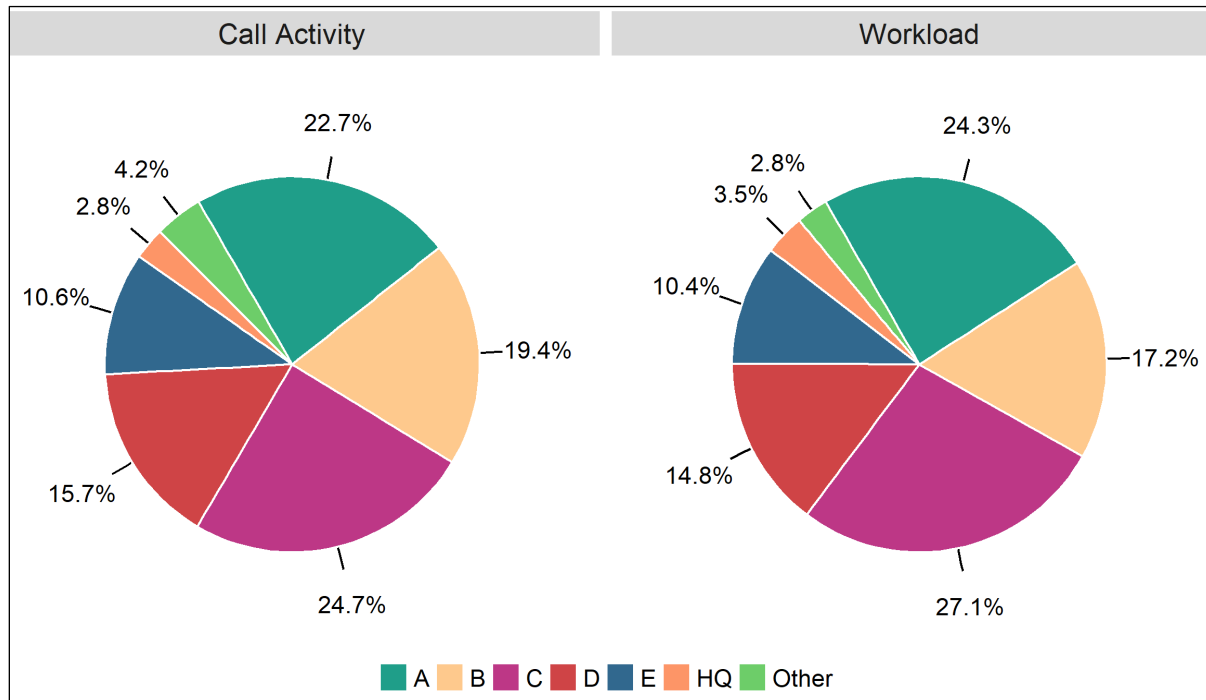
TABLE 11-8: Number of Responding Units, by Category, Community-initiated Calls

Category	Responding Units		
	One	Two	Three or More
Accident	2,808	1,254	604
Alarm	263	4,410	1,770
Animal	287	211	68
Assist–fire	9	38	86
Assist–medical	37	150	258
Assist–other	155	217	150
Check	1,236	926	444
Crime–person	341	302	404
Crime–property	2,106	970	703
Disturbance	235	1,122	658
Investigation	261	1,055	1,055
Miscellaneous	188	58	32
Prisoner–transport	195	64	53
Suspicious incident	216	931	690
Traffic enforcement	1,235	564	221
Total	9,572	12,272	7,196

Observations:

- The overall mean number of responding units was 1.3 for police-initiated calls and 2.1 for police-initiated calls.
- The mean number of responding units was as high as 2.7 for investigation calls that were community-initiated.
- 33 percent of community-initiated calls involved one responding unit.
- 42 percent of community-initiated calls involved two responding units.
- 25 percent of community-initiated calls involved three or more responding units.
- The largest group of calls with three or more responding units were alarm calls.

FIGURE 11-9: Percentage Calls and Work Hours, by Zone



Note: The “other” category includes about 101 calls with beat “MP” and 2,577 calls missing beat information.

TABLE 11-9: Calls and Work Hours by Beat, per Day

Beat	Per Day		Area (Sq. Miles)
	Calls	Work Hours	
A1	14.4	6.8	9.5
A2	25.6	14.0	6.0
B1	21.1	8.3	6.9
B2	13.1	6.5	4.2
C1	17.4	9.2	2.4
C2	26.2	14.1	1.8
D1	12.7	5.8	3.5
D2	15.0	6.9	3.0
E1	9.8	5.0	1.4
E2	8.8	3.9	3.3
HQ	4.9	3.0	NA
MP	0.3	0.2	NA
Unknown	7.1	2.2	NA
Total	176.2	86.1	42.0

Observations:

- Zone C had the most calls and workload, accounting for 25 percent of total calls and 27 percent of the total workload.
- Zone E had the least calls and workload accounting for 11 percent of total calls and 10 percent of total workload.

FIGURE 11-10: Percentage Calls and Work Hours, by Category, Summer 2017

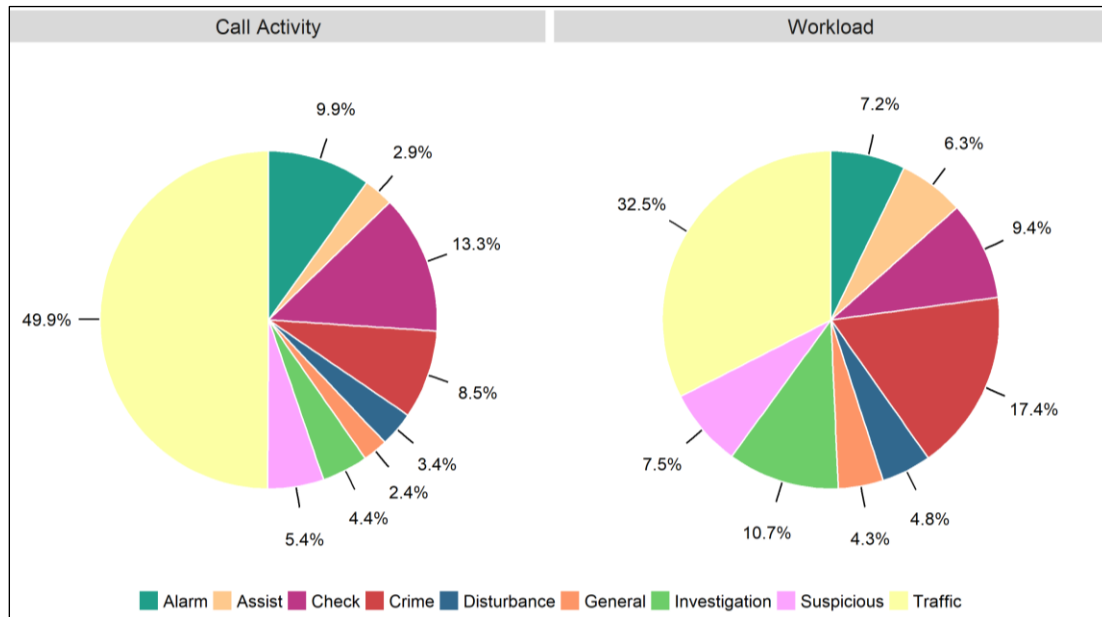


TABLE 11-10: Calls and Work Hours per Day, by Category, Summer 2017

Category	Per Day	
	Calls	Work Hours
Accident	14.3	11.3
Alarm	17.3	6.4
Animal	1.9	0.8
Assist–fire	0.4	1.0
Assist–medical	1.3	2.1
Assist–other	3.2	2.6
Check	23.3	8.4
Crime–person	3.0	4.9
Crime–property	11.9	10.5
Disturbance	5.9	4.2
Investigation	7.8	9.5
Miscellaneous	0.9	0.5
Prisoner–transport	1.4	2.6
Suspicious incident	9.4	6.7
Traffic enforcement	8.9	4.2
Traffic stop	64.2	13.4
Total	175.1	89.0

Note: Workload calculations focused on calls rather than events.

Observations, Summer:

- Total calls averaged 175 per day, or 7.3 per hour.
- Total workload averaged 89 hours per day, meaning that on average 3.7 officers per hour were busy responding to calls.
- Traffic calls constituted 50 percent of calls and 32 percent of workload.
- Checks constituted 13 percent of calls and 9 percent of workload.
- Alarm calls constituted 10 percent of calls and 7 percent of workload.
- These top three categories constituted 73 percent of calls and 49 percent of workload.
- Crimes constituted 8 percent of calls and 17 percent of workload.

FIGURE 11-11: Percentage Calls and Work Hours, by Category, Winter 2018

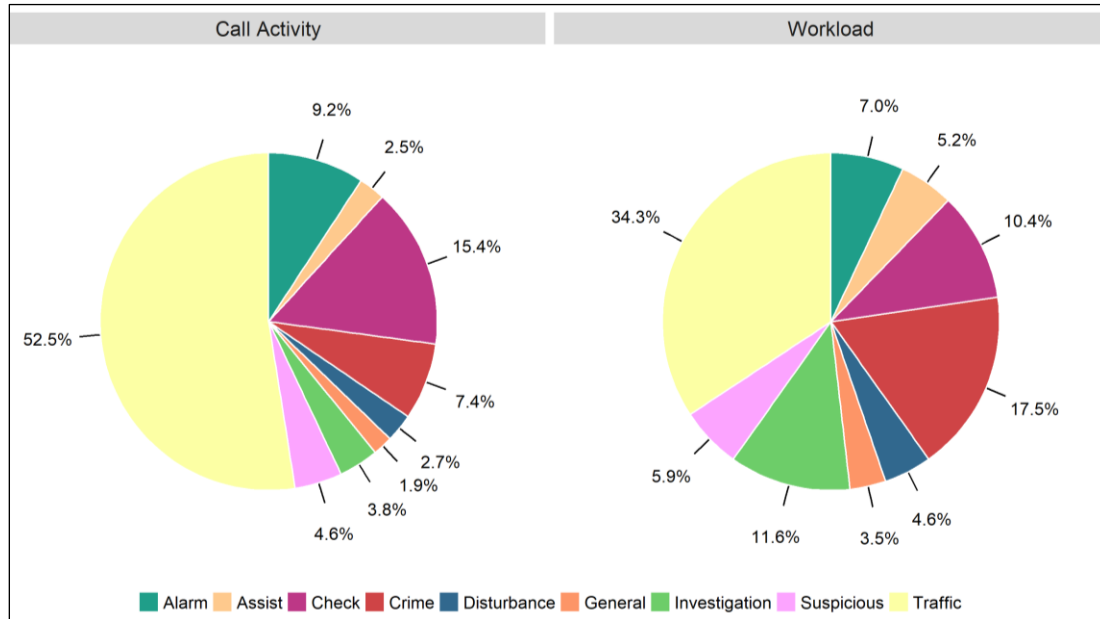


TABLE 11-11: Calls and Work Hours per Day, by Category, Winter 2018

Category	Per Day	
	Calls	Work Hours
Accident	13.9	11.3
Alarm	16.7	5.8
Animal	1.4	0.6
Assist–fire	0.5	0.5
Assist–medical	1.2	2.2
Assist–other	2.8	1.6
Check	27.8	8.6
Crime–person	3.2	5.0
Crime–property	10.2	9.5
Disturbance	4.9	3.8
Investigation	6.9	9.6
Miscellaneous	0.6	0.3
Prisoner–transport	1.4	2.0
Suspicious incident	8.2	4.9
Traffic enforcement	9.3	3.8
Traffic stop	71.8	13.1
Total	180.9	82.6

Note: Workload calculations focused on calls rather than events.

Observations, Winter:

- The average number of calls per day was higher in winter than in summer.
- The average daily workload was higher in summer than in winter.
- Total calls averaged 181 per day, or 7.5 per hour.
- Total workload averaged 83 hours per day, meaning that on average 3.4 officers per hour were busy responding to calls.
- Traffic calls constituted 53 percent of calls and 34 percent of workload.
- Checks constituted 15 percent of calls and 10 percent of workload.
- Alarm calls constituted 9 percent of calls and 7 percent of workload.
- These top three categories constituted 77 percent of calls and 52 percent of workload.
- Crimes constituted 7 percent of calls and 17 percent of workload.

NONCALL ACTIVITIES

In the period from July 1, 2017, through June 30, 2018, the dispatch center recorded activities that were not assigned a call number. We focused on those activities that involved a patrol unit. We also limited our analysis to noncall activities that occurred during shifts where the same patrol unit was also responding to calls for service. Each record only indicates one unit per activity. There were a few problems with the data provided and we made assumptions and decisions to address these issues:

- We excluded activities that lasted less than 30 seconds. These are irrelevant and contribute little to the overall workload.
- Another portion of the recorded activities lasted more than eight hours. As an activity is unlikely to last more than eight hours, we assumed that these records were inaccurate.
- After these exclusions, 18,881 activities remained. These activities had an average duration of 81.3 minutes.

In this section, we report noncall activities and workload by type of activity. In the next section, we include these activities in the overall workload when comparing the total workload against available personnel in winter and summer.

TABLE 11-12: Activities and Occupied Times by Description

Status/Description	Occupied Time	Count
Adm - Administrative	65.0	918
Crt - Court	141.6	100
Fol - Follow up	58.7	424
Misc - Miscellaneous	133.4	3
Ooc	100.6	15
Pw	71.1	83
S92	128.4	174
Spec	75.6	1,337
Trng - Training	118.7	188
Unav - Unavailable	83.0	13,330
Veh - Vehicle Maintenance	65.0	583
Administrative - Weighted Average/Total Activities	81.4	17,155
Personal - Meal	80.0	1,726
Weighted Average/Total Activities	81.3	18,881

Observations:

- The most common administrative activity description was associated with status code “unavailable.”
- The description with the longest average time was for court-related activities.
- The average time spent on administrative activities was 81.4 minutes and for personal activities, it was 80.0 minutes.

