

OPERATIONS ASSESSMENT OF THE
POLICE DEPARTMENT

CITY OF OREM, UT

MARCH 18, 2021

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EXECUTIVE SUMMARY

The City of Orem (City) retained Citygate Associates, LLC (Citygate) to conduct a Public Safety Operations Assessment for the Police Department (Department) and Fire Department. This report is the police services operational assessment, which included reviewing the adequacy of the existing deployment system, scheduling, and staffing. The methodology utilized in this operational assessment is discussed in Section 1 of this report. Citygate's assessment includes a detailed analysis of the response time, crime, and call data that drives the recommendations for staffing in Patrol, as well as an analysis of the staffing of the support functions in the Department. The Department provided incident and other workload measures data.

Overall, there are 30 key findings and 30 specific action item recommendations. These findings and recommendations are presented throughout Sections 2 through 6 and are summarized in this Executive Summary.

POLICY CHOICES FRAMEWORK

As the City Council understands, there are no mandatory federal or state regulations directing the level of police field service staffing, response times, and outcomes. The International Association of Chiefs of Police (IACP) recommends methods for determining appropriate staffing levels based on local priorities. The National Emergency Number Association (NENA) provides standards for 9-1-1 call answering, and the Association of Public-Safety Communications Officials International (APCO) and the International Academies of Emergency Dispatching (IAED) provide best practices that illuminate staffing needs for the Communications Center which provides dispatch services for both the Police and Fire Departments.

Using a data-driven framework as advocated in this report, the City can engage the community on *adapting* public safety services in the future to use *alternative* and *focused* strategies while addressing community-wide, neighborhood, and social issues relative to the services provided.

Personnel costs are the most significant cost center in any department budget. One of the City Council's greatest challenges is managing the scarce fiscal resources and allocating them across the vast needs of municipal government safety operations. The recommendations in this operational assessment are made based on best practices, Citygate's experience, and guidelines established by professional industry organizations. The City's fiscal capabilities must be considered when weighing these recommendations. Since there are no law enforcement national standards, the City is well advised to use the advice and counsel of City management and the Police Chief for guidance to determine where to allocate the scarce fiscal resources to meet the service delivery expectations of the community.

CITYGATE'S ASSESSMENT GENERAL SUMMARY

Citygate's overall assessment of the Police Department is very positive. The members of the Department are extremely dedicated to the community they serve and display a level of professional competence of which the City can be proud. No organization is perfect, and many of the findings and recommendations in this report are items the Department is well aware of and is already taking steps to implement. The Department has a new Police Chief who is familiar with the organization as he was formerly a member of the command staff prior to accepting a Police Chief position at a nearby agency. His familiarity with the command staff and the community will serve the City well.

Summary of Police Services Findings by Topic

The following is a summary of Citygate's police services findings by topic. A comprehensive list of all findings and recommendations is provided in Section 7. Recommendations are also summarized in a table at the end of this Executive Summary.

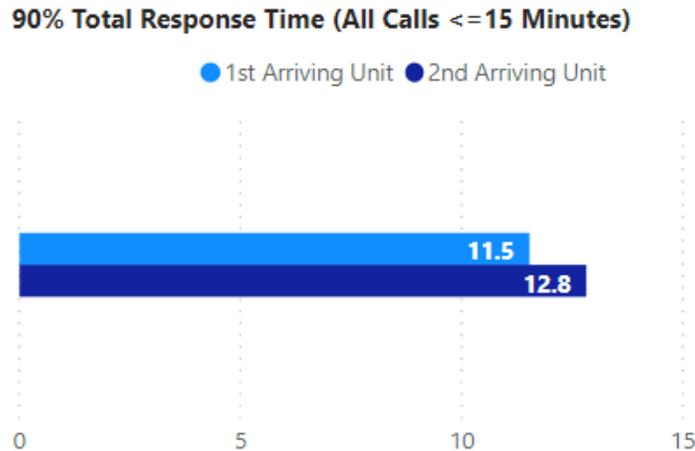
Organizational

The Department has a new Chief and a new division commander. In addition, a compensation study completed at the same time as this report has improved the pay and benefits for sworn officers, which should have a positive effect on retention. The Department published a comprehensive strategic plan in 2018; however, that plan has not been fully implemented.

Patrol Division

Due to turnover in recent years, the experience level in Patrol is very low. Given that, having supervisors (police sergeants) out in the field and unburdened by administrative tasks is critical for any police agency. Data analysis of computer-aided dispatch (CAD) records show that current staffing levels are sufficient; however, a review of shift overlaps may be warranted. Three of the most frequent calls for service that patrol officers respond to include traffic collisions, theft, and medical calls. The City has not adopted a specific goal of emergency response times for patrol officers.

Figure 1—90 Percent Response Time Performance of First and Second Units – All Calls



Investigations Division

During this study, the Department received approval of federal funding for three full-time equivalent (FTE) police officers. With those additional positions, the Department was able to increase staffing levels in the Investigations units. However, the General Investigations Unit is overstaffed with sergeants, an organizational norm that stems from when the Department was a “Public Safety” Department combined with the Fire Department. The Neighborhood Preservation Unit and the Mental Health Unit both perform very specific problem-oriented police services, and the Victim Advocate Unit is misaligned in the Mental Health Unit and should be reorganized under the Investigations lieutenant.¹

Support Services Division

The Department should consider re-organizing the management of workload functions in Support Services and Administrative Services to align with Department goals, training, and community outreach and engagement efforts. A re-alignment of Division or Bureau responsibilities may enhance quality assurance. A review of the Communications Center showed insufficient staffing levels and high demand for mandated overtime. The Department should consider enhancing workload tracking mechanisms within all Support Services Division units to evaluate ongoing staffing needs. The Department does not have a management analyst who can provide the required data to support the organization.

¹ The Victim Assistance Program was recently reassigned from the Mental Health Unit to the General Investigations Unit. Citygate supports that reorganization and continues to recommend the conversion of one civilian victim advocate FTE to a victim advocate supervisor. See Recommendation #11.

Administrative Services

A lieutenant manages the Training Unit with no additional support staff. The Department should consider enhancing workload tracking mechanisms within all Administrative Services units to evaluate ongoing staffing needs. The Department does not maintain a Department-wide training plan or annual Department-wide training calendar. There was a significant decline in recorded training hours in 2020, and the Department should review these to ensure compliance with mandated training, best practice training, policy, and procedures.

The Department recently updated the website with citizen complaint process information. The Department should ensure citizen complaint processes are consistent with Department policy. The Department should consider an early intervention system to promote career longevity, enhance wellness, reduce organizational risk, and reinforce goals, values, and missions.

NEXT STEPS

The purpose of this assessment is to compare the City's current performance against the local risks to be protected and nationally recognized best practices. This analysis of performance forms the basis from which to make recommendations for changes, if any, in police operations, equipment, and staffing. Recommendations take time and fiscal capacity, more so as the impacts of COVID-19 continue to unfold on local and state economies. Citygate suggests the following steps moving forward:

- ◆ Review the content, findings, and recommendations of this report.
- ◆ Adopt response performance goals as recommended.
- ◆ Direct staff to return with a multiple year, prioritized, deployment improvement and support services staffing plan within 90 days and, as needed, modify an upcoming budget to implement the first phase. The following table (1) lists all recommendations in summary form, (2) identifies those that can be implemented at no cost (other than staff time), and (3) for the remaining recommendations requiring a General Fund expense to implement, identifies the funding priority level.

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Table 1—Recommendations and Funding Priorities

Recommendation	No Cost	Funding Priority 1	Funding Priority 2
1. Review and implement 2018 Strategic Plan.	X		
2. Redeploy one lieutenant to Patrol from Support Services. ²	X		
3. Implement retail theft program.	X		
4. Procure Automated External Defibrillators for all Patrol vehicles.			X
5. Develop Field Training Officer selection criteria.	X		
6. Reestablish Traffic Enforcement Unit.	X		
7. Adjust shift schedules based on CAD analysis.	X		
8. Establish reasonable response time goals.	X		
9. Reduce sergeants in Investigations.	X		
10. Consider merging Mental Health Unit and Neighborhood Preservation Unit missions.	X		
11. Add one FTE victim advocate supervisor. Remove one FTE victim advocate.			X
12. Once fully staffed, identify ongoing Emergency Communications Center staffing needs.	X		
13. Establish and maintain Emergency Communications Center workload tracking mechanisms.	X		
14. Establish and maintain Records Unit workload tracking mechanisms.	X		
15. Establish and maintain Property and Evidence Unit workload tracking mechanisms.	X		
16. Consider adding a School Resource Officer to alleviate the sergeant from line-level responsibilities.	X		
17. Consider utilizing Volunteers in Police Services throughout the organization to assist with workload.	X		
18. Consider establishing enhanced community engagement tracking mechanisms.	X		
19. Establish ongoing Mobile Field Force training.	X		
20. Invest in an on-site management analyst.		X	
21. Establish a Department-wide training plan.	X		
22. Establish a Department-wide training calendar.	X		

² Chief Adams recognized this need when he assumed duties as chief and has already implemented this recommendation.