FIGURE 11-12: Activities per Day, by Month

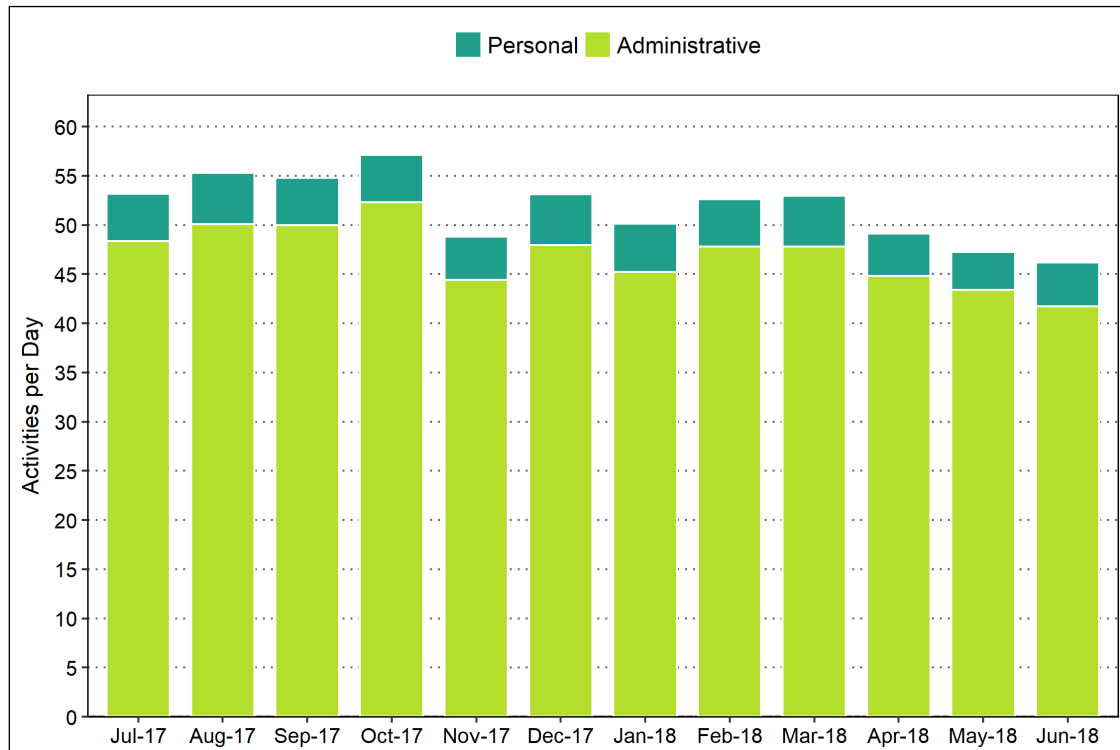


TABLE 11-13: Activities per Day, by Month

Activities	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun
Administrative	48.4	50.1	50.0	52.3	44.4	48.0	45.2	47.8	47.8	44.8	43.4	41.7
Personal	4.8	5.2	4.8	4.8	4.4	5.2	4.9	4.8	5.2	4.3	3.9	4.5
Total	53.2	55.3	54.8	57.1	48.8	53.1	50.1	52.6	53.0	49.1	47.3	46.2

Observations:

- The number of noncall activities per day was lowest in June.
- The number of noncall activities per day was highest in October.

FIGURE 11-13: Activities per Day, by Day of Week

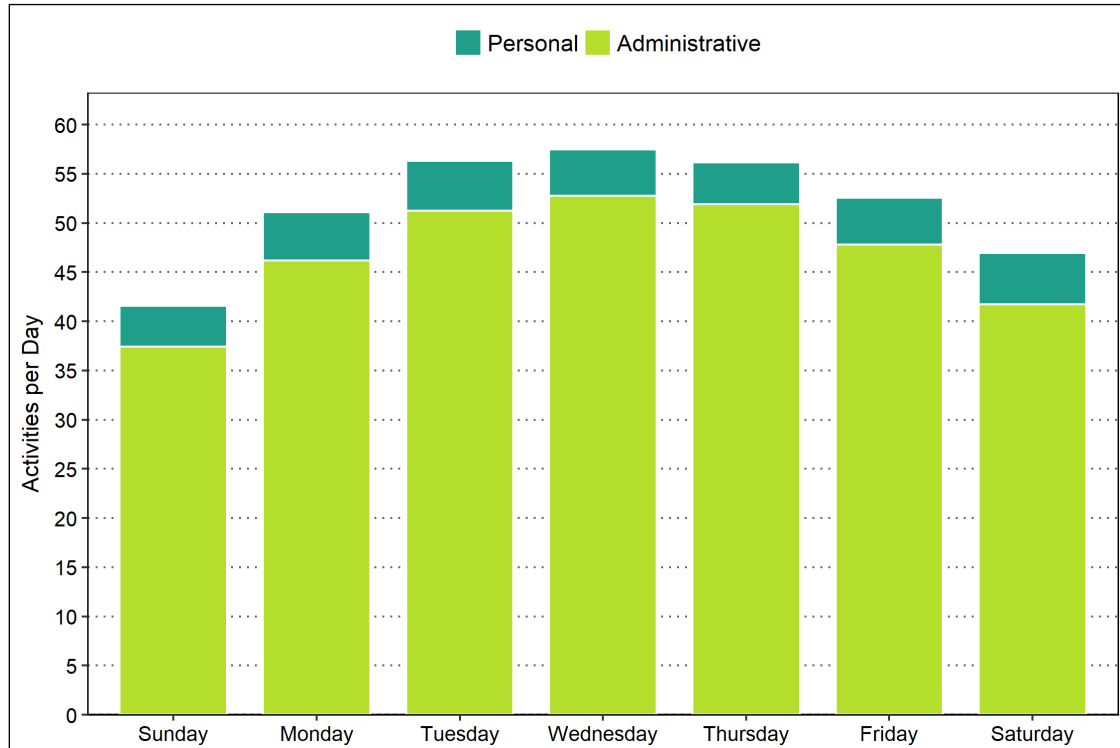


TABLE 11-14: Activities per Day, by Day of Week

Day of Week	Administrative	Personal	Activities per Day
Sunday	37.4	4.2	41.6
Monday	46.2	4.9	51.1
Tuesday	51.3	5.1	56.3
Wednesday	52.8	4.7	57.5
Thursday	51.9	4.2	56.2
Friday	47.8	4.8	52.6
Saturday	41.7	5.2	47.0
Weekly Average	47.0	4.7	51.7

Observations:

- The number of noncall activities per day was lowest on Sundays.
- The number of noncall activities per day was highest on Wednesdays.

FIGURE 11-14: Activities per Day, by Hour of Day

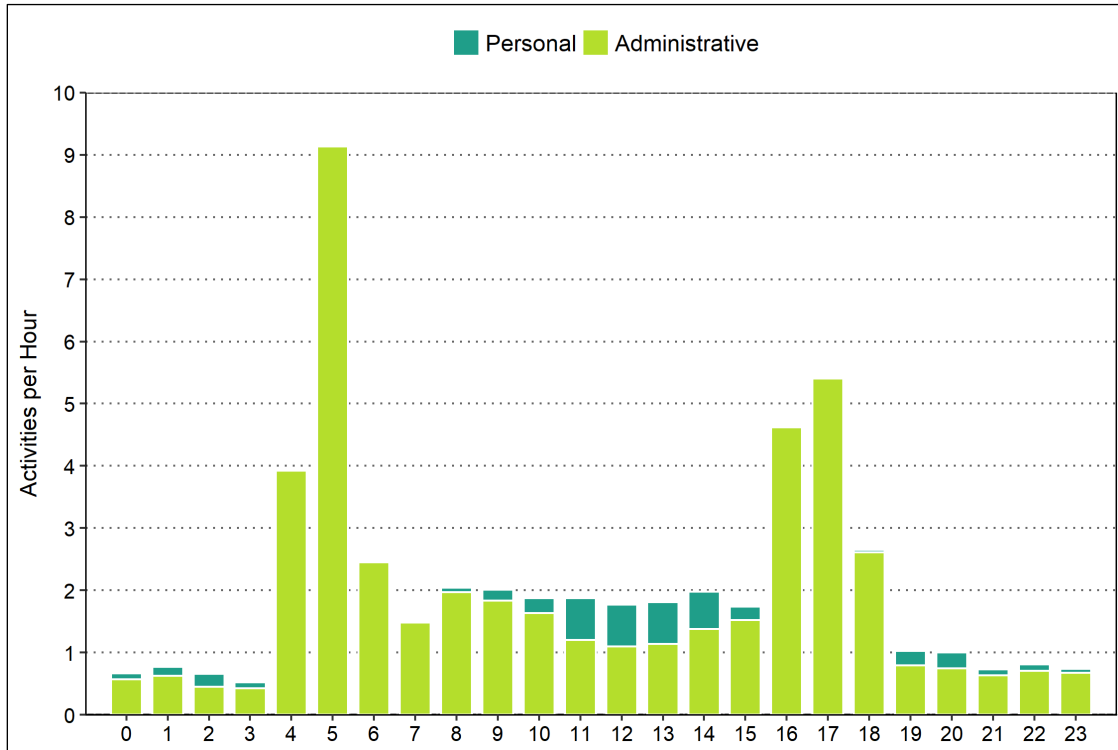


TABLE 11-15: Activities per Day, by Hour of Day

Hour	Personal	Administrative	Total
0	0.1	0.6	0.7
1	0.2	0.6	0.8
2	0.2	0.4	0.7
3	0.1	0.4	0.5
4	0.0	3.9	3.9
5	0.0	9.1	9.1
6	0.0	2.5	2.5
7	0.0	1.5	1.5
8	0.1	2.0	2.0
9	0.2	1.8	2.0
10	0.2	1.6	1.9
11	0.7	1.2	1.9
12	0.7	1.1	1.8
13	0.7	1.1	1.8
14	0.6	1.4	2.0
15	0.2	1.5	1.7
16	0.0	4.6	4.6
17	0.0	5.4	5.4
18	0.0	2.6	2.7
19	0.2	0.8	1.0
20	0.3	0.7	1.0
21	0.1	0.6	0.7
22	0.1	0.7	0.8
23	0.1	0.7	0.7
Hourly Average	0.2	2.0	2.2

Observations:

- The number of activities per hour was highest between 5:00 a.m. and 6:00 a.m.
- The number of activities per hour was lowest between 3:00 a.m. and 4:00 a.m.

DEPLOYMENT

For this study, we examined deployment information for eight weeks in summer (July 7 through August 31, 2017) and eight weeks in winter (January 4 through February 28, 2018). The department's main patrol force consists of patrol officers operating on two 12-hour shifts starting at 6:00 a.m. and 6:00 p.m. with early cars starting at 5:00 a.m. and 5:00 p.m. The police department's main patrol force deployed an average of 11.8 officers per hour during the 24-hour day in summer 2017 and 12.2 officers per hour in winter 2018. Additionally, the K9, traffic and parks police units also responded to calls for service. When these additional units are included, the department averaged 15.0 officers per hour during the 24-hour day in summer 2017 and 15.4 officers per hour in winter 2018.

In this section, we describe the deployment and workload in distinct steps, distinguishing between winter and summer and between weekdays (Monday through Friday) and weekends (Saturday and Sunday):

- First, we focus on patrol deployment alone.
- Next, we compare "all" workload, which includes community-initiated calls, police-initiated calls, and out-of-service(noncall) activities.
- Finally, we compare the workload against deployment by percentage.

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

FIGURE 11-15: Deployed Officers, Weekdays, Summer 2017

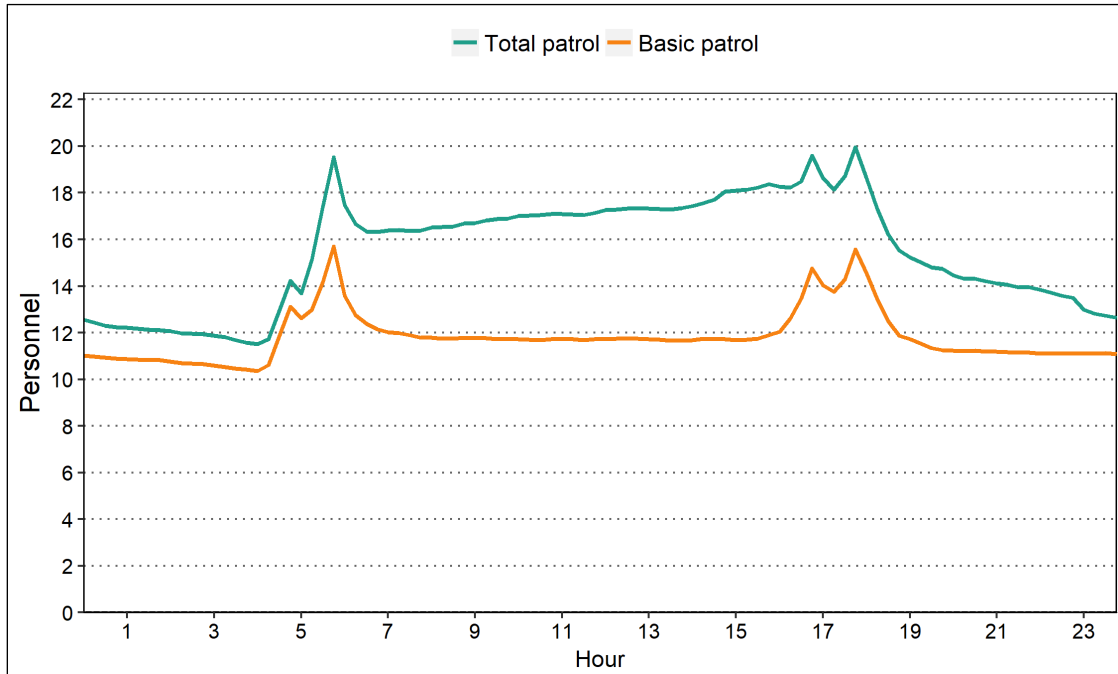


FIGURE 11-16: Deployed Officers, Weekends, Summer 2017

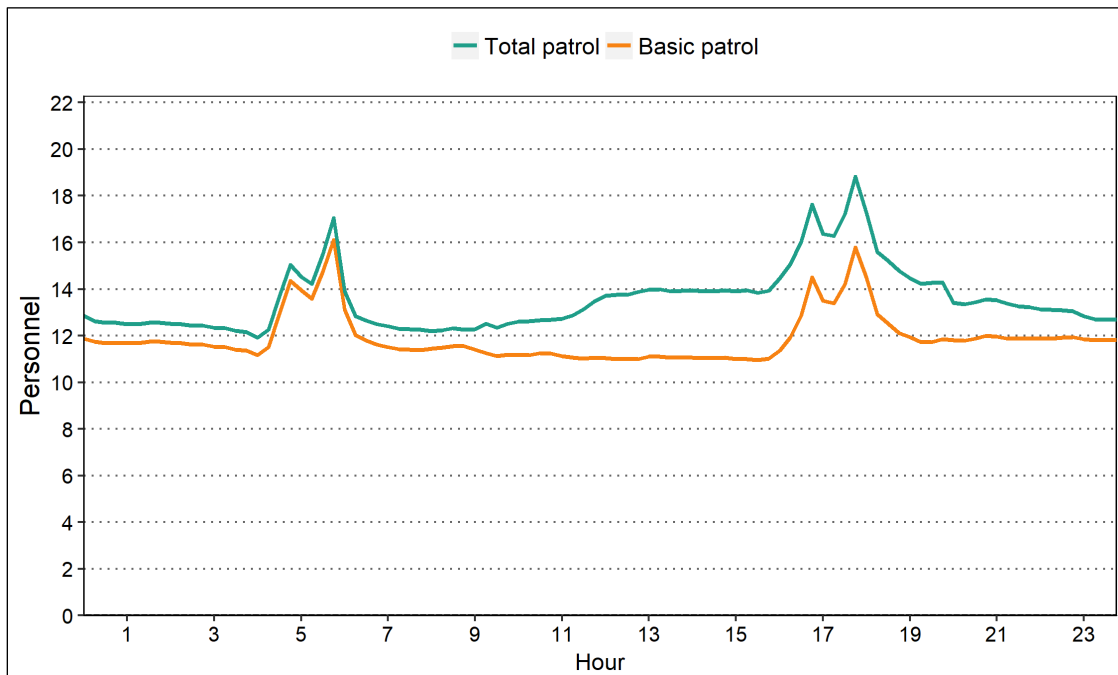


FIGURE 11-17: Deployed Officers, Weekdays, Winter 2018

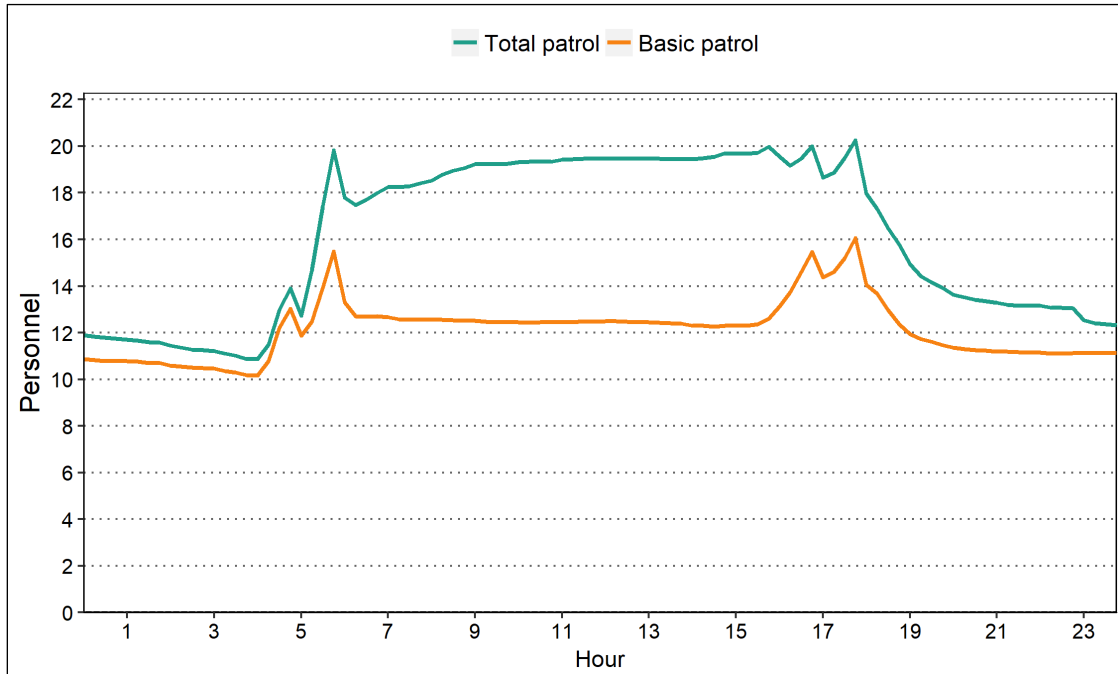
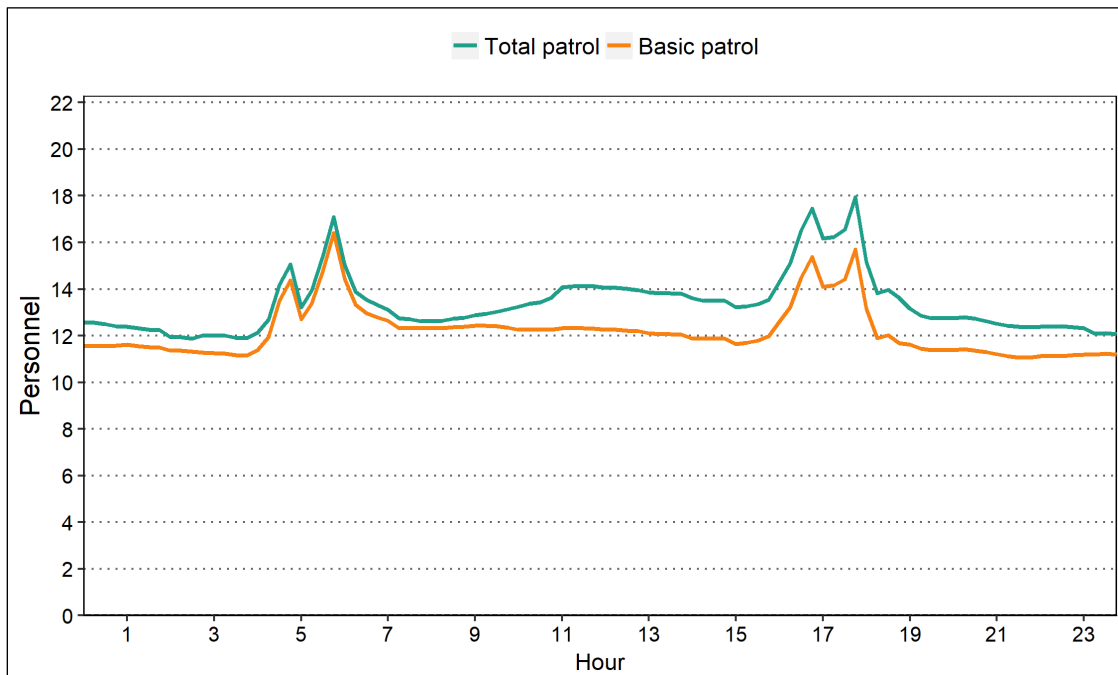


FIGURE 11-18: Deployed Officers, Weekends, Winter 2018



Observations:

- For summer (July 7 through August 31, 2017):
 - The average deployment was 15.5 officers per hour during the week and 13.6 officers per hour on the weekend.
 - Average deployment varied from 11.5 to 20.0 officers per hour on weekdays and 11.9 to 18.8 officers per hour on weekends.
- For winter (January 4 through February 28, 2018):
 - The average deployment was 16.2 officers per hour during the week and 13.4 officers per hour on the weekend.
 - Average deployment varied from 10.9 to 20.3 officers per hour on weekdays and 11.9 to 17.9 officers per hour on weekends.