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Recommendation	No Cost	Funding Priority 1	Funding Priority 2
23. Ensure mandated training occurs for all issued equipment.	X		
24. Consider Department-wide implicit bias training annually.		X	
25. Ensure annual training audits are completed.	X		
26. Consider increasing the body-worn camera budget to add cameras throughout the Department.		X	
27. Review and assess training, personnel, and equipment priorities.	X		
28. Ensure citizen complaint processes are consistent with Department policy.	X		
29. Consider implementing an Early Intervention System.			X
30. Work with Human Resources to develop a skill-based performance evaluation system.	X		

SECTION 1—INTRODUCTION

Citygate is pleased to present this operational assessment of the City of Orem’s Police Department. This introductory section will discuss the organization of the operational assessment, the project scope of work, and the methodology used by Citygate during the assessment.

1.1 REPORT ORGANIZATION

This report is organized into the following sections.

Executive Summary	Summary of current services and findings by topic. A discussion of next steps is also provided with a table that summarizes recommendations and their funding priority level.
Section 1	<u>Introduction</u> : An introduction to the study and project scope.
Section 2	<u>City and Department Background</u> : A discussion of City and Department background, benchmark comparison data, and City crime data.
Section 3	<u>Patrol Division</u> : A review of Patrol Division organization, staffing, and scheduling; supervision, operations, training, and policy compliance; demands for service; and response time.
Section 4	<u>Investigations Division</u> : A review of the Criminal Investigation Bureau and Utah County Major Crimes Task Force.
Section 5	<u>Support Services Division</u> : A review of the Emergency Communications Center, Records Unit, Property and Evidence, School Resource Officers, Crossing Guards, Volunteer in Police Services, Animal Control Services, special events, community engagement, Mobile Field Force, Special Weapons and Tactics Team, and crime analysis.
Section 6	<u>Administrative Services</u> : A review of training, personnel, and equipment; Internal Affairs; and personnel management.
Section 7	<u>List of Findings and Recommendations</u> : A comprehensive list of all findings and recommendations that appear in this report.
Appendices	<u>Appendix A</u> : Police Officer Committed Time Charts <u>Appendix B</u> : Average Response Time Charts

In this report, the term “Department” will be used when referring to the police agency itself, and the term “City” will be used when referring to the City of Orem.

1.1.1 Goals of the Report

In this report, Citygate cites findings and makes recommendations, as appropriate, related to each finding. Findings and recommendations throughout this report are sequentially numbered. A complete list of these findings and recommendations is provided in Section 7 of this report.

This document provides technical information about how police services are provided and legally regulated and how the Department currently operates. This information is presented in the form of recommendations and policy choices for consideration by the Department and City.

The result is a sound technical foundation upon which to understand the advantages and disadvantages of the choices facing Department and City leadership regarding the best way to provide police services and, more specifically, at what level of desired outcome and expense.

1.2 PROJECT SCOPE

The scope of this police services operational assessment included the following elements:

- ◆ Review current and future staffing needs and schedules of full-time employees (FTEs).
- ◆ Recommend minimum staffing levels based upon response times and other factors.
- ◆ Obtain performance metrics/data.
- ◆ Identify best practices and benchmarking to other similar organizations.
- ◆ Review existing personnel and operations policy manuals.
- ◆ Consider organizational human resource needs.
- ◆ Quantify Department workload status and compare to current and future staffing needs.
- ◆ Assess future service delivery options assuming mild growth over 10 years.
- ◆ Review dispatch operations in relation to both the Police and Fire Departments.
- ◆ Evaluate the impact of external factors and requirements.

1.3 METHODOLOGY

In preparing this operational assessment, Citygate consultants engaged in the following processes:

1. Reviewed available documents and records relating to the management, operation and budgeting of the Police Department.

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2. Conducted interviews with all members of the sworn command staff (lieutenants, captains, and Police Chief) as well as many of the supervisory sworn staff members (sergeants).
3. Conducted interviews with key non-sworn employees including supervisory staff.
4. Considered best practices in other agencies for applicability to the City of Orem.

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SECTION 2—CITY AND DEPARTMENT BACKGROUND

2.1 CITY BACKGROUND AND HISTORY

The City of Orem was incorporated in 1919 and currently encompasses 18.29 square miles of total land. Located in Utah County and adjacent to Provo, Lindon, and Vineyard, it comprises one of the principal cities of the Provo-Orem, Utah Metropolitan Statistical Area. According to 2019 population estimates by the United States Census Bureau, the population of Orem was 97,828. According to census data, Orem experienced a 10.8 percent population growth from 2010 to the 2019 Vintage Population Estimate. Based on this trend, growth projection estimates are depicted in the following table.

Table 2—City of Orem Population Trends

Population	1980 Census	1990 Census	2000 Census	2010 Census	2019 Est. (US Census Bureau, 2020)	2030 Projected
Population	52,399	67,561	84,324	88,328	97,828	109,185
Increase		15,162	16,763	4,004	9,500	11,357
% Change		28.9%	24.8%	4.7%	10.8%	11.6

Orem’s demographic breakdown is 75.6 percent White (not Hispanic or Latino), 16.5 percent Hispanic or Latino, 3.1 percent multi-racial, 2.4 percent Asian, 1 percent Black or African American, .9 percent Native Hawaiian or Pacific Islander, and .6 percent American Indian and Alaska Native.³

In addition to the population projections presented in the previous table, it should be noted that two major universities impact the Provo-Orem metropolitan area. In Orem itself is Utah Valley University, the largest public university in Utah with a student body population of 41,735. Located just a few miles away in Provo is Brigham Young University which, at 33,633 students, boasts the largest undergraduate student enrollment of any private university in the United States.

2.2 AGENCY BACKGROUND AND ORGANIZATIONAL OVERVIEW

In 2014, the Orem City Council voted to split police services off from the Orem Department of Public Safety into what is known today as the Orem Police Department. The Police Department is organized into three divisions plus the office of the chief. The three divisions include Patrol, Investigations, and Support Services. Each division is commanded by a police captain.

³ United States Census Bureau, 2020

The Patrol Division consists of six patrol teams that provide patrol service 24 hours a day, seven days a week. The six patrol teams split the week with three teams working the A schedule, or Monday through Thursday, and three teams working the B schedule, or Thursday through Sunday. Each side of the week is managed by a police lieutenant who rotates through three 10-hour shifts (days, swings, and graves). The Patrol Division also contains the Traffic Enforcement Unit which is currently disbanded due to previous staffing shortages. At present, if there are officers above minimum staffing on a shift or during overlap of shift periods, the Department will assign an officer to work traffic enforcement rather than respond to 9-1-1 calls.

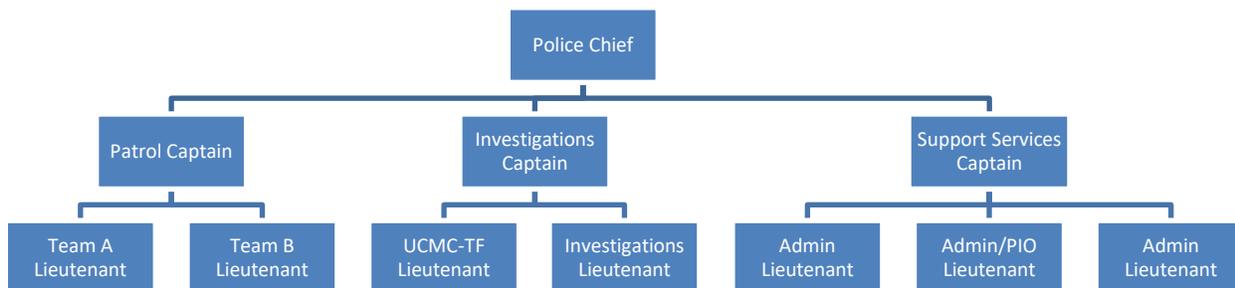
The Investigations Division is further divided into two major sub-divisions (referred to as bureaus in this report): the Criminal Investigations Bureau and the Utah County Major Crimes (UCMC) Task Force, with a police lieutenant managing each. The UCMC is a multi-jurisdictional task force consisting of officers from federal, state, and local jurisdictions throughout Utah County. Aside from the police lieutenant, the Police Department’s commitment to the task force is two police sergeants, four police officers (detectives), and a non-sworn office manager. The Criminal Investigations Bureau consists of four sub-units including the Special Victims Unit (SVU), the Neighborhood Preservation Unit (NPU), the Mental Health Unit (MHU), and the General Investigations Unit. Each sub-unit is supervised by a sergeant and is staffed with police officers (detectives).

The Support Services Division, when fully staffed, includes three police lieutenants who handle a series of support-related sections including the Records Unit, Communications (Dispatch), Public Information, Internal Affairs, Training, Recruitment, Selection and Retention, Property and Evidence, Animal Control, Crime Analysis, School Resource Officers, Volunteers, and Crossing Guards.

2.2.1 Organization Chart

The Police Department’s organization chart is shown in the following figure:⁴

Figure 2—Orem Police Department Organization Chart



⁴ A lieutenant was moved to Patrol from Support Services shortly after Chief Adams assumed office.