FIGURE 11-19: Deployment and All Workload, Weekdays, Summer 2017

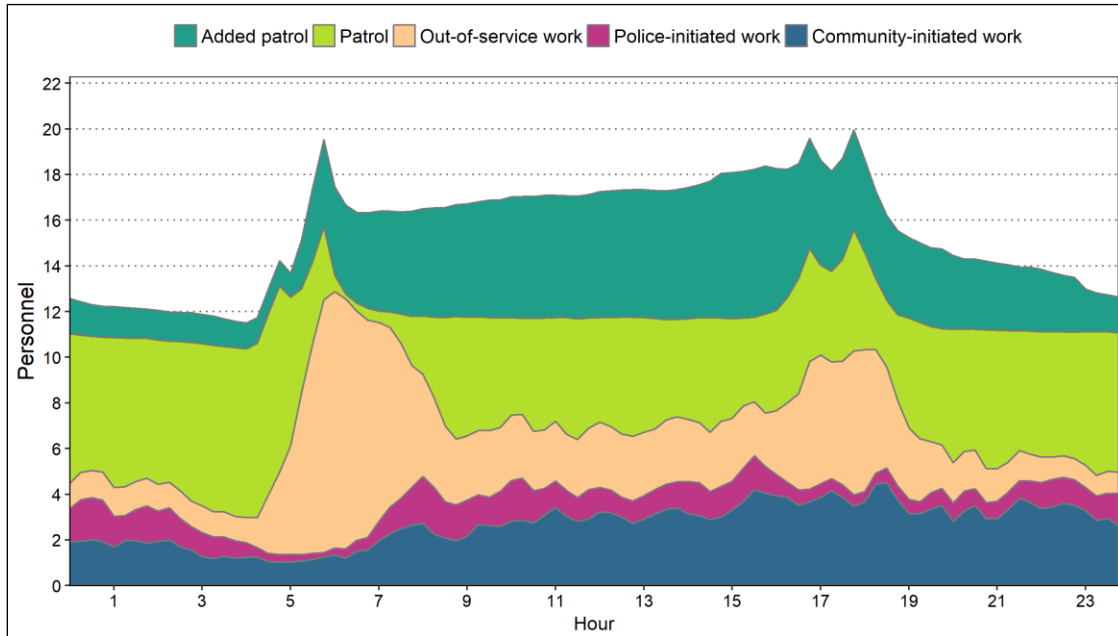


FIGURE 11-20: Deployment and All Workload, Weekends, Summer 2017

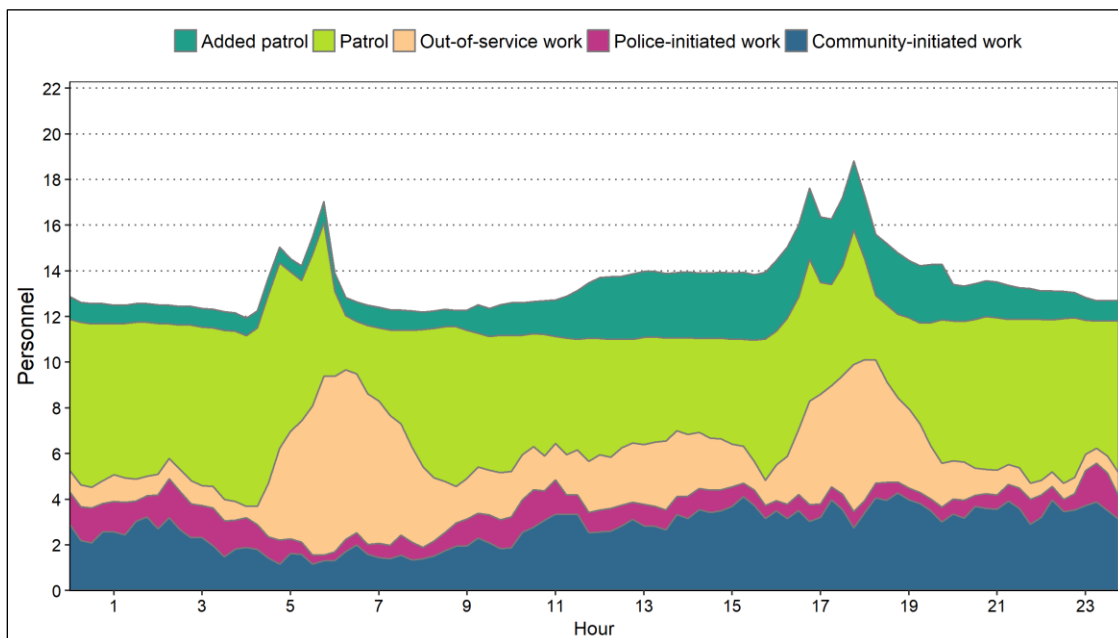


FIGURE 11-21: Deployment and All Workload, Weekdays, Winter 2018

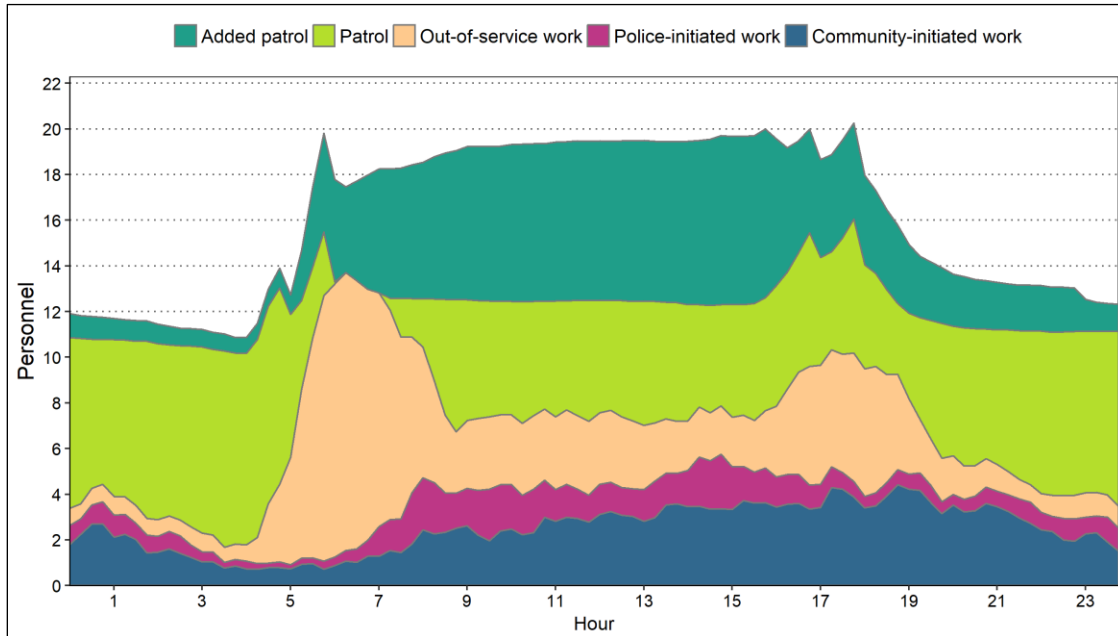
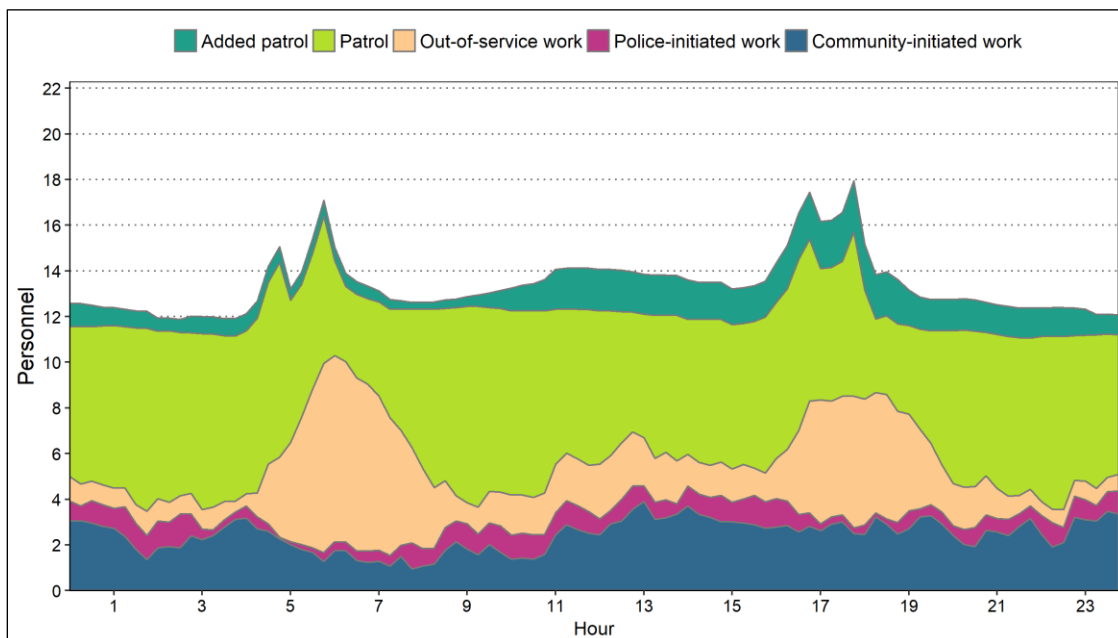


FIGURE 11-22: Deployment and All Workload, Weekends, Winter 2018



Note: Figures 11-19 to 11-22 show deployment along with all workload from community-initiated calls, police-initiated calls, and out-of-service work.

Observations:

Summer:

- Community-initiated work:
 - Average community-initiated workload was 2.7 officers per hour during the week and 2.8 officers per hour on weekends.
 - This was approximately 17 percent of hourly deployment during the week and 20 percent of hourly deployment on weekends.
- All work:
 - Average workload was 6.9 officers per hour during the week and 6.2 officers per hour on weekends.
 - This was approximately 45 percent of hourly deployment during the week and 46 percent of hourly deployment on weekends.

Winter:

- Community-initiated work:
 - Average community-initiated workload was 2.5 officers per hour during the week and 2.4 officers per hour on weekends.
 - This was approximately 15 percent of hourly deployment during the week and 18 percent of hourly deployment on weekends.
- All work:
 - Average workload was 6.8 officers per hour during the week and 5.7 officers per hour on weekends.
 - This was approximately 42 percent of hourly deployment during the week and 43 percent of hourly deployment on weekends.

FIGURE 11-23: Percentage of Workload, Weekdays, Summer 2017

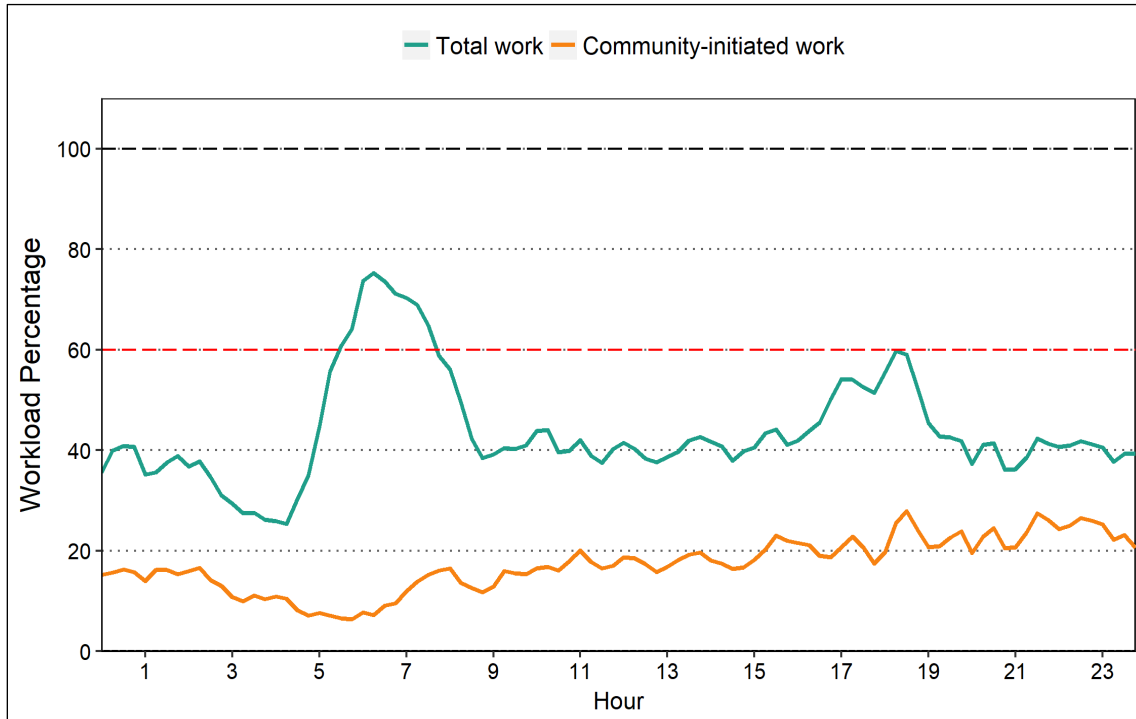


FIGURE 11-24: Percentage of Workload, Weekends, Summer 2017

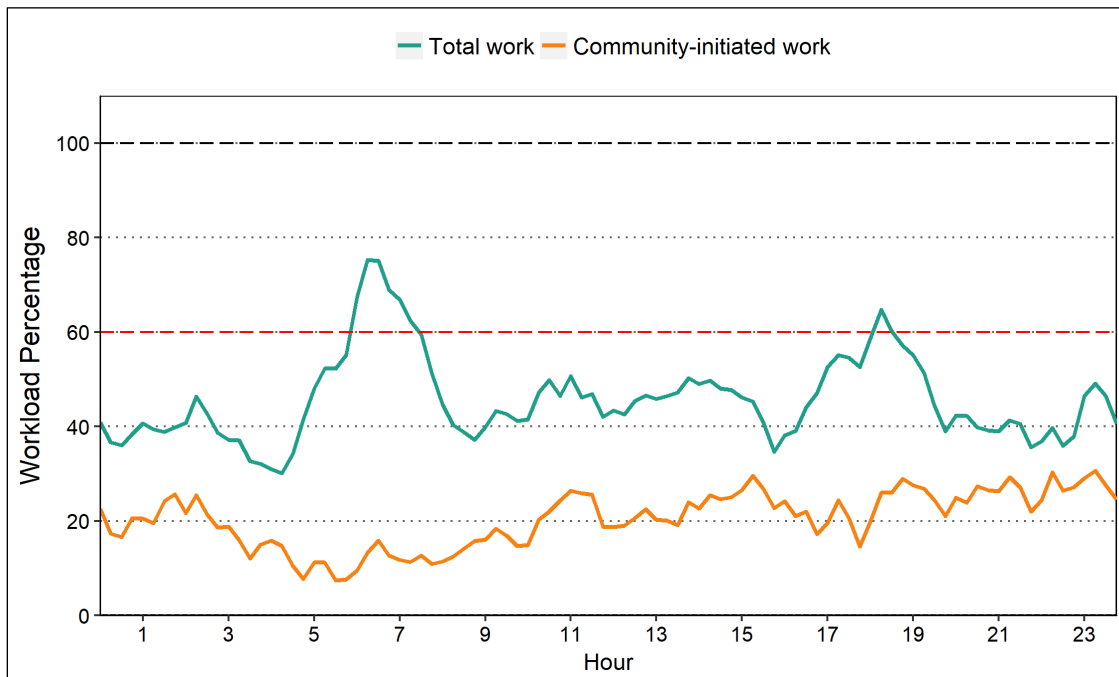


FIGURE 11-25: Percentage of Workload, Weekdays, Winter 2018

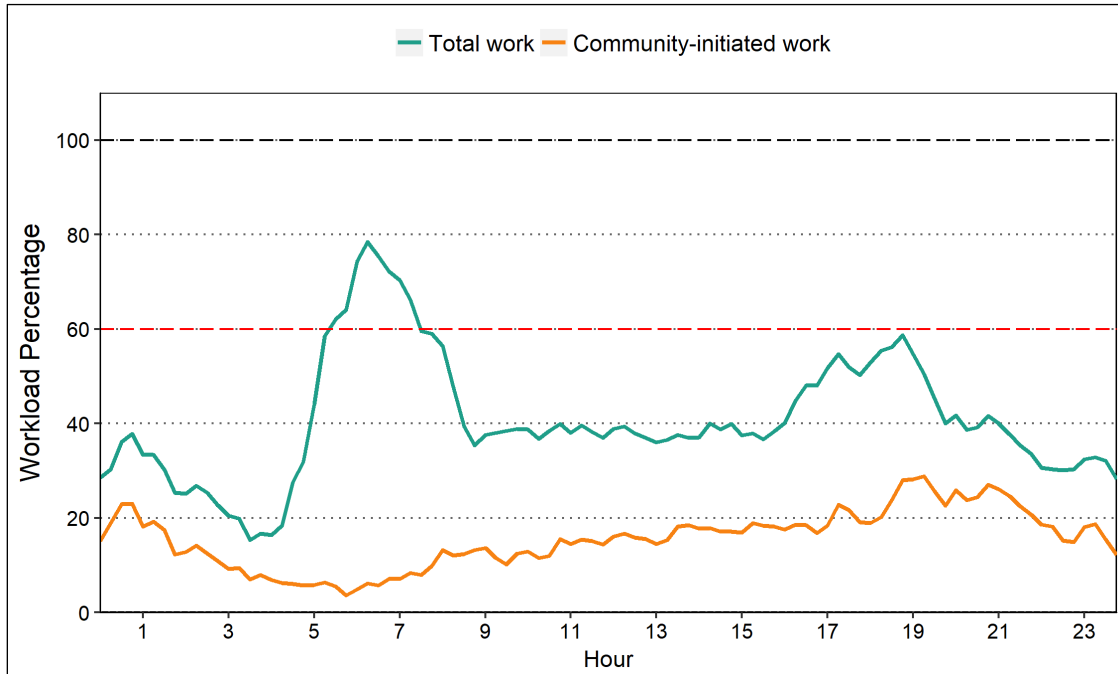
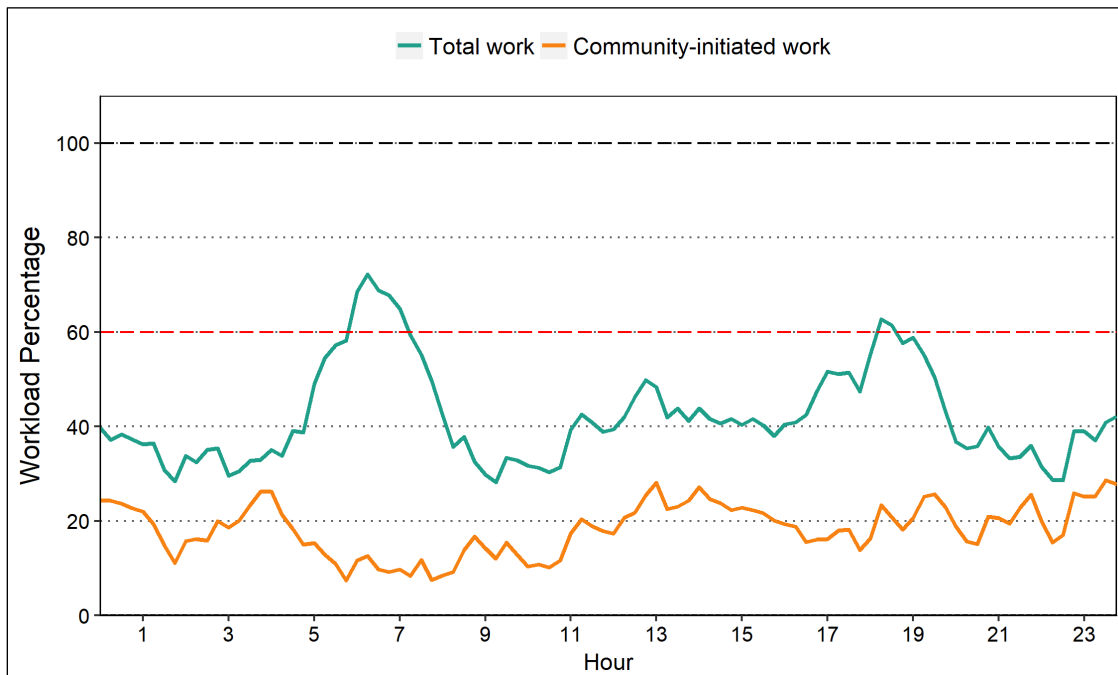