2.2.2 Agency Benchmarking Comparison

Benchmarking is a common practice when analyzing staffing levels and allocations in police departments. For this study, Citygate has used the Benchmark Cities Survey from the Overland Park, Kansas Police Department. This commonly used benchmark originated in 1997 when several police chiefs from agencies throughout the country came together to establish the Benchmark Cities Survey. The survey of 30 police departments is updated annually and provides a series of data points about each of the participating agencies which can be used for comparison purposes.⁵

The following table compares the current population and agency size data from the Benchmark Cities Survey to Orem and the Orem Police Department. Although not a member of the Benchmark Cities Survey, Citygate included population and agency data from the Provo Police Department as well, given its geographical proximity to Orem.

Table 3—Sworn Officer to Population Comparison

Agency	Population	Authorized Sworn	Residents Per Officer	Officers Per 1,000
Benchmark Averages	175,460	239	741	1.41
Provo Police Department	116,702	112	1,042	0.96
Orem Police Department	97,828	99	988	1.01

As depicted in the previous table, Orem’s ratio of residents to sworn officers and thus population-based staffing levels are very comparable to the City of Provo. The same ratios are significantly lower than the Benchmark Cities Survey averages. The sworn ratio comparisons in the previous table reflect a staffing model referred to as “per-capita” police staffing. There are several staffing models recognized by the International Association of Chiefs of Police (IACP).^{6,7} These staffing models include the aforementioned *per-capita model*, the *minimum staffing level model*, the *authorized level or budget model*, and the *workload-based staffing model*. There are other models discussed in the policing lexicon, but Citygate will only review these four.

The *per-capita model*, reflected in the previous table, is based on the city or other jurisdiction’s population size, and it compares the number of sworn officers to the population, expressed with a ratio of officers per 1,000 people. For example, a city with a population of 100,000 and a police department of 100 sworn officers would be staffing at a ratio of 1.00 per 1,000. The primary advantage to the *per-capita model* is its simplicity. The primary disadvantage is that there is no

⁵ <https://www.opkansas.org/city-services/police-fire-safety/police-special-services/benchmark-cities-survey/>

⁶ Jeremy M. Wilson and Alexander Weiss, *Police Chief Magazine*, vol. 80, 2013

⁷ James McCabe, “An Analysis of Police Department Staffing: How Many Officers Do You Really Need?” (International City/County Management Association)

definitive standard. Variables such as agency size and crime rates of the region effect the optimum ratio.

Another model of measuring sworn staffing levels of a police agency is the *minimum staffing level model* which involves the command staff of the police agency determining appropriate staffing levels on patrol based on officer safety concerns as determined by supervisory input and the need to provide adequate public safety. This model is more common in smaller agencies and in regions where collective bargaining agreements are involved.

The next model of police staffing is the *authorized level or budget model*, which is similar to the *minimum staffing model* in that a city determines its minimums staffing based on the prior year’s budget allocation or level. This common approach to staffing is fairly simple. However, it is not based on workload demand or, necessarily, the needs of the community.

The last staffing model being reviewed is the *workload-based staffing model*. Considered by Citygate to be the best practice model, it can be described as a data-driven approach to police staffing. The *workload-based staffing model* attempts to calculate the demand for services by analyzing the calls for service generated through 9-1-1 calls and other community-based referrals. This method is said to be data-driven or evidence-based because it uses a mathematical calculation to assess proper staffing levels. However, Citygate notes that this model must be used in conjunction with the overall operational needs of the organization.

The *per-capita* ratios presented in the previous table give the reader a sense of where the Orem Police Department is in comparison to other similar agencies. During Citygate’s first contact with the previous Police Chief it was relayed that the City had historically used the “per-capita” staffing model. Again, Citygate recommends data-driven solutions whenever possible, and therefore recommendations regarding staffing in this report are made based on workload demands for service, among other factors.

The following table compares Orem Police Department’s command structure to other agencies and reflects how many “boots on the ground” the agency has.

Table 4—Command Structure Comparison

Agency	Total Sworn	Executive Level		Mid-Level		First-Line Supervisors		Front-Line Officers	
Benchmark Averages	241	7	2.9%	9	3.7%	29	12%	197	81.7%
Provo Police Department	112	6	5.4%	6	5.4%	14	12.5%	86	76.8%
Orem Police Department	99	4	4.0%	7	7.1%	15	15.2%	70	70.7%

The City’s number of front-line officers is modestly lower than the comparable agencies. However, many first-line supervisors, which are counted in a different category, are performing front-line

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officer duties both in patrol and in Investigations. Citygate’s comments on that will be in the respective Patrol and Investigations sections.

The following table depicts staffing trends for the Police Department since 2013.

Table 5—Agency Turnover – 2013–2020

Reason	2013	2014	2015	2016	2017	2018	2019	2020*	Total	Average**
Retired	4	3	2	6	3	3	4	2	27	3.6
Resigned	0	1	2	0	2	3	1	1	10	1.3
Dismissed	1	1	0	0	2	2	0	1	7	0.9
Other Employment	1	2	2	0	3	6	11	1	26	3.6
Total Separations	6	7	6	6	10	14	16	5	70	9.3
New Hires	5	5	11	10	8	19	23	12	93	-
Net Gain/Loss	-1	-2	5	4	-2	5	7	7	23	-

* 2020 data is year to date as of July 2020.

** Average data does NOT include 2020.

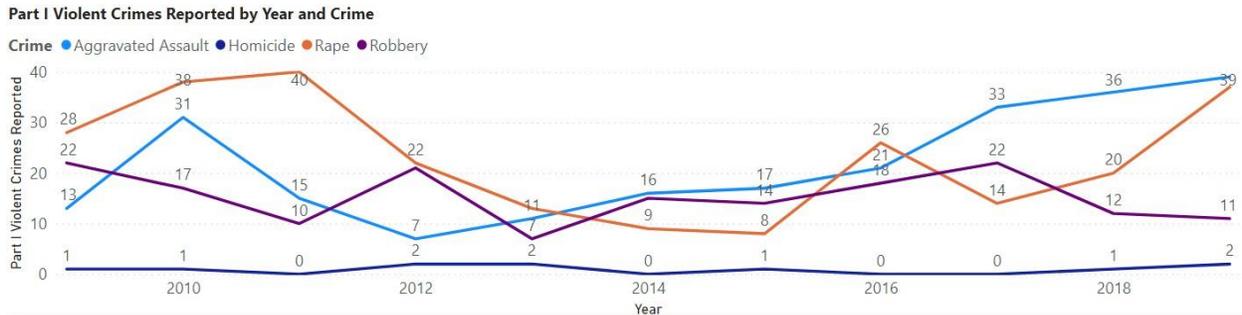
As the previous table illustrates, turnover has been trending upward since 2016. This is significant because the resulting effect on the organization is an inexperienced workforce. An inexperienced workforce in public safety subjects jurisdictions to potentially higher liability costs. As of July 2020, the average years of service on patrol was less than two years. General law enforcement experience levels may be greater than two years due to hiring officers with prior experience. However, having a patrol division comprised of officers who have less than two years of agency experience would be a challenge for any law enforcement agency. One strategy the City has already implemented to reduce turnover and increase overall police officer experience is a revised pay and benefit structure. The results of these recent changes should be monitored moving forward for impacts on officers leaving for other police agencies.

2.3 OREM CRIME DATA

Cities across the country report crime data to the Federal Bureau of Investigation annually for key crime types. This publicly available data can be useful for understanding crime trends, particularly in cases where there is enough volume to make meaningful determinations.

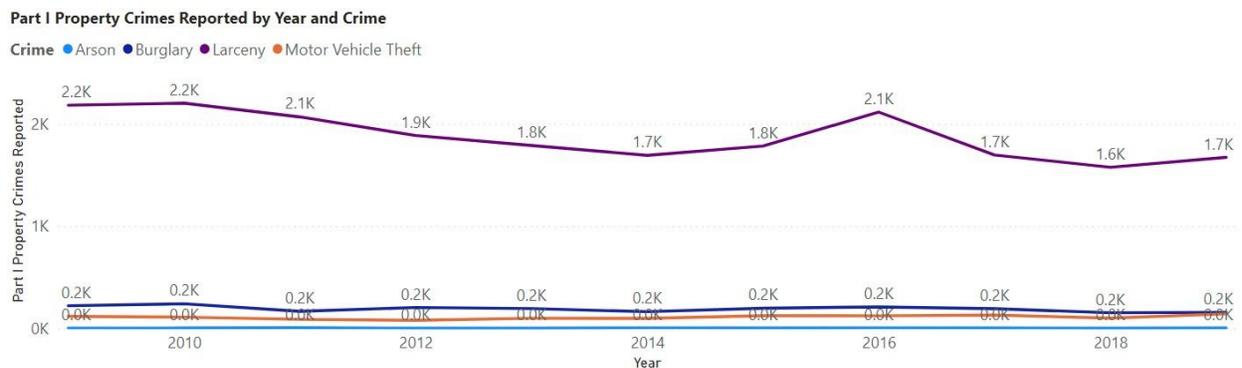
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Figure 3—UCR Part I Violent Crimes – 2009–2019



Violent crimes displayed in the previous figure demonstrate a significant increase in both aggravated assaults and rapes since 2013. Citygate believes these numbers could have increased in 2020 and continue to increase given growth trends in high priority incidents for mental health and domestic violence and considering the effects COVID-19 has had on families at home.