FIGURE 11-26: Percentage of Workload, Weekends, Winter 2018



Observations:

Summer:

- Community-initiated work:
 - During the week, workload reached a maximum of 28 percent of deployment between 6:30 p.m. and 6:45 p.m. and between 9:30 p.m. and 9:45 p.m.
 - On weekends, workload reached a maximum of 31 percent of deployment between 10:15 p.m. and 10:30 p.m. and between 11:15 p.m. and 11:30 p.m.
- All work:
 - During the week, workload reached a maximum of 75 percent of deployment between 6:15 a.m. and 6:30 a.m.
 - On weekends, workload reached a maximum of 75 percent of deployment between 6:15 a.m. and 6:45 a.m.

Winter:

- Community-initiated work:
 - During the week, workload reached a maximum of 29 percent of deployment between 7:15 p.m. and 7:30 p.m.
 - On weekends, workload reached a maximum of 29 percent of deployment between 11:30 p.m. and 11:45 p.m.
- All work:
 - During the week, workload reached a maximum of 78 percent of deployment between 6:15 a.m. and 6:30 a.m.
 - On weekends, workload reached a maximum of 72 percent of deployment between 6:15 a.m. and 6:30 a.m.

RESPONSE TIMES

We analyzed the response times to various types of calls, separating the duration into dispatch delay and travel time, to determine whether response times varied by call type. Response time is measured as the difference between when a call is received and when the first unit arrives on scene. This is further divided into dispatch delay and travel time. Dispatch delay is the time between when a call is received and when the first unit is dispatched. Travel time is the remaining time until the first unit arrives on scene.

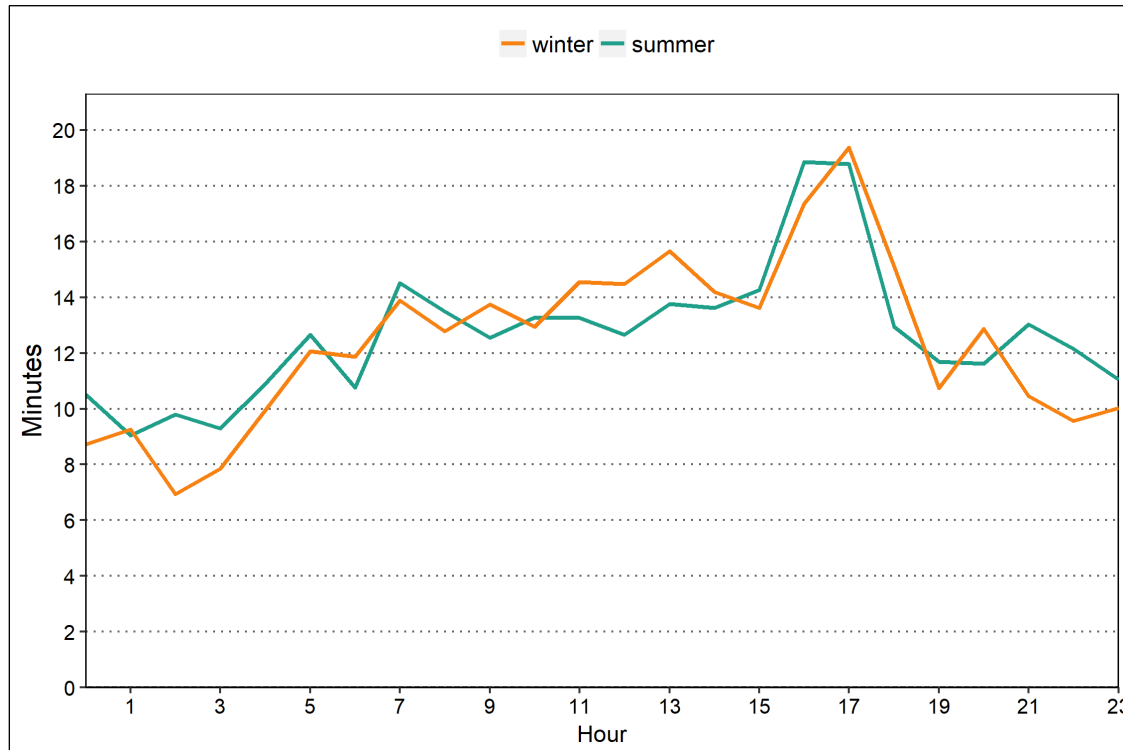
We begin the discussion with statistics that include all calls combined. We started with 9,803 calls for summer and 10,131 calls for winter. We limited our analysis to community-initiated calls, which amounted to 4,601 calls for summer and 4,326 calls for winter. After excluding calls without valid arrival times and excluding calls located at the Roswell Police Department's headquarters, we were left with 4,035 calls in summer and 3,836 calls in winter for our analysis. For the entire year, we began with 64,313 calls, limited our analysis to 29,040 community-initiated calls, and further focused our analysis on 25,735 calls after excluding for the same reasons.

Our initial analysis does not distinguish calls based on priority; instead, it examines the difference in response to all calls by time of day and compares winter and summer periods. We then present a brief analysis of response time for high-priority calls alone.

All Calls

This section looks at all calls without considering their priorities. In addition to examining the differences in response times by both time of day and season (winter vs. summer), we show differences in response times by category.

FIGURE 11-27: Average Response Time and Dispatch Delays, by Hour of Day, Winter and Summer, 2018



Observations:

- Average response times varied significantly by the hour of the day.
- In summer, the longest response times were between 4:00 p.m. and 6:00 p.m., with an average of 18.8 minutes.
- In summer, the shortest response times were between 1:00 a.m. and 2:00 a.m., with an average of 9.0 minutes.
- In winter, the longest response times were between 5:00 p.m. and 6:00 p.m., with an average of 19.4 minutes.
- In winter, the shortest response times were between 2:00 a.m. and 3:00 a.m., with an average of 6.9 minutes.

FIGURE 11-28: Average Response Time by Category, Summer 2017

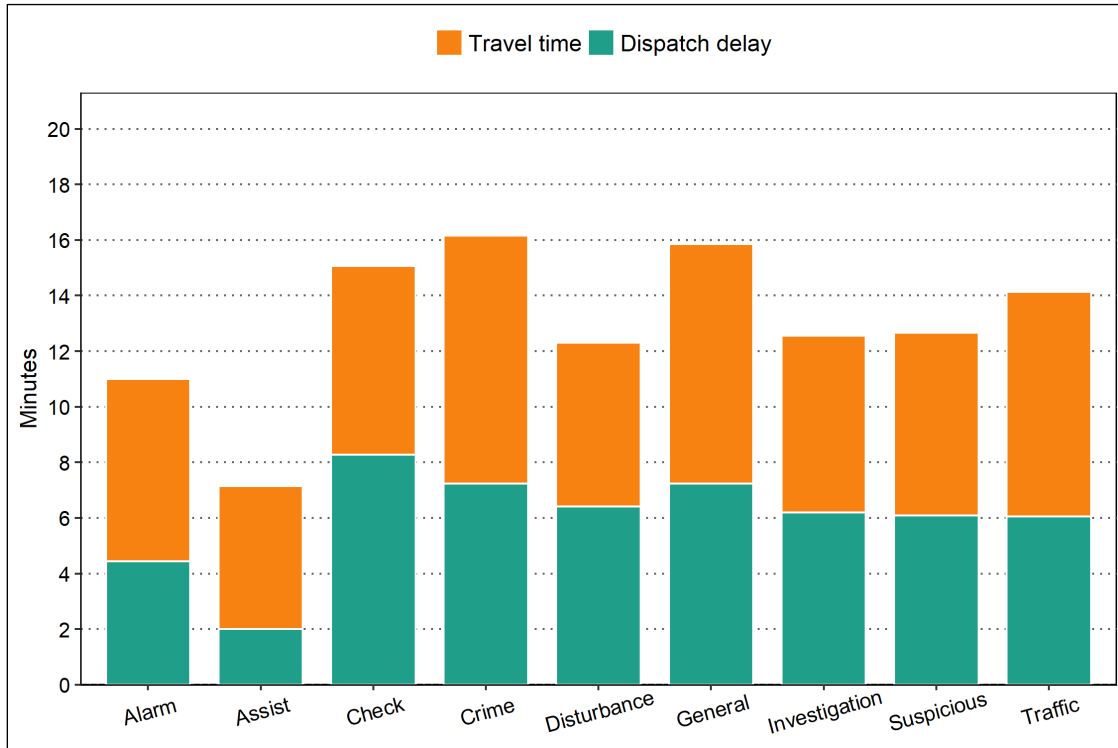


FIGURE 11-29: Average Response Time by Category, Winter 2018

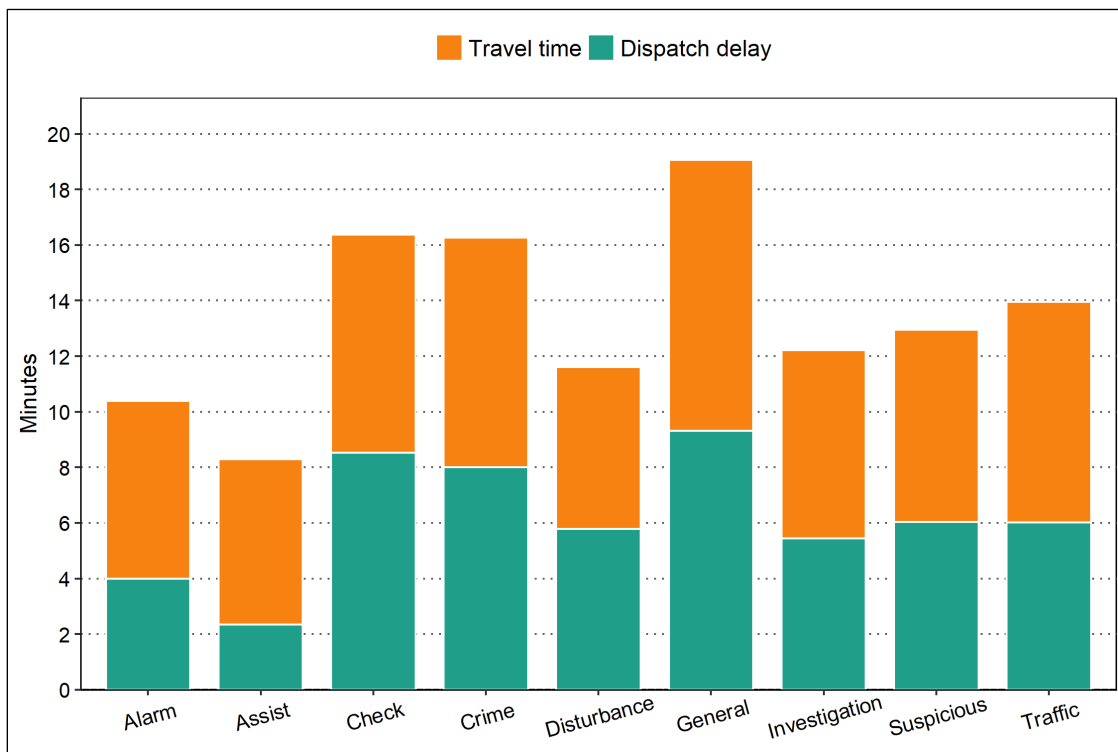


TABLE 11-16: Average Response Time Components, by Category

Category	Summer			Winter		
	Dispatch	Travel	Response	Dispatch	Travel	Response
Accident	5.5	8.2	13.7	5.6	8.1	13.7
Alarm	4.4	6.6	11.0	4.0	6.4	10.4
Animal	5.6	7.5	13.1	7.4	7.6	15.0
Assist–fire	0.9	4.2	5.0	0.6	4.4	5.0
Assist–medical	2.3	4.9	7.2	3.3	5.6	9.0
Assist–other	2.1	5.6	7.7	2.1	6.9	9.0
Check	8.3	6.8	15.1	8.5	7.9	16.4
Crime–person	6.7	7.9	14.6	7.3	7.2	14.4
Crime–property	7.4	9.2	16.6	8.3	8.6	16.9
Disturbance	6.4	5.9	12.3	5.8	5.8	11.6
Investigation	6.2	6.4	12.6	5.4	6.8	12.2
Miscellaneous	10.3	8.5	18.8	10.2	8.7	18.9
Prisoner–transport	8.1	13.2	21.3	14.7	18.9	33.6
Suspicious incident	6.1	6.6	12.7	6.0	6.9	12.9
Traffic enforcement	7.3	7.9	15.1	7.1	7.6	14.6
Total	6.0	7.3	13.3	6.0	7.3	13.3

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

Observations:

- In summer, the average response time for most categories was between 7 minutes and 16 minutes.
- In summer, the average response time was as short as 7 minutes (for assists) and as long as 16 minutes (for crimes).
- In winter, the average response time for most categories was between 8 minutes and 17 minutes.
- In winter, the average response time was as short as 8 minutes (for assists) and as long as 19 minutes (for general noncriminal calls).
- The average response time for crimes was 16 minutes in winter and in summer.