Figure 4—UCR Part I Property Crimes – 2009–2019



The detail for this chart appears in the following table:

Table 6—UCR Part I Property Crimes – 2009–2019

Year	Arson	Burglary	Larceny	Motor Vehicle Theft
2009	1	220	2,184	116
2010	2	240	2,204	109
2011	5	166	2,069	87
2012	0	203	1,887	78
2013	0	192	1,789	98
2014	3	162	1,693	97
2015	2	196	1,784	123
2016	3	209	2,116	122
2017	2	191	1,696	129
2018	0	152	1,576	99
2019	2	156	1,673	141

Of note from this table are the following observations:

- ◆ There was a spike in larcenies in 2016 but they have otherwise been declining over time.
- ◆ Burglaries declined significantly in 2018, by approximately 20 percent versus 2017. Burglaries remained low in 2019.
- ◆ Motor vehicle thefts increased dramatically in 2019.
- ◆ Arsons have been fluctuating between zero and three incidents per year since 2012.

2.4 STRATEGIC PLAN

Citygate reviewed the Orem 2018 Police Department Strategic Plan. The plan focuses on four strategic organizational concepts including:

1. Community Policing
2. Equipment and Technology
3. Professional Development
4. Staffing and Facilities

Each of these four strategic organizational focus areas are further broken down with specific objectives for improving the organization. The plan was obviously written prior to the

development of the COVID-19 pandemic, and other national issues that transpired in 2020, and therefore needs revising and updating. Citygate assesses that the goals and objectives outlined in the 2018 Strategic Plan provide a solid foundation upon which the Department can build; however, it does not appear that the Strategic Plan has been inculcated throughout the ranks of the organization. With the selection of a new Chief and promotion of a new division commander, now would be a good time to review, update, and implement the Department's Strategic Plan.

Finding #1: The Department's 2018 Strategic Plan has not been fully implemented.

Recommendation #1: The Department should review, revise, and fully implement the 2018 Strategic Plan.

SECTION 3—PATROL DIVISION

The Patrol Division is the largest division of the Department. As in most police departments, it is the foundational division of the organization from which the core service of public safety and emergency first response are provided. The uniformed police officers on patrol are the visible agents of the City and the Police Department. They interact with the community daily. The primary mission of the Patrol Division is to respond to calls for service, enforce state and local laws, enforce traffic laws and investigate traffic collisions, investigate criminal activity, prevent crime, and assist with other special assignments as necessary.

3.1 ORGANIZATION, STAFFING, AND SCHEDULING

The Orem Police Department’s Patrol Division is commanded by a police captain who reports directly to the Police Chief and is assisted by two police lieutenants.⁸ The Division is organized into two teams (A and B) according to the days of the week they work, and each team is managed by one of the lieutenants. The teams are further divided into squads according to the hours of the day they work (shifts). The shift squads work a 4-day/10-hour schedule (day shift, swing shift, grave shift), that provides patrol service 24 hours a day, seven days a week as follows.

Table 7—Patrol Division Shift Squad Schedule

Shift	Team A Monday to Thursday	Team B Thursday to Sunday
Day shift	07:00–17:00	07:00–17:00
Swing shift	14:00–24:00	14:00–24:00
Grave shift	21:00–07:00	21:00–07:00

Each squad shift consists of nine sworn officers including one police sergeant, one police corporal, and seven police officers. Each squad rotates shifts on a quarterly basis. The Patrol squad assignments are determined by the division commander with input from the lieutenants. Consideration of a shift bid process could positively impact morale of the patrol officers.

3.2 SUPERVISION, OPERATIONS, TRAINING, AND POLICY COMPLIANCE

The supervision of patrol operations is one of the most critical functions within any public safety organization. The Orem Police Department, like every other law enforcement agency, assigns newly hired police officers to Patrol for training and orientation to the agency’s policies and procedures. Once officers attain a sufficient level of proficiency and experience within the

⁸ In addition, a lieutenant was moved to Patrol from Support Services shortly after Chief Adams assumed office.

organization, they become qualified for specialized assignments such as detective or School Resource Officer. Therefore, the experience level of the Patrol Division tends to be lower than other divisions. As previously stated, the average length of service for the Orem Police Department in July of 2020 was less than two years. This makes the Patrol supervision function that much more critical.

The Patrol teams are supervised by police sergeants, which are typically highly experienced police officers who have been promoted to sergeant. Their ability to be physically out in the field supervising police officers on 9-1-1 calls is extremely important. While they cannot respond to every call, Patrol sergeants should be situationally aware of critical calls, and be in a position to provide direct supervision when necessary. On occasion, Patrol sergeants respond to calls for service as either the primary or secondary unit assigned.

As is common with every law enforcement organization, Orem Patrol sergeants are sometimes “tasked” with additional administrative duties that keep them in the office and not in the field directly supervising police officers. It stands to reason that violations of policy and the potential inappropriate use-of-force incidents are greatly reduced when a supervisor is present.

Finding #2: Citygate assesses that Patrol supervision is a critical area of the organization, and that additional efforts can be made to ensure Patrol sergeants remain out of the office and in the field providing direct supervision for critical 9-1-1 calls.

Recommendation #2: Increase management on Patrol by transferring one lieutenant from the Support Services Division to the Patrol Division to reduce administrative duties of Patrol sergeants.⁹

There are times when Patrol sergeants are unavailable in the field because they are either off duty or tied up with administrative tasks. When this occurs, the police corporal acts as the shift supervisor. Corporal is not an officially recognized rank with an associated pay scale; however, police officers that perform these duties receive premium pay. Police officers are selected for this position by the command staff with input from the Patrol supervisor. Consideration to a standardized selection process should be made.

⁹ Chief Adams recognized this need when he assumed duties as chief and has already implemented this recommendation.

3.2.1 Patrol Response Protocols

When the COVID-19 pandemic emerged in the early part of 2020, law enforcement agencies across the country were forced to examine current response protocols and implement measures to mitigate exposure of their officers to COVID-19. The Orem Police Department was no exception. The Police Chief authorized the Patrol Division commander (captain) to implement protocols designed to reduce exposure. One example was to defer responding to vehicle lockouts by patrol officers. A review of these protocols for possible permanent policy revisions should be considered.

Theft is by far the most common crime in Orem, as it is in most cities (see Section 2.3—Crime Data). Call volume data confirms this as calls for service associated with theft are the sixth most frequent calls. Many of these thefts are associated with retail business and involve “shoplifting” where the violator has been detained by a loss prevention employee of the retail store. Many police agencies have established retail theft programs designed to partner with retail stores within their community to address minor thefts and eliminate the need for a police officer to respond to every shoplifting call.

Finding #3: The Department has occasionally established response protocols with local retailers for minor incidents of shoplifting; however, these procedures have not been sustained.

Recommendation #3: Establish and sustain an effective retail theft program to reduce the number of theft calls that require a police officer to respond.

Another high frequency call for service that patrol officers respond to are alarm calls, which often turn out to be false alarms. Many cities, including Orem, have policies to address alarms that require permits and establish penalties for repeated false alarms.¹⁰ The City has an alarm ordinance; however, it is unclear if the Department is enforcing this ordinance to reduce false alarm calls.

Just behind theft in frequency of calls for service are medical calls. In addition, Full Cardiac Arrest calls rank in the top 10 high priority calls for the Department. Given this, and the fact that police officers often arrive at the scene of the aforementioned medical and/or cardiac calls before fire and emergency medical services (EMS) personnel, Automated External Defibrillators (AEDs) can be a life-saving piece of equipment. According to the Sudden Cardiac Arrest Foundation use of an

¹⁰ <https://orem.org/alarms/>

AED within three to five minutes of cardiac arrest increases the victim's odds of survival by as much as 70 percent.¹¹

Finding #4: Medical calls including cardiac arrest calls are one of the most frequent calls for service to which a patrol officer in the City responds. Quick deployment of Automated External Defibrillators increases the likelihood of cardiac arrest survival according to studies. Orem Police Department Policy 430.8 governs the use of Automated External Defibrillators.

Recommendation #4: Many law enforcement agencies have partnered with the local business community and healthcare industry to secure private funding to purchase Automated External Defibrillators. Orem should seek and secure funding to expand the number of Automated External Defibrillators in the field.

3.2.2 Field Training Program

The Field Training Program is a critical training component for any law enforcement agency. The program is designed to teach new police officers the policies and procedures of policing in the City. The program consists of new police officers being assigned to a qualified police officer known as a Field Training Officer (FTO) who trains the new officer according to the standards set by the agency.

One of the keys to a successful Field Training Program is the consistency with which it is administered and the ability of the program to identify, select, and train qualified FTOs. The level of police experience has a direct impact on the qualification levels of FTOs. Currently, FTOs are selected by senior command staff with supervisory input.

Finding #5: There is no standardized selection criteria for Field Training Officers.

¹¹ <https://www.sca-aware.org/sca-news/law-enforcement-agencies-putting-aed-devices-in-patrol-cars>

Recommendation #5: Develop standard selection criteria for Field Training Officers.

3.3 DEMANDS FOR SERVICE

In most circumstances, the first point of contact the public has with the Police Department is through the Communications Center (dispatch) and the 9-1-1 operator. When a call comes into dispatch, depending on the nature of the call, a “call for service” is generated and a police officer is “dispatched” to the call. When this occurs, the dispatcher enters the call data into a County-wide computer-aided dispatch (CAD) information system. Citygate used the data stored in CAD for the period of January 2017 through November 2020 to assess the City’s demand for police services.

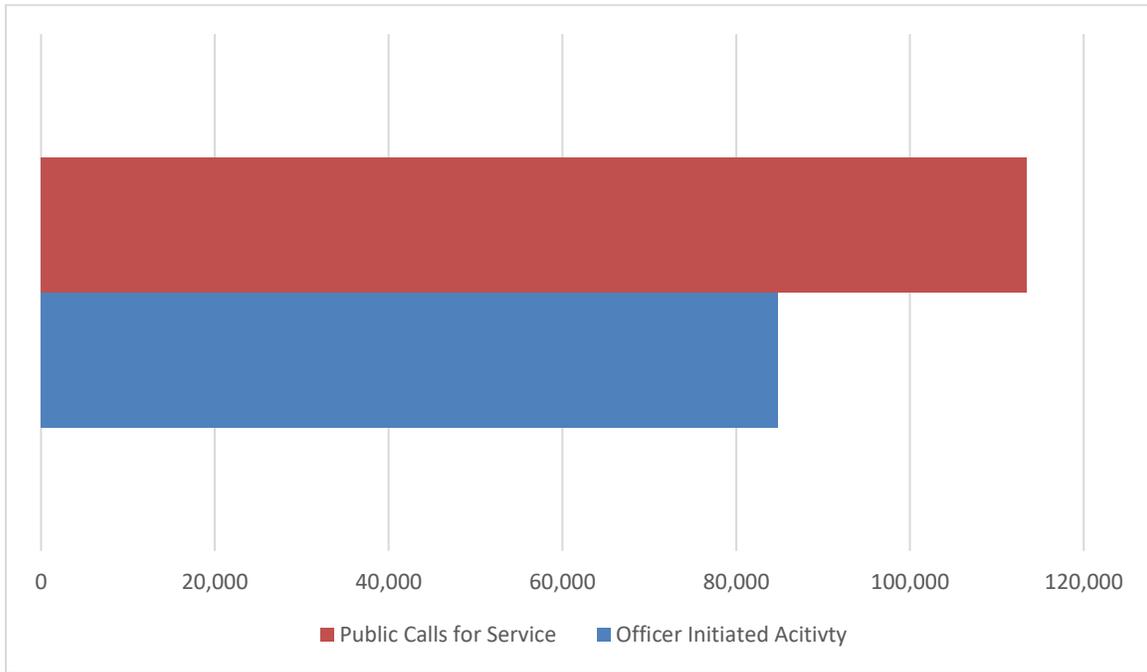
In assessing the demands for service of the Police Department’s Patrol Division, Citygate assessed three categories of activity that consume the patrol officer’s time: *public-generated calls for service*, *officer-initiated activity*, and *administrative activities*. Each category is briefly defined as follows:

- ◆ *Public-Generated Calls for Service* are incidents where members of the public contact the Police Department Communications Center (dispatch) and ask for assistance. The most common example of this is a 9-1-1 call as described in Section 3.3—Demands for Service. This activity is tracked in CAD.
- ◆ *Officer-Initiated Activity* is any activity that a patrol officer initiates and is sometimes referred to as “pro-activity.” The most common example of this is a traffic enforcement stop. This activity is also tracked in CAD.
- ◆ *Administrative Activity* is any activity that the patrol officer attends to other than a call for service or officer-initiated activity, such as appearing in court, report writing, attending roll call briefings, and attending a department meeting where the officer is on duty, but out of service and unavailable to handle calls. This activity is mostly not tracked in CAD and therefore requires Citygate’s estimation based on Department policy and Citygate’s experience with other agencies.

3.3.1 Calls for Service Analysis

The Patrol Division handled 198,220 activities from January 1, 2017, through November 30, 2020. The breakdown of activity follows:

Figure 5—Calls for Service – 2017–2020



The following table shows the calls for service broken down by year and the year over year (YoY) comparisons. According to the CAD data received, overall incidents are down 27 percent in 2020 from 2017 levels. However, it should be noted that due to the COVID-19 pandemic in 2020, patrol response protocols were modified to reduce exposure to the City’s first responders (police), and this accounts for some of the reduction.

Table 8—Calls for Service by Year Comparison – 2017–2020

Metrics	2017	2018	2019	2020
Distinct CAD Calls	57,135	50,539	49,011	41,535
Incidents YoY %		-11.5%	-3%	-15.3%

3.3.2 Nature Code Analysis

The 10 most frequent calls for service in the City across all nature codes appear in the following table:

Table 9—Ten Most Frequent Calls for Service – 2017–2020

Nature Code	Calls for Service
Accident PD	8,492
Suspicious	6,356
Alarm	5,861
Welfare Check	4,032
Motorist Assist	3,583
Theft	3,419
Medical	3,356
Family Problem	2,515
Keep the Peace	2,228
Abandoned 9-1-1	2,012

The five most frequent “high priority” calls for service in the City appear in the following table:

Table 10—Five Most Frequent High Priority Calls for Service – 2017–2020

Nature Code	Calls for Service
Mental Subject	1,851
Accident Personal Injury	1,543
Domestic Violence	1,476
Death Investigation	273
Weapons Offense	160

Based on this nature code data, motor vehicle accidents with and without injury are a high frequency call for service. However, previous staffing shortages prompted the disbanding of the dedicated Traffic Enforcement Unit.

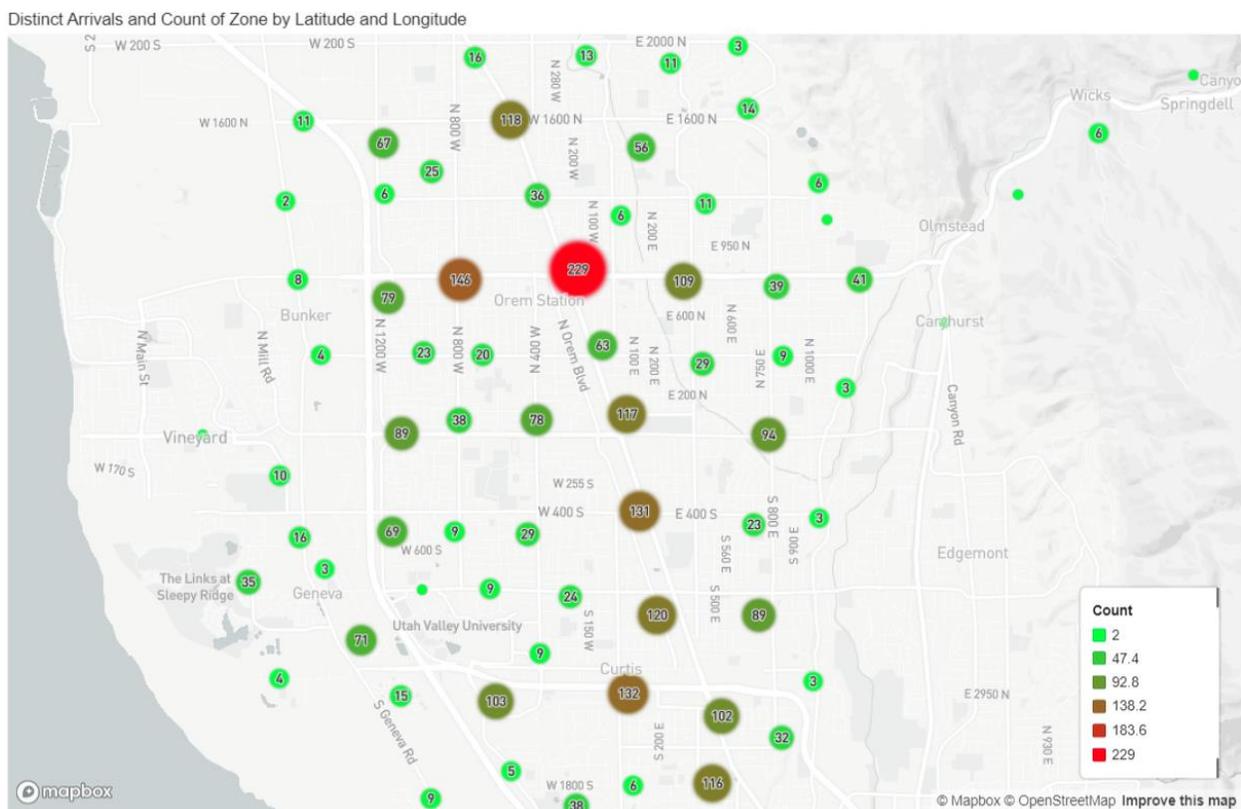
Finding #6: Traffic accidents are the most frequent call for service to which patrol officers respond. There is no dedicated Traffic Enforcement Unit due to past staffing shortages.

Recommendation #6: Reestablish a full-time Traffic Enforcement Unit.

3.3.3 High Density Incident Locations

The following map graphically depicts high density incident locations. The incidents plotted on this map are high priority incidents as defined later in this study. Notice the high concentration of incidents in and around Village Park Apartments.

Figure 6—High Density Incident Locations of High Priority Calls



3.3.4 Call Volume Analysis

The following chart shows the distribution of patrol activity by year. Over the four-year study period, public-generated calls for service amounted to a little more than 57 percent of all incidents while officer-initiated activity accounted for just under 43 percent. However, a similar review of the committed time ratio of the two activity types shows public-generated calls for service consume more of the patrol officer’s time.