TABLE 11-17: 90th Percentiles for Response Time Components, by Category

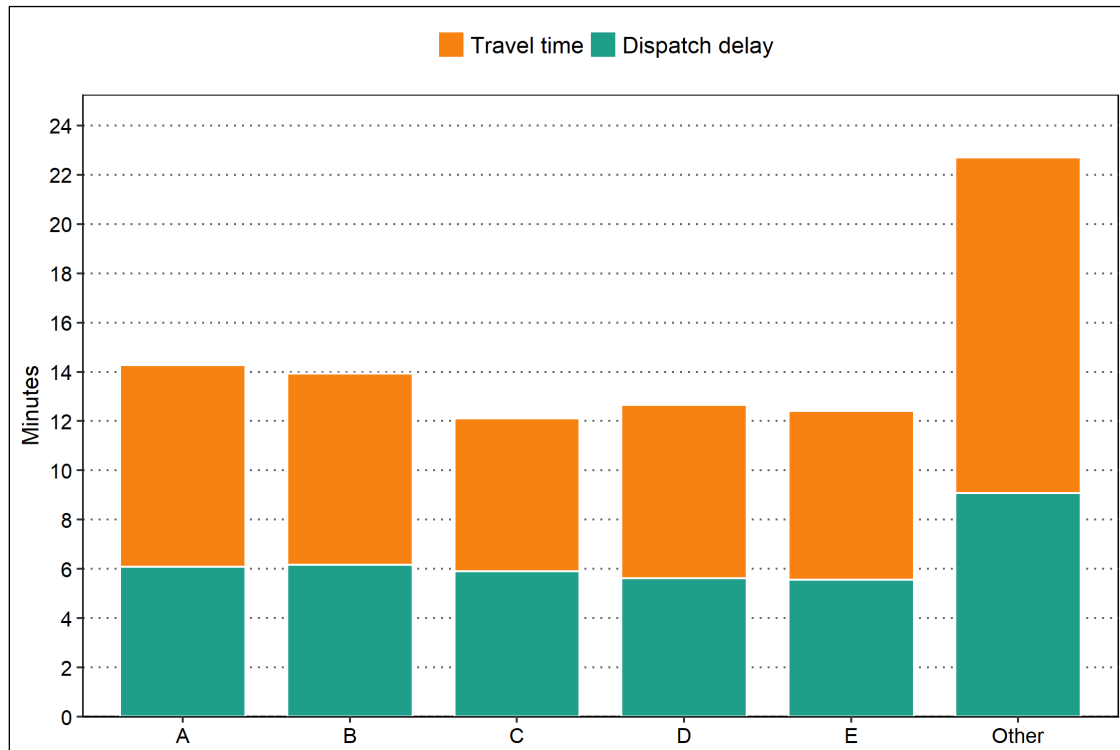
Category	Summer			Winter		
	Dispatch	Travel	Response	Dispatch	Travel	Response
Accident	11.6	16.3	25.5	11.3	16.4	25.7
Alarm	10.6	12.2	19.2	7.6	12.0	17.8
Animal	11.7	13.6	27.5	15.3	14.1	28.3
Assist–fire	1.6	5.6	7.7	0.9	6.3	7.7
Assist–medical	5.4	8.2	13.0	7.3	10.0	14.3
Assist–other	4.9	10.5	12.6	5.0	13.7	20.5
Check	19.6	13.1	31.6	18.6	15.5	30.2
Crime–person	14.4	14.3	28.5	16.7	15.5	27.9
Crime–property	18.2	18.9	33.6	20.8	18.4	37.9
Disturbance	13.1	10.3	23.1	10.8	10.5	19.0
Investigation	12.4	11.6	23.4	11.0	12.1	21.3
Miscellaneous	24.9	15.6	36.3	27.9	13.2	36.7
Prisoner–transport	78.1	58.9	150.6	110.5	60.7	148.6
Suspicious incident	11.3	12.5	22.3	12.0	12.8	23.3
Traffic enforcement	19.8	15.0	29.0	15.4	15.3	26.9
Total Average	13.3	14.0	25.6	12.9	14.4	25.2

Note: A 90th percentile value of 25.6 minutes means that 90 percent of all calls are responded to in fewer than 25.6 minutes. For this reason, the columns for dispatch delay and travel time may not be equal to the total response time.

Observations:

- In summer, the 90th percentile value for response time was as short as 13 minutes (for assists) and as long as 33 minutes (for general noncriminal calls).
- In winter, the 90th percentile value for response time was as short as 15 minutes (for assists) and as long as 45 minutes (for general noncriminal calls).

FIGURE 11-30: Average Response Time Components, by Zone



Note: The “other” category includes about 71 calls with an “MP” beat and 289 calls missing a beat record.

TABLE 11-18: Average Response Time Components, by Beat

Beat	Dispatch	Travel	Response	Calls	Area (Sq. Miles)
A1	6.2	9.2	15.4	2,463	9.5
A2	6.1	7.7	13.7	4,911	6.0
B1	6.1	7.3	13.4	2,714	6.9
B2	6.3	8.3	14.6	1,923	4.2
C1	5.8	6.2	12.0	2,768	2.4
C2	6.0	6.2	12.2	3,695	1.8
D1	5.7	7.3	13.0	1,958	3.5
D2	5.6	6.8	12.4	2,077	3.0
E1	5.7	6.4	12.1	1,532	1.4
E2	5.5	7.3	12.8	1,334	3.3
MP	7.6	14.1	21.6	71	NA
Unknown	9.4	13.5	23.0	289	NA
Weighted Average/ Total	6.0	7.4	13.3	25,735	42.0

Observations:

- Excluding the “MP” and “unknown” beats, all beats had an average response time between 12 and 15 minutes.

High-Priority Calls

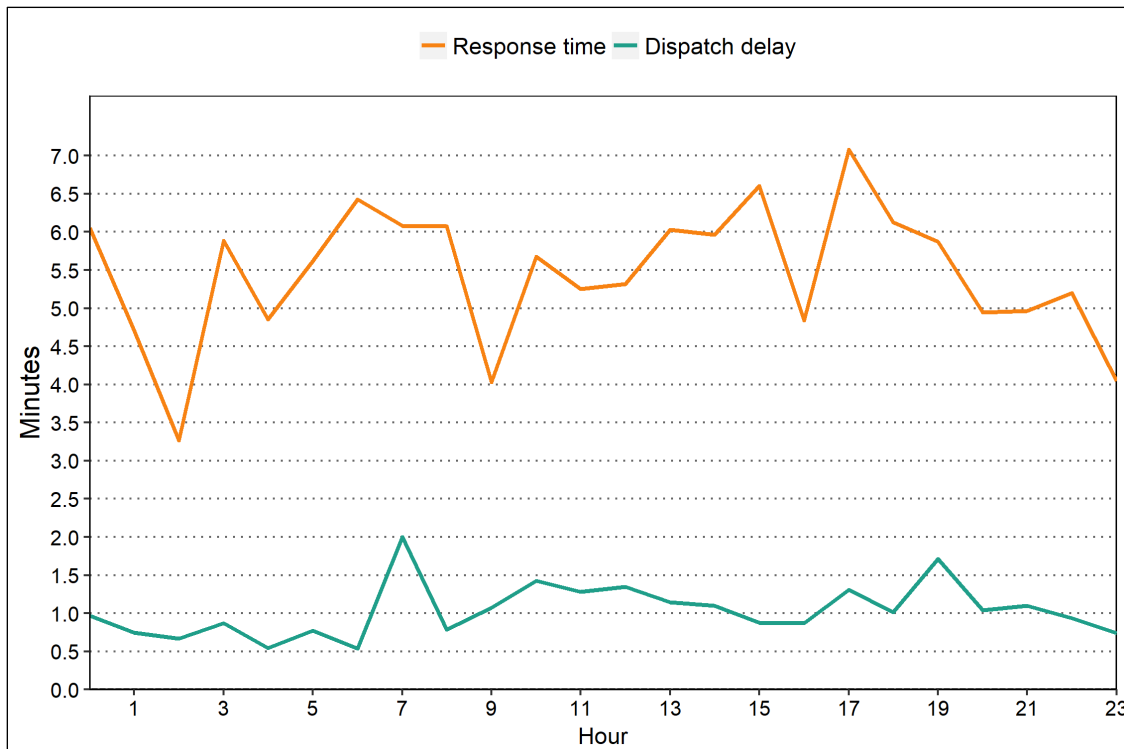
The department assigned priorities to calls with priority "P" as the highest priority. Table 11-19 shows average response times by priority. Figure 11-31 focuses on priority "P" calls only.

TABLE 11-19: Average Dispatch, Travel, and Response Times, by Priority

Priority	Dispatch Delay	Travel Time	Response Time	Calls
P	1.1	4.5	5.6	624
1	4.7	6.4	11.2	9,469
2	5.9	6.4	12.3	3,386
3	7.3	8.7	16.0	7,587
4	9.1	9.8	19.0	813
5	11.2	11.2	22.4	9
6	7.1	7.9	15.0	3,375
7	2.7	6.2	9.0	471
9	9.0	0.0	9.0	1
Weighted Average/Total	6.0	7.4	13.3	25,735

Note: The total average is weighted according to the number of calls within each priority level.

FIGURE 11-31: Average Response Times and Dispatch Delays for High-priority Calls, by Hour



Observations:

- High-priority calls (priority P) had an average response time of 5.6 minutes, lower than the overall average of 13.3 minutes for all calls.
- Average dispatch delay was 1.1 minutes for high-priority calls, compared to 6.0 minutes overall.
- For high-priority calls, the longest response times were between 5:00 p.m. and 6:00 p.m., with an average of 7.1 minutes.
- For high-priority calls, the shortest response times were between 2:00 a.m. and 3:00 a.m., with an average of 3.3 minutes.
- Average dispatch delay for high-priority calls was consistently 2.0 minutes or less.

APPENDIX A: CALL TYPE CLASSIFICATION

Call descriptions for the department's calls for service from July 1, 2017, to June 30, 2018, were classified into the following categories.

TABLE 11-20: Call Type, by Category

Call Type	Table Category	Figure Category		
POLICE ALARM	Alarm	Alarm		
ELECTRICAL WIRES DOWN	Assist–fire			
ENTRAPMENT UNKNOWN - BRAVO RES				
EXPLOSION - VEHICLE / OTHER				
FIRE ALARM				
FIRE CALL				
SMOKE OUTSIDE - HEAVY				
STR FIRE ODOR OF SMOKE ONLY				
STRC FIRE - XTING / APPLIANCE				
STRUCTURE FIRE				
C/R/A/ OR DEATH - ECHO RESP			Assist–medical	Assist
CHOKING - DELTA RESP.				
CHOKING - ECHO RESP.				
CONVULSIONS - DELTA				
DIABETIC - DELTA				
FALL - DELTA RESP.				
HEMORRHAGE / LACERATION - DELT				
MENTAL CONSUMER				
OVERDOSE / POISONING - CHARLIE				
OVERDOSE / POISONING - DELTA				
PREGNANCY / CHILDBIRTH - DELTA				
PSYCHIATRIC / SUICIDE - BRAVO				
PSYCHIATRIC / SUICIDE - DELTA				
UNCONSCIOUS - DELTA RESP.				
UNCONSCIOUS - ECHO RESP				
ASSIST MOTORIST	Assist-other			
ESCORT CITIZEN				
MEET OFFICER				
SERVICE CALL - BRAVO RESP				
CITIZEN CONTACT	Check	Check		
PREMISE CHECK				
WELFARE CHECK				
ABDUCTION/HOSTAGE	Crime–person	Crime		

Call Type	Table Category	Figure Category
ABUSE/ABANDONMENT		
ASSAULT		
ASSAULT / SEXUAL - BRAVO RESP.		
ASSAULT / SEXUAL - DELTA RESP		
HARRASSMENT/THREATS		
PENETRATING TRAUMA - DELTA		
PERSON SHOT		
PERSON STABBED		
PHYSICAL ALTERCATION		
PUBLIC INDECENCY		
RAPE		
ROBBERY		
STALKING		
BURGULARY		
BURGULARY IN PROGRESS		
CRIMINAL TRESPASS		
DAMAGE TO PROPERTY		
FORGERY/FRAUD		
STOLEN VEHICLE		
THEFT		
THEFT / LOSS OF PROPERTY		
BUSINESS DISPUTE	Disturbance	Disturbance
DISTURBANCE / NUISANCE		
WEAPONS		
WEAPONS - PAST		
ANIMAL BITES / ATTACKS - ALPHA	Animal	General noncriminal
ANIMAL BITES / ATTACKS - BRAVO		
ANIMAL BITES / ATTACKS - DELTA		
ANIMAL COMPLAINT		
BACK UP UNIT REQUESTED	Miscellaneous	
BOLO		
EXTRA JOB DETAIL		
MESSAGE DELIVERY		
MISCELLANEOUS NON URGENT RQST		
MISCELLANEOUS REFERRAL		
MISCELLANEOUS URGENT RQST		
POLICE CALL PENDING		
TRANSPORT PRISONER	Prisoner-transport	