Figure 7—Calls for Service by Year and Type – 2017–2020

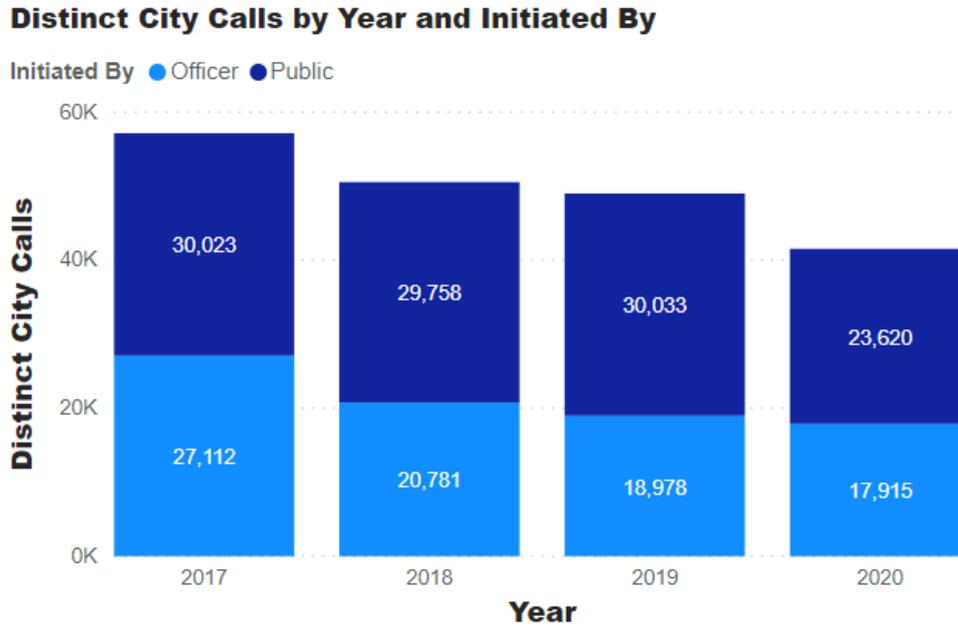
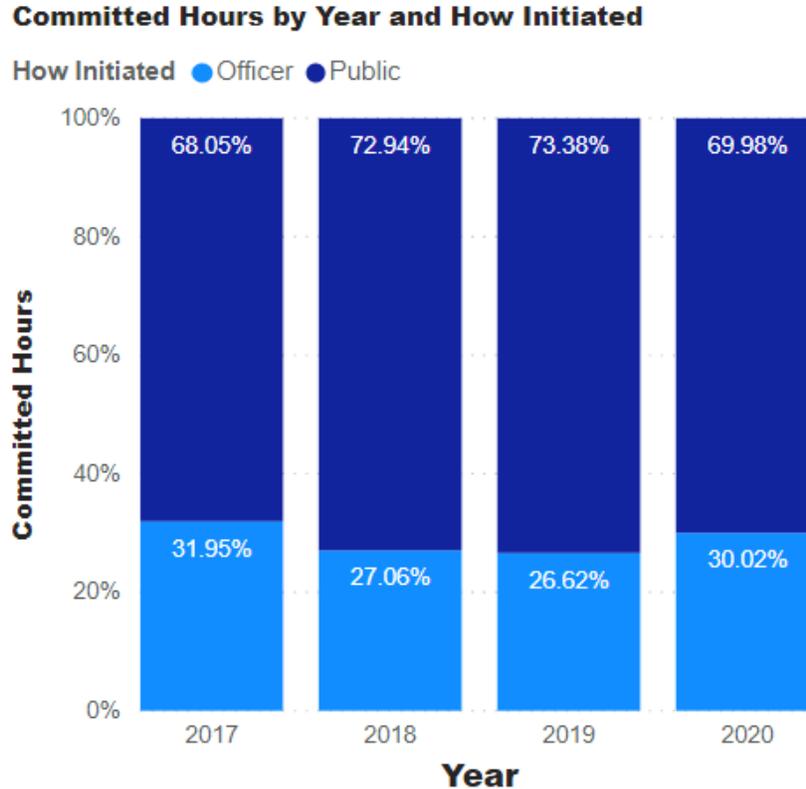


Figure 8—Committed Hours by Year and Activity – 2017–2020



3.3.5 Temporal Charting Introduction

Temporal charts or “heat maps” are used to analyze data and provide a visual acuity for the frequency of events, in this case CAD incidents. The “hotter” or redder the color, the higher the number of incidents. The picture these charts provide can be used in analyzing shift deployments, response times, and calls for service.

Table 11—All Public-Generated Calls for Service – 2017–2020

Hour	1-Mon	2-Tue	3-Wed	4-Thu	5-Fri	6-Sat	7-Sun	Total
00	306	313	357	359	386	567	624	2,912
01	223	244	231	251	278	379	450	2,056
02	163	200	203	188	183	289	277	1,503
03	142	136	138	163	133	246	229	1,187
04	108	140	105	142	128	182	183	988
05	168	146	202	142	138	158	146	1,100
06	220	250	250	277	248	207	132	1,584
07	495	496	463	491	433	313	181	2,872
08	799	842	697	751	731	491	327	4,638
09	944	912	817	895	916	620	431	5,535
10	1,062	962	911	887	918	717	541	5,998
11	1,042	1,010	983	1,047	978	797	591	6,448
12	1,079	1,022	1,023	1,031	1,050	818	652	6,675
13	1,149	1,065	980	1,053	1,101	853	657	6,858
14	1,112	1,137	1,126	1,077	1,116	846	706	7,120
15	1,208	1,182	1,112	1,167	1,187	862	675	7,393
16	1,287	1,233	1,173	1,324	1,324	913	750	8,004
17	1,265	1,204	1,256	1,203	1,231	935	714	7,808
18	1,045	960	1,079	1,053	1,081	836	746	6,800
19	923	830	864	913	901	812	744	5,987
20	843	769	850	802	890	832	687	5,673
21	701	730	742	763	841	889	665	5,331
22	682	585	677	696	867	911	574	4,992
23	514	469	507	529	701	805	447	3,972
Total	17,480	16,837	16,746	17,204	17,760	15,278	12,129	113,434

With a population of approximately 100,000 people, Orem follows similar service patterns to other small- to medium-sized cities. Public-generated calls for service are most dense in the hours between 8:00 am and 9:00 pm during the work week, extending to midnight on Friday and Saturday nights.

3.3.6 Demands for Service Staffing Analysis

To conduct an analysis of the Police Department’s current staffing levels, Citygate used a temporal chart based on police activity for 2019. Citygate used 2019 as the baseline to eliminate any short-term activity anomalies associated with COVID-19. All activity (public calls for service and

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officer-initiated activity) recorded in CAD contains “committed time” data. This is the amount of time a police officer spends on that particular activity.

That data, combined with information on the minimum and full staffing levels provided by the Department, allow Citygate to plot on a temporal chart the staffing to committed hours as a percentage. This data, along with the workload analysis in this report, can be used to realign shift deployments and identify future staffing needs.

Table 12—Minimum and Maximum Staffing

2019 Min Staffing								2019 Max Staffing							
Hour	1-Mon	2-Tue	3-Wed	4-Thu	5-Fri	6-Sat	7-Sun	Hour	1-Mon	2-Tue	3-Wed	4-Thu	5-Fri	6-Sat	7-Sun
00	6	6	6	12	6	6	6	00	8	8	8	16	8	8	8
01	6	6	6	12	6	6	6	01	8	8	8	16	8	8	8
02	6	6	6	12	6	6	6	02	8	8	8	16	8	8	8
03	6	6	6	12	6	6	6	03	8	8	8	16	8	8	8
04	6	6	6	12	6	6	6	04	8	8	8	16	8	8	8
05	6	6	6	12	6	6	6	05	8	8	8	16	8	8	8
06	6	6	6	12	6	6	6	06	8	8	8	16	8	8	8
07	6	6	6	12	6	6	6	07	8	8	8	16	8	8	8
08	6	6	6	12	6	6	6	08	8	8	8	16	8	8	8
09	6	6	6	12	6	6	6	09	8	8	8	16	8	8	8
10	6	6	6	12	6	6	6	10	8	8	8	16	8	8	8
11	6	6	6	12	6	6	6	11	8	8	8	16	8	8	8
12	6	6	6	12	6	6	6	12	8	8	8	16	8	8	8
13	6	6	6	12	6	6	6	13	8	8	8	16	8	8	8
14	12	12	12	24	12	12	12	14	16	16	16	32	16	16	16
15	12	12	12	24	12	12	12	15	16	16	16	32	16	16	16
16	12	12	12	24	12	12	12	16	16	16	16	32	16	16	16
17	6	6	6	12	6	6	6	17	8	8	8	16	8	8	8
18	6	6	6	12	6	6	6	18	8	8	8	16	8	8	8
19	6	6	6	12	6	6	6	19	8	8	8	16	8	8	8
20	6	6	6	12	6	6	6	20	8	8	8	16	8	8	8
21	12	12	12	24	12	12	12	21	16	16	16	32	16	16	16
22	12	12	12	24	12	12	12	22	16	16	16	32	16	16	16
23	12	12	12	24	12	12	12	23	16	16	16	32	16	16	16

As seen in the minimum and full staffing charts, there are two overlap periods of the day. From 2:00 pm in the afternoon until 5:00 pm both Day shift and Swing shift are on duty. If both shifts are at a minimum staffing of six, those hours would show 12. The same is true for the full (maximum) staffing chart, but with a staffing of eight per shift. Citygate acknowledges that many factors impact the staffing levels on a day-to-day basis and Thursday’s overlap day is used as a

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training day. As such, the staffing levels during those overlapping time frames are likely to be significantly lower.

In analyzing the staffing to committed hours data, Citygate applied two thresholds for illustration purposes. When committed hours (calls for service) reach 50 percent of available staffing, a yellow triangle is indicated. If committed hours reach 60 percent of available staffing, a red diamond is indicated.

Staffing analysis for all calls for service and officer-initiated activity when staffing is at minimum (six) is reflected in the following chart.

Table 13—Minimum Staffing (6 per Shift) Committed Time – All Call Types – 2019

2019 Committed Hours /52									2019 Min Staffing to Committed Hours /52								
Hour	1-Mon	2-Tue	3-Wed	4-Thu	5-Fri	6-Sat	7-Sun	Total	Hour	1-Mon	2-Tue	3-Wed	4-Thu	5-Fri	6-Sat	7-Sun	Total
00	1.8	1.6	2.1	1.7	3.2	2.5	2.6	15.6	00	30%	27%	35%	15%	▲ 53%	41%	44%	32%
01	1.2	1.8	1.8	1.9	2.5	1.9	1.9	12.8	01	19%	29%	29%	16%	▲ 42%	31%	31%	27%
02	0.8	1.4	1.6	1.2	2.0	2.3	1.8	11.1	02	13%	23%	27%	10%	▲ 33%	38%	29%	23%
03	0.8	1.1	0.8	1.2	1.2	1.6	1.3	8.1	03	14%	18%	14%	10%	▲ 20%	27%	22%	17%
04	0.5	0.8	0.4	1.0	1.6	0.9	0.9	6.1	04	8%	13%	7%	8%	▲ 26%	15%	15%	13%
05	0.8	1.0	0.9	0.6	0.9	0.7	0.7	5.6	05	13%	17%	16%	5%	▲ 15%	12%	11%	12%
06	0.7	1.1	0.7	0.8	1.1	1.0	0.6	6.0	06	11%	18%	12%	7%	▲ 19%	16%	10%	13%
07	1.2	1.5	2.1	2.6	1.3	1.2	0.7	10.7	07	20%	26%	35%	22%	▲ 22%	20%	12%	22%
08	2.2	2.1	2.2	2.6	2.3	1.4	1.3	14.1	08	36%	35%	37%	21%	▲ 39%	23%	22%	29%
09	2.5	2.3	2.6	2.7	2.8	2.2	1.9	17.0	09	42%	38%	43%	22%	▲ 47%	36%	31%	35%
10	3.5	2.2	3.4	3.2	3.0	2.1	1.9	19.3	10	▲ 59%	37%	▲ 56%	26%	▲ 50%	36%	31%	40%
11	2.8	3.2	2.7	3.0	3.2	2.6	2.0	19.5	11	46%	▲ 54%	46%	25%	▲ 53%	43%	33%	41%
12	2.5	3.1	2.9	3.6	2.7	2.3	2.7	19.7	12	42%	▲ 51%	48%	30%	▲ 45%	38%	45%	41%
13	3.6	3.3	3.4	3.4	2.9	2.0	1.9	20.5	13	◆ 60%	▲ 55%	▲ 57%	28%	48%	33%	32%	43%
14	2.6	2.9	3.1	4.0	2.6	2.7	2.2	20.0	14	21%	24%	26%	17%	21%	23%	18%	21%
15	2.9	3.5	3.0	3.7	2.7	2.7	1.9	20.4	15	25%	29%	25%	15%	22%	22%	16%	21%
16	3.6	3.7	3.1	4.1	2.9	2.4	2.3	22.2	16	30%	31%	26%	17%	24%	20%	19%	23%
17	3.1	2.8	3.1	3.2	2.5	2.8	2.1	19.6	17	▲ 52%	47%	▲ 52%	27%	42%	47%	35%	41%
18	2.9	2.4	2.9	3.7	2.8	2.5	2.2	19.4	18	48%	40%	49%	31%	46%	42%	37%	40%
19	2.4	2.5	2.6	3.5	2.6	2.3	2.5	18.5	19	41%	42%	44%	29%	44%	38%	41%	38%
20	2.4	2.6	2.5	4.9	2.4	2.2	1.9	18.8	20	40%	43%	41%	40%	40%	37%	32%	39%
21	2.2	2.5	2.5	5.3	2.6	4.4	3.2	22.6	21	18%	21%	21%	22%	21%	37%	26%	24%
22	2.3	2.9	2.5	3.3	2.8	3.0	2.4	19.2	22	19%	24%	21%	14%	23%	25%	20%	20%
23	2.5	2.8	2.5	2.9	2.7	2.8	2.4	18.5	23	21%	23%	21%	12%	22%	24%	20%	19%
Total	51.8	55.0	55.6	68.0	57.1	52.5	45.2	385.2	Total	29%	31%	31%	19%	32%	29%	25%	27%

Citygate assesses that in this staffing configuration, committed time reaches between 50 percent and 60 percent at peak hours of the day which are 10:00 am to 5:00 pm.

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When the same staffing configuration and committed time average is applied to public-generated calls for service, the analysis changes significantly, as shown in the following chart:

Table 14—Minimum Staffing (6 per Shift) Committed Time – Public-Generated Calls – 2019

2019 Committed Hours /52									2019 Min Staffing to Committed Hours /52								
Hour	1-Mon	2-Tue	3-Wed	4-Thu	5-Fri	6-Sat	7-Sun	Total	Hour	1-Mon	2-Tue	3-Wed	4-Thu	5-Fri	6-Sat	7-Sun	Total
00	0.7	1.0	1.2	0.9	1.6	1.6	1.6	8.6	00	12%	16%	20%	8%	27%	26%	26%	18%
01	0.5	1.1	1.2	1.2	1.4	1.2	1.4	8.1	01	9%	18%	19%	10%	24%	20%	23%	17%
02	0.4	0.7	0.7	0.7	1.2	1.3	1.4	6.4	02	7%	12%	12%	6%	20%	22%	23%	13%
03	0.6	0.7	0.5	0.7	0.5	1.1	1.0	5.1	03	9%	11%	9%	6%	8%	18%	17%	11%
04	0.3	0.5	0.3	0.6	1.0	0.6	0.7	3.9	04	4%	9%	5%	5%	17%	9%	12%	8%
05	0.6	0.4	0.7	0.4	0.4	0.6	0.6	3.8	05	10%	7%	12%	3%	6%	11%	11%	8%
06	0.5	1.0	0.6	0.6	0.6	0.7	0.4	4.5	06	8%	16%	10%	5%	11%	12%	7%	9%
07	1.0	1.2	1.5	1.3	1.2	1.0	0.6	7.8	07	16%	19%	26%	11%	20%	16%	11%	16%
08	1.7	1.7	1.4	1.5	1.6	1.0	0.9	9.8	08	29%	28%	23%	13%	27%	17%	15%	20%
09	2.0	1.8	1.6	1.9	2.2	1.6	0.9	12.1	09	34%	30%	27%	16%	37%	27%	15%	25%
10	2.6	1.5	2.5	1.8	2.4	1.5	1.2	13.4	10	43%	24%	41%	15%	40%	26%	20%	28%
11	2.1	2.1	1.9	2.0	2.5	1.9	1.6	14.0	11	35%	35%	32%	16%	42%	31%	26%	29%
12	2.1	2.2	2.3	2.8	2.0	1.9	2.0	15.3	12	34%	37%	38%	23%	33%	31%	34%	32%
13	2.6	2.0	2.4	2.3	2.4	1.6	1.5	15.0	13	44%	34%	40%	19%	40%	27%	26%	31%
14	2.2	1.9	2.3	3.0	2.2	2.2	1.8	15.5	14	18%	16%	19%	13%	18%	18%	15%	16%
15	2.6	2.5	2.2	2.8	2.1	2.1	1.5	15.8	15	21%	21%	19%	12%	18%	18%	12%	16%
16	2.9	2.9	2.5	2.8	2.6	1.9	1.5	16.9	16	24%	24%	21%	12%	21%	16%	12%	18%
17	2.8	2.4	2.5	2.2	2.2	2.3	1.6	16.0	17	47%	40%	42%	18%	36%	38%	27%	33%
18	2.3	2.1	2.1	2.8	2.2	1.7	1.8	15.1	18	39%	35%	35%	23%	37%	29%	30%	31%
19	2.1	2.2	2.2	2.7	2.2	1.8	2.0	15.3	19	35%	37%	37%	22%	37%	30%	33%	32%
20	1.9	2.2	2.0	4.1	1.9	1.9	1.6	15.5	20	32%	37%	33%	34%	31%	32%	27%	32%
21	1.7	2.0	2.0	4.6	2.1	4.1	2.5	19.0	21	15%	17%	17%	19%	17%	35%	20%	20%
22	1.6	2.0	2.0	2.2	1.9	2.2	1.6	13.5	22	13%	17%	16%	9%	16%	18%	13%	14%
23	1.8	2.0	1.6	1.5	1.9	2.1	1.4	12.3	23	15%	16%	13%	6%	16%	17%	12%	13%
Total	39.6	40.0	40.3	47.4	42.3	40.0	33.1	282.6	Total	22%	22%	22%	13%	24%	22%	18%	20%

The analysis shows that average committed time is significantly below 50 percent at all times when only factoring in public-generated calls for service, which is the basic demand for police services.