Call Type	Table Category	Figure Category
TRANSPORT PERSON		
WANTED PERSON LOCATED		
9-1-1 HANG UP		
911 INFORMATION		
BOMB THREAT /DEVICE		
CHASE IN PROGRESS		
CUSTODY ISSUE		
DECEASED PERSON		
DISCHARGING FIREARMS		
DISCHARGING FIREWORKS		
DISORDERLY JUVINILES		
DOMESTIC DISTURBANCE		
DRUGS INVOLVED	Investigation	Investigation
INTOXICATED PERSON		
MISSING PERSON		
PERSON ARMED		
PERSON DOWN		
PERSON SCREAMING		
PREMISE UNSECURED		
SUICIDE THREAT		
TROUBLE UNKNOWN		
UNKNOWN PROBLEM - DELTA RESP.		
SUSPICIOUS ACTIVITY/PERSON/VEHICLE	Suspicious incident	Suspicious incident
SUSPICIOUS PACKAGE - CHARLIE		
HIT & RUN		
HIT & RUN W/ INJ		
PERSON HIT BY VEHICLE		
TRAFFIC ACCIDENT	Accident	
TRAFFIC ACCIDENT - ALPHA RESP		
TRAFFIC ACCIDENT - BRAVO RESP.		
TRAFFIC ACCIDENT - DELTA RESP.		
TRAFFIC ACCIDENT - OMEGA		
TRAFFIC ACCIDENT W/ INJ		Traffic
ABANDONED VEHICLE		
IMPAIRED DRIVER		
PARKING COMPLAINT	Traffic enforcement	
RECKLESS DRIVING		
STREET OBSTRUCTION		

Call Type	Table Category	Figure Category
TRAFFIC COMPLAINT AREA		
VEHICLE REG CHECK		
WORK TRAFFIC DETAIL		
TRAFFIC - INFO / REFERRAL	Traffic stop	
TSTOP		

APPENDIX B: UNIFORM CRIME REPORT INFORMATION

This section presents information obtained from Uniform Crime Reports (UCR) collected by the Federal Bureau of Investigation (FBI). The tables and figures include the most recent information that is publicly available at the national level. This includes crime reports for 2008 through 2017, along with clearance rates for 2016. Crime rates are expressed as incidents per 100,000 population.

TABLE 11-21: Reported Crime Rates in 2017, by City

City	State	Population	Crime Rates		
			Violent	Property	Total
Acworth	GA	22,747	176	2,545	2,721
Alpharetta	GA	66,711	51	1,779	1,830
Brookhaven	GA	52,973	355	2,758	3,113
Canton	GA	26,897	249	2,595	2,844
Carrollton	GA	26,951	542	4,315	4,857
Chamblee	GA	28,558	473	3,330	3,803
Decatur	GA	23,378	171	2,271	2,442
Douglasville	GA	33,640	725	6,240	6,965
Duluth	GA	29,795	111	1,869	1,980
Dunwoody	GA	49,321	128	4,061	4,189
East Point	GA	35,740	1,307	11,572	12,879
Forest Park	GA	19,948	657	5,625	6,282
Gainesville	GA	40,836	384	3,438	3,822
Johns Creek	GA	85,048	29	676	705
Kennesaw	GA	34,154	211	1,405	1,616
Lawrenceville	GA	31,183	234	3,037	3,271
Marietta	GA	61,646	349	3,583	3,932
Milton	GA	39,388	23	757	780
Newnan	GA	38,825	605	2,632	3,237
Peachtree City	GA	35,300	40	1,674	1,714
Sandy Springs	GA	107,740	117	2,100	2,217
Smyrna	GA	57,576	299	2,682	2,981
Snellville	GA	19,982	195	3,488	3,683
Suwanee	GA	20,186	159	2,576	2,735
Union City	GA	21,160	1,224	10,940	12,164
Woodstock	GA	32,293	108	1,861	1,969
Roswell	GA	95,602	113	1,690	1,803
Georgia		10,429,379	357	2,860	3,217
United States		325,719,178	383	2,362	2,745

FIGURE 11-32: Reported Violent and Property Crime Rates, by Year

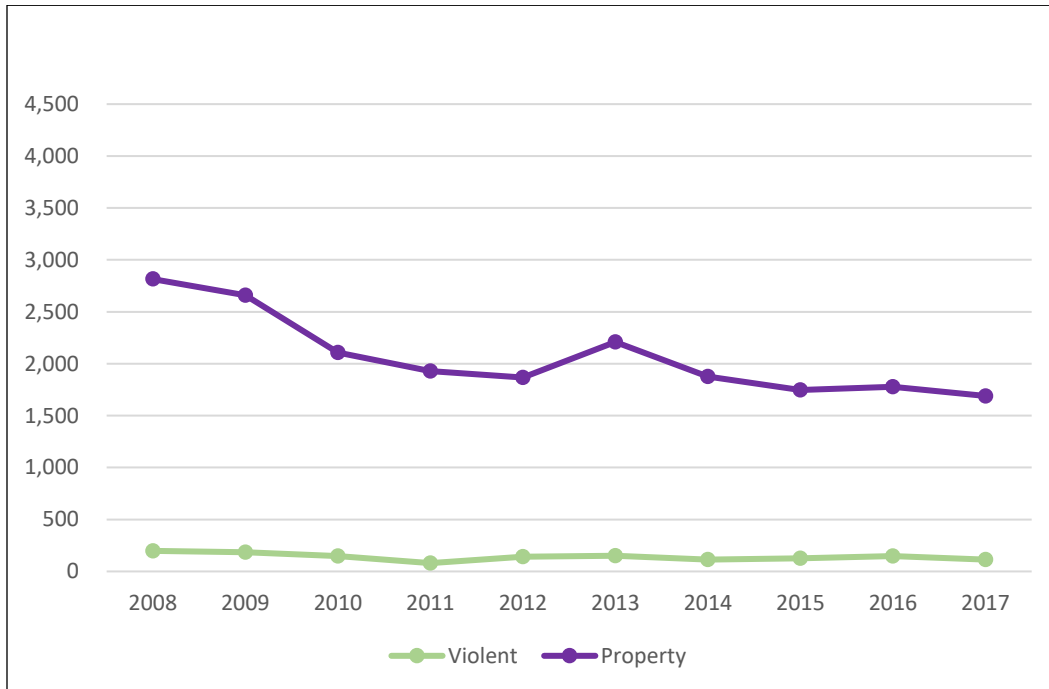


FIGURE 11-33: Reported City and State Crime Rates, by Year

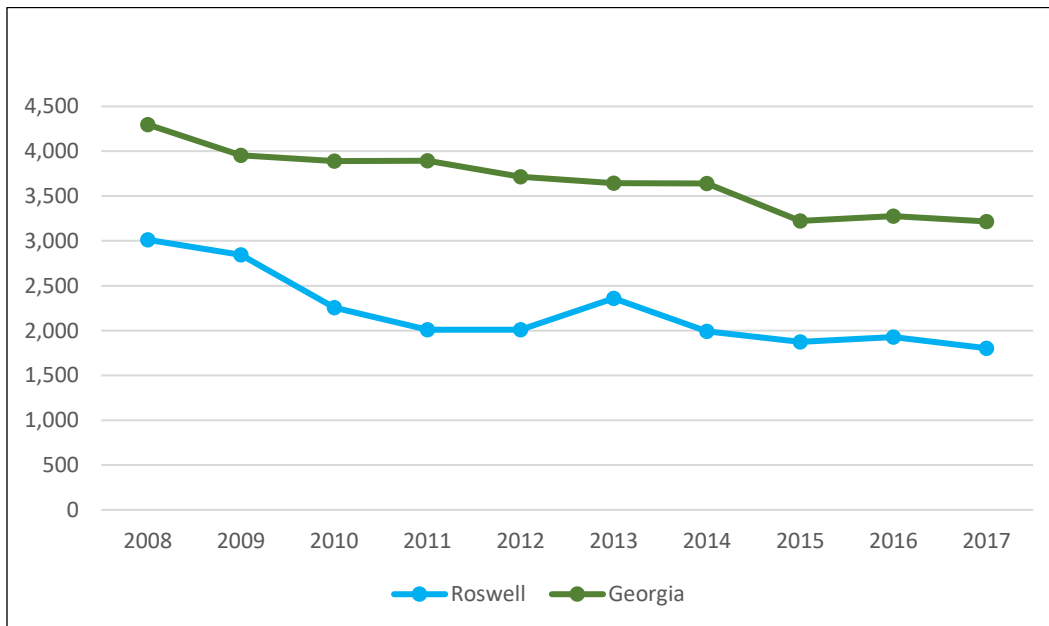


TABLE 11-22: Reported Roswell, Georgia and National Crime Rates, by Year

Year	Roswell				Georgia				National			
	Population	Violent	Property	Total	Population	Violent	Property	Total	Population	Violent	Property	Total
2008	88,069	198	2,815	3,012	9,742,376	468	3,830	4,298	309,327,055	438	3,055	3,493
2009	88,371	184	2,658	2,843	9,886,620	412	3,543	3,954	312,367,926	416	2,906	3,322
2010	88,346	148	2,108	2,256	9,752,532	388	3,503	3,891	314,170,775	393	2,833	3,225
2011	89,509	80	1,929	2,010	9,880,945	364	3,530	3,894	317,186,963	376	2,800	3,176
2012	92,141	143	1,868	2,011	9,986,384	371	3,343	3,715	319,697,368	377	2,758	3,135
2013	95,373	151	2,209	2,360	10,059,139	357	3,288	3,644	321,947,240	362	2,627	2,989
2014	95,387	115	1,876	1,991	10,166,148	368	3,273	3,641	324,699,246	357	2,464	2,821
2015	95,455	125	1,747	1,872	10,475,611	349	2,875	3,223	327,455,769	368	2,376	2,744
2016	95,684	149	1,779	1,928	10,572,283	372	2,905	3,277	329,308,297	383	2,353	2,736
2017	95,602	113	1,690	1,803	10,429,379	357	2,860	3,217	325,719,178	383	2,362	2,745

TABLE 11-23: Reported Roswell, Georgia, and National Crime Clearance Rates

Crime	Roswell			Georgia			National		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances	Rate
Murder Manslaughter	2	3	150%	701	404	58%	17,819	10,021	56%
Rape	23	7	30%	2,433	719	30%	126,378	44,136	35%
Robbery	42	14	33%	12,130	2,541	21%	328,557	91,582	28%
Aggravated Assault	76	33	43%	24,063	10,583	44%	789,005	402,556	51%
Burglary	228	9	4%	62,067	7,862	13%	1,474,704	187,591	13%
Larceny	1,391	309	22%	218,531	45,484	21%	5,517,312	1,082,866	20%
Vehicle Theft	83	19	23%	26,518	3,514	13%	756,091	96,903	13%

Note: A clearance rate can rise above 100 percent if a crime from a prior year is cleared in the current year. This explains the 150 percent murder clearance rate for Roswell in 2016.

END

SUPPLEMENTAL REPORT

CITY OF ROSWELL, GEORGIA



POLICE OPERATIONS

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City of Roswell, Georgia

Guidance on Changing the Department's Culture

The Roswell Police Department has experienced incidents involving officers and supervisors that reflected poorly on the department and potentially damaged community trust. One of the most important aspects of a police department is to have an impartial and transparent internal affairs process to address any performance or ethical concerns whether initiated internally by the police department or externally from the community. To accomplish this goal, resources need to be dedicated to the internal affairs process at the Roswell Police Department. CPSM recommended filling the vacant Lieutenant's position in the Office of Professional Standards, establish an Internal Affairs Unit and assign a Sergeant to the unit. The Lieutenant and Sergeant would be responsible for conducting all formal internal affairs investigations and also reviewing all inquiries conducted by the Watch (Lieutenant) Commanders. Having the Lieutenant and Sergeant review all inquiries and conduct all formal internal affairs investigations would result in greater accountability within the Roswell Police Department and enable the Roswell Police Department to identify any deficiencies in policies, training or supervision.

The Internal Affairs Unit would also be tasked with quality assurance measures by engaging in random audits and inspections of units, department records, equipment, processes, audio and video recordings and early identification and intervention in employees' behaviors. This would increase accountability of supervisors, sworn personnel and civilian personnel with a focus on doing the right thing by the right methods. Having a mindset of doing the right thing by the right methods can become a guiding force to enhance the department's culture.

While the investigation process of an inquiry or formal internal affairs investigation must be impartial, consistent and thoroughly vetted, it is equally important that the discipline phase of the process is also transparent, fair and consistent. The Roswell Police Department had adopted a process in which the Chief determined the discipline received for the violation of policy. While the Chief should be responsible for the ultimate decision for discipline, a progressive discipline philosophy using a standardized matrix will enable the Chief to be consistent in the discipline

process. Furthermore, department members will also be educated in what they could expect from the frequency of violating department policy and well as the severity of violating department policing.

Education is also an important aspect of changing a police department's culture. Therefore, CPSM recommends that at the conclusion of any internal affairs investigation, a summary of the violation, findings of the investigation as to the disposition (sustained, unfounded, etc.), and any disciplinary action received by the department member should be published internally to promote transparency and serve as a training tool to promote high ethical standards. Transparency should also be available to the community by publishing the summary statistics of all inquiries and internal affairs investigations on the department's website or in an annual report to promote trust.

CPSM recommends that the Roswell Police Department prioritizes the implementation of the recommendations pertaining to the internal affairs process. To ensure that the organizational culture has high standards of performance and adopts a process to ensure accountability of all department members, recommendations 5, 6, 7, 8, 9 and 10 should be implemented immediately.

Benchmarking Roswell Police Department Against the President's Task Force on 21st Century Policing

The Final Report of The President's Task Force on 21st Century Policing was completed in May 2015 and under President Obama's Administration. This document was created because of events that exposed rifts in the relationships between local police and the communities they serve. A task force was created to examine the best practices and create recommendations to promote crime reduction while building community trust.

While the President's Task Force on 21st Century Policing was crafted in May of 2015 and provides recommendations of actions and programs to be implemented by the President, Congress, United States Department of Justice, Bureau of Justice Assistance, the States' Police Officer Standards and Training Commissions, Federal Government, and collaboration with numerous community resources; the report provides some practical recommendations for law enforcement

agencies. However, it should be noticed that while the report was finalized in May of 2015, a new President took office on January 20, 2017. Therefore, it is unknown as to the extent the recommendations in the President's Task Force on 21st Century Policing have been implemented or are considered viable recommendations by President Trump's Administration, as this is beyond the scope of analysis to be provided by CPSM.

Some of the recommendations require a police department to take inventory of their human resources in the community, ability to dedicate staff to the recommendation, and the practicality that the recommendation fits the culture, climate and needs of the community. Nonetheless, CPSM would like to comment on some of the recommendations sculptured in the President's Task Force on 21st Century Policing as they relate to enhancing the organizational culture of the Roswell Police Department.

The task force recommendations are built around six pillars: Building Trust and Legitimacy, Policy and Oversight, Technology and Social Media, Community Policing and Crime Reduction, Training and Education, and Officer Safety and Wellness. While these six pillars can provide guidance to police agencies, there are two overarching recommendations for President Obama to support: creation of a National Crime and Justice Task Force to examine all areas of criminal justice and propose reforms, as a corollary to the report; and recommends that President Obama support programs that take a comprehensive and inclusive look at community-based initiatives addressing core issues such as poverty, education, health and safety. Furthermore, some of the recommendations are directed to the U.S. Department of Justice. Once again, it is unknown as to the extent these two overarching recommendations for President Obama have been accomplished between the time period of May 2015 and January 2017.

CPSM will provide an overview of how the Roswell Police Department aligns with the six pillars. It should be noted that the Roswell Police Department has experienced significant change in leadership. The Chief and Assistant Chief resigned from the department, an Interim Chief was appointed, a selection process for a new Chief was conducted, and a new Chief external to the department was selected. Therefore, the comparison of the Roswell Police Department and the Final Report of The President's Task Force on 21st Century Policing is based on a snapshot of

the practices observed during the site visit and through documentation provided to CPSM. With the lack of stability in leadership, it is difficult for CPSM to determine if the practices of the department are part of the past leadership or interim leadership. What is important is to bring stability to the department's leadership by the appointment of a permanent Chief, filling critical leadership positions and focusing on implementing the recommendations made by CPSM; in particular, the recommendations pertaining to the internal affairs process. The new Chief needs to conduct his own assessment of the department's culture and climate, and using the recommendations found in the CPSM Operational Report coupled with his own vision of the department, guide the Roswell Police Department on a path of enhanced culture and organizational performance.

Pillar One: Building Trust and Legitimacy

The President's Task Force on 21st Century Policing emphasizes the importance of police officers having a guardian mentality. Moving forward, the Chief needs to reinforce the importance of having the department embrace a guardian mindset to build public trust and legitimacy. While the Roswell Police Department has had incidents, which do not promote the guardian mindset, it is difficult to measure the entire department's acceptance of a guardian mentality. The Chief needs to embrace the guardian mindset to promote a strong and enhanced relationship with the community. Transparency and accountability at all levels within the Roswell Police Department will enhance public trust and legitimacy. The recommendations made for the internal affairs process will support the Chief in building trust and legitimacy in the Roswell community.

Pillar Two: Policy and Oversight

Law enforcement agencies must have clear and comprehensive policies for directing and providing guidance to all department employees. Policies related to the high liability areas such as use of force are critical to promote appropriate and legitimate actions, and ethical decision making. Policies should be updated on a regular basis. It should be noted that the Roswell Police Department has held CALEA accreditation since July 29, 1995 and has also achieved accreditation by the Georgia Association of Chiefs of Police since February 2006. It has been

the experience of CPSM through the review of department policies and procedures manuals that police departments that are accredited have a thorough and detailed policy and procedures manual. This is true of the Roswell Police Department. The manual is 661 pages in length and consists of 50 chapters and an appendix with definitions. Chapter 39, which deals with use of force issues, is comprehensive and detailed. Additionally, Chapter 36, which provides guidelines for vehicle pursuits, is also comprehensive and detailed. The Chief should continue to provide oversight for the development, revision and implementation of the department policies. The Internal Affairs Unit should also provide oversight that all department members are abiding by the department's policies.

Pillar Three: Technology & Social Media

Implementing new technologies can give police departments an opportunity to fully engage and educate communities in a dialogue about their expectations for transparency, accountability and privacy. The challenge with this pillar is that technology rapidly changes, the acquisition of new technology requires thoughtful evaluation, and funding must be projected for budgeting. Most importantly, the selection and implementation of appropriate technology to be employed by a law enforcement agency should consider local needs. Social media is an excellent approach for communicating and engaging with the community. The Public Information Officer distributes press releases through social media. However, social media can be labor intensive in maintaining; therefore, CPSM recommended that the Community Relations Unit receive an additional officer. The Community Relations Unit could work jointly with the Public Information Officer to expand the department's use of social media for community engagement and education.

Pillar Four: Community Policing & Crime Reduction

Community policing should be the guiding philosophy for not only the Roswell Police Department but also all stakeholders. The community must work in tandem with the Roswell Police Department to reduce crime and enhance the quality of life for all citizens. The Roswell Police Department has provided many opportunities for community involvement such as the College Internship Program, National Night Out, Police Explorer Program, Crime Free Housing,

and the Citizen Police Academy. The Sergeant's position in the Community Relations Unit was recently created and a full job description was not available at the time of the site visit. CPSM recommends that the Community Relations Unit continues to expand the engagement opportunities with the community to include regularly scheduled neighborhood watch and business watch meetings.

Pillar Five: Training & Education

Many of the recommendations from The President's Task Force on 21st Century Policing for Pillar Five, Training and Education relates to initiatives the U.S. Department of Justice, Federal Government, and the States' Police Officers Standards and Training Commissions to undertake or to provide oversight. Additionally, several of the recommendations relate to creating partnerships and collaborations with citizens, schools, and academic institutions. From an internal perspective, the Roswell Police Department exceeds the Georgia Police Officers Standards and Training mandate of twenty (20) hours of continuing education each year for sworn officers. The Roswell Police Department incorporates the mandated topics for in-service annual training to include: De-escalation Techniques (one hour), Community Policing (two hours), Bias-based/Impartial Policing (two hours), and Firearms Qualification with Handgun Only (one hour), for a total of six mandated hours. The remaining 14 hours are on topics at the discretion of the police department. In 2018, sworn officers qualified twice a year with handgun, shotgun, and rifle. The department also provided New User or Recertification of Taser course, stop stick training course, and Narcan new user course. Furthermore, roll call training is captured in the department's PowerDMS tracking system. In 2018, the following topics were provided through PowerDMS: Police Pursuits/Roswell Policy 36.3, Pursuits/Supervisors Responsibility 36.3, Distracted Driving OCGA 40-6-241, Legal Review/Updates, Situational Awareness (Marietta Police Incident), CALEA Standards, Family Violence, Transporting Prisoners, Property & Evidence, Sexual Harassment, Special Operations, Dealing with the Mentally Diminished or ill, Citizen Complaints, and Crowd Control. CPSM reviewed the 2019 training calendar for the 6-month period. It provided training on an array of topics that include Firearms Qualifications, SWAT training, Standardized Field Training, Simulator Training, Taser Training, Field Training Officer School, Officer Survival Training, Low Light Firearms Training,

Rifle Training, Crisis Intervention Team Training, First Aide, Defensive Tactics, and Active Shooter Training, as well as other topics. The Roswell Police Department offers the community a variety of training programs through the Community Relations Unit. CPSM recommends that the Roswell Police Department continues to provide relevant, required and quality training programs both internally and externally.

Pillar Six: Officer Wellness & Safety

Once again, many of the recommendations for Pillar Six, Officer Wellness and Safety identified in The President’s Task Force on 21st Century Policing relates to actions to be taken by the U.S. Department of Justice, Federal Government, Congress and the U.S. Department of Transportation. Additionally, some of the recommendations relate to pension plans and benefits which reflect the capabilities of each community to fund pension plans and benefits. However, law enforcement agencies are encouraged to provide their officers with anti-ballistic vests, tactical first aid kits, wearing seatbelts, and equipping vehicles with collision prevention “smart car” technology. The Roswell Police Department provides all of the above including equipping the officers with Narcan. The Roswell Police Department should consider in future purchases of vehicles with smart technology such as collision prevention.

REVIEW OF THE K9 UNIT

In the wake of two high-profile incidents, CPSM was asked to conduct a more thorough review of the Canine (K9) function in the Roswell Police Department (RPD). This evaluation included interviews with personnel at various levels, reviews of policies, reports and videos, and observations of vehicles, facilities, and equipment related to the K9 program.

As noted in the previous CPSM review of the RPD, the written directives for the K9 program are sound and appropriate. Additionally, policy compliance is sufficiently demonstrated in their logs and reports. Deployments and training activity are well-documented. The logs related to narcotics are accurate and up to date. The narcotics safe is secure and continuously under video surveillance.

The RPD provides excellent equipment for the K9 program, and the vehicles are designed to safely and comfortably transport the K9 teams. The personnel indicate they have all the basic tools they need to perform in the field.

As indicated in the full CPSM report, there is an opportunity to establish consistent and effective leadership for the K9 program. While there are currently two K9 teams assigned to Traffic Enforcement and one team assigned to Community Relations, RPD has a total allocation of five teams. There is no consistent review of training activity and incidents.

Currently, the number of training venues is very limited for the K9 program. Adequate buildings and open spaces are important for effective hides, tracks, and scenarios. Moreover, there are not enough team members to organize and execute useful training at this time.

Canines and handlers must be exposed to various and complex stimuli in training to become increasingly proficient. The two significant incidents CPSM reviewed highlighted the need for scenario-based training for the program. Both the supervisor and training officer should review all reports and videos regarding training and deployments.

The recent changes to Georgia law regarding hemp and the continuing concerns about domestic security should factor into strategic planning for the K9 program. With the legalization of hemp, K9 searches may become legally problematic in the future. Additionally, RPD may want to consider increasing the number of teams trained in explosives detection for special events and related calls for service.

Recommendations:

- The RPD leadership should establish a focused mission for the K9 unit, which will also assist in properly placing the unit within the organizational structure.
- The K9 unit should be fully consolidated with all members reporting to a sergeant. This supervisor must review all the unit's activity with the training officer(s) and adapt training plans accordingly. Lessons learned must be shared.

- The RPD leadership should work with the City to identify and/or develop suitable training venues in City facilities. Additionally, the unit should foster more partnerships with local businesses to increase the number of available training sites.
- The K9 unit should re-establish relationships with other K9 units in the area to expand and improve training for the teams.
- K9 training should become more dynamic, with a focus on scenario-based and force on force elements. During training sessions, the teams should experience lights, sirens and other stimuli which improve stress inoculation and offer opportunities to improve skills.

REVIEW OF PARK POLICE

The Park Police is a management unit (division) of the City of Roswell Recreation, Parks Historic & Cultural Affairs Department. The Park Police mission is “To maintain order, preserve human life and protect property within our community.”

While certified officers were assigned to the parks in the 1990s, the Council created an official Park Police Agency in 2015. The Agency is comprised of POST certified officers. The Park Police Supervisor (Chief) manages four officers and reports to the Deputy Director of Recreation and Parks.

The Park Police have written directives, which were patterned after model policies from the Georgia Association of Chiefs of Police. The Chief provided 13 policies, covering administration, goals, conduct, discipline, uniforms, search and seizure, firearms, use of force, vehicles, evidence and property, and patrol. The Park Police are not accredited as the Roswell PD is. The Park Police is strictly a patrol function. They are reliant on the Roswell Police Department (RPD) for investigations, crime scene, evidence, etc. They are also dependent on RPD for training and technology.

With five positions, the Park Police only cover peak hours in the parks and must rely on RPD for help during special events. During the first six months of 2019, Park officers handled 172 calls for service and reported one arrest. They record a high number of field contacts.

Park Police officers indicate a strong commitment to their mission in the parks. They appear to enjoy a good working relationship with RPD and with the civilian staff from other City departments. They believe they are often overlooked and misunderstood due a general ignorance of their function and activity.

We believe that it is inconsistent with good law enforcement practices to have two police agencies operating within the municipality with different leadership and policies and procedures.

Recommendation:

- The City should consolidate the Park Police officers into the into the Roswell Police Department and eliminate the Park Police organization. The division budget programming could remain the same, with the understanding that the allocated positions from Recreation and Parks would be committed to the park patrols and not shifted to other RPD functions. A consolidated model could improve day-to-day community policing and better prepare the City for critical incidents that may occur in the parks.