When performing an analysis of staffing to committed time, Citygate assessed actual committed time logged in CAD from public-generated calls for service and officer activity. Citygate acknowledges that not all committed time is logged into CAD.

Certain activities that consume a police officer’s time are considered administrative in nature and impact the amount of time the police officer is available for proactive policing (officer-initiated activity) and/or responding to public-generated calls for service. These administrative activities include report writing, court appearance on duty, roll-call briefing, etc. In Citygate’s experience,

the percentage of time committed to administrative tasks while on duty is expected to be between 20 percent to 35 percent of a police officer's available on-duty time.

Appendix A provides additional charts that compare average committed time at minimum and maximum staffing levels for all call types as well as public-generated calls only.

Finding #7: A review of available CAD incident data shows that current minimum and full staffing levels are sufficient to handle public-generated calls for service. However, there may be opportunities to offset high call volume times by analyzing shift overlap times.

Recommendation #7: Use the CAD incident staffing analysis in this report to ensure shift schedules are aligned properly.

3.4 *RESPONSE TIME ANALYSIS*

In reviewing the Police Department's response time, it is important to understand that there are no legal mandates or national standards that establish what the agency's response time should be. Every community has its own unique set of geographical circumstances and therefore response time goals should be established by the City Council based on Orem's unique situation.

Finding #8: Citygate finds that while Police Department command staff monitor response times through infrequent periodic checks of priority calls, no response time goals have been established for the agency by the City Council from which to drive oversight and budgeting changes.

Recommendation #8: In coordination with the City Council, establish reasonable response time goals to include call handling time, officer travel time, and total response time.

3.4.1 **Fractile Versus Average Response Time Measurement**

Police response times have historically been presented as averages, which is measured by adding the total response times of a given set of incidents and dividing that total by the number of

incidents. The shortcoming of the average response time measurement is that it only identifies a single point on a continuum and cannot show how widely the data is spread across that continuum.

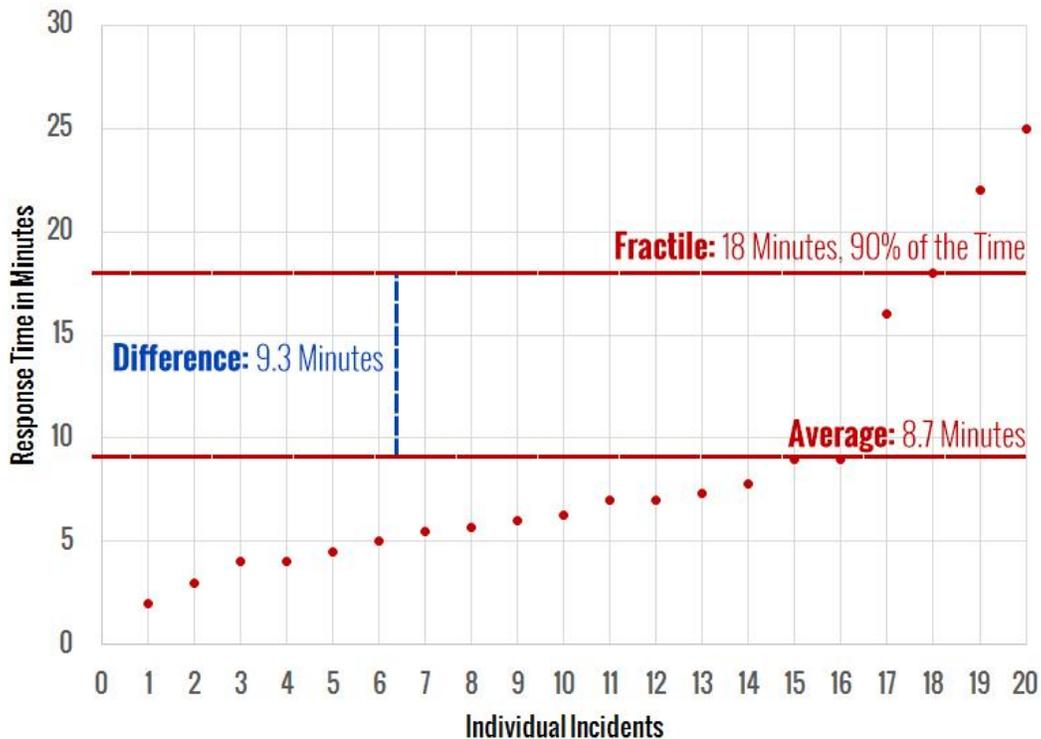
The current best practice, nationally, is to transition to measuring the percent completion of a specified response goal. Citygate uses 90 percent as the standard. The best way to illustrate this concept is the following two statements: “the community can expect a response of X minutes or less, 90 percent of the time,” or “nine times out of ten, the public can expect a response in X minutes or less.” Mathematically this is referred to as a “fractile” measure.¹²

To illustrate the difference between the fractile and the average response time measurement, the following chart shows the response time for a fictitious police department in the United States. This department is small and received 20 legitimate calls for service during the period reviewed. Each response time for the calls for service has been plotted on the graph, in order from the shortest response time to the longest response time.

The chart shows that the average response time is 8.7 minutes. However, the average response time does not properly account for four calls with response times far exceeding threshold in which positive outcomes could be expected. As the chart shows, 20 percent of responses from this department could be considered too slow and the average time measurement would not reveal that. The fractile measure would. Citygate believes the fractile measurement is a more accurate reflection of the service delivery situation of this department.

¹² A fractile is that point *below* which a stated fraction of values lie. The fraction is often given in percent; the term percentile may then be used.

Figure 9—Fractile versus Average Response Time Measurements



3.4.2 Elements of Response Time

Response times are calculated by three measures including *call handling time*, *officer travel time*, and *total response time*. Each element is further defined as follows:

- ◆ *Call handling time* is the time it takes for the dispatcher to receive a 9-1-1 call, assess the nature and priority of the call, and “dispatch” units (police officers) to the scene. This is reflected in the following analysis as the “Ring to Queued” time.
- ◆ *Officer travel time* is the time it takes from when the call is “dispatched” until the time the first unit arrives on the scene. This is reflected in the following analysis as “Queued to Arrive” time.
- ◆ *Total Response Time* is the total time it takes from when the 9-1-1 call is answered in the Communications Center until the first and/or second unit arrives on the scene. This is reflected in the analysis as “Ring to Arrive” time.

Because these are independent measures there will be cases where the sum of the parts will not equate to the whole. The composition of incidents for each measure is different in nearly all cases.

3.4.3 Response Time Methodology

In calculating response times for the Department, Citygate acknowledges that not all calls for service require an emergency response. For example, the response to a report of a minor crime such as vandalism or simple larceny (theft) when no suspects are present will be entirely different than the response to an armed robbery in progress. Thus, Citygate focused the response time analysis of this study to those calls considered “high priority” and most likely to warrant an emergency response. Also, to eliminate outliers, Citygate measured incidents where the total response time is less than or equal to 15 minutes.

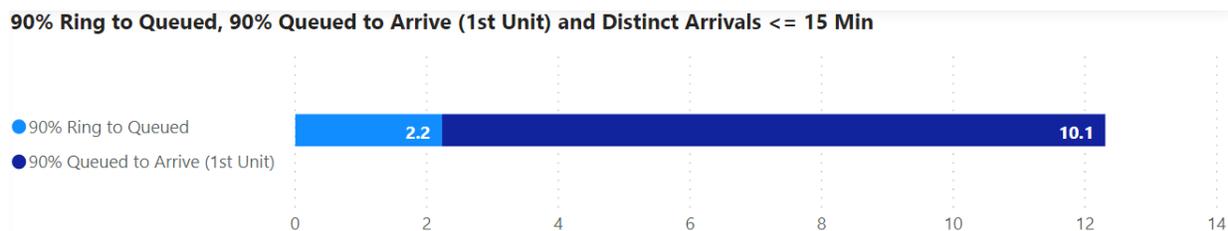
Because the number of calls being analyzed is small (4,822), Citygate has elected to only show response time for the first arriving unit whenever that analysis is done for an individual nature code. Response time for the second arriving unit is available in the aggregate.

3.4.4 Response Time – Call Handling and Officer Travel Time

Call handling time and officer travel time for the first arriving unit appear in the following chart. This measure is an aggregate across all high priority nature codes. The measure shows:

- ◆ The Emergency Communications Center dispatches a unit in 2.2 minutes or less 90 percent of the time.
- ◆ Once dispatched, the first unit will arrive in 10.1 minutes or less 90 percent of the time.
- ◆ This equates to a total response time of 12.3 minutes or less 90 percent of the time.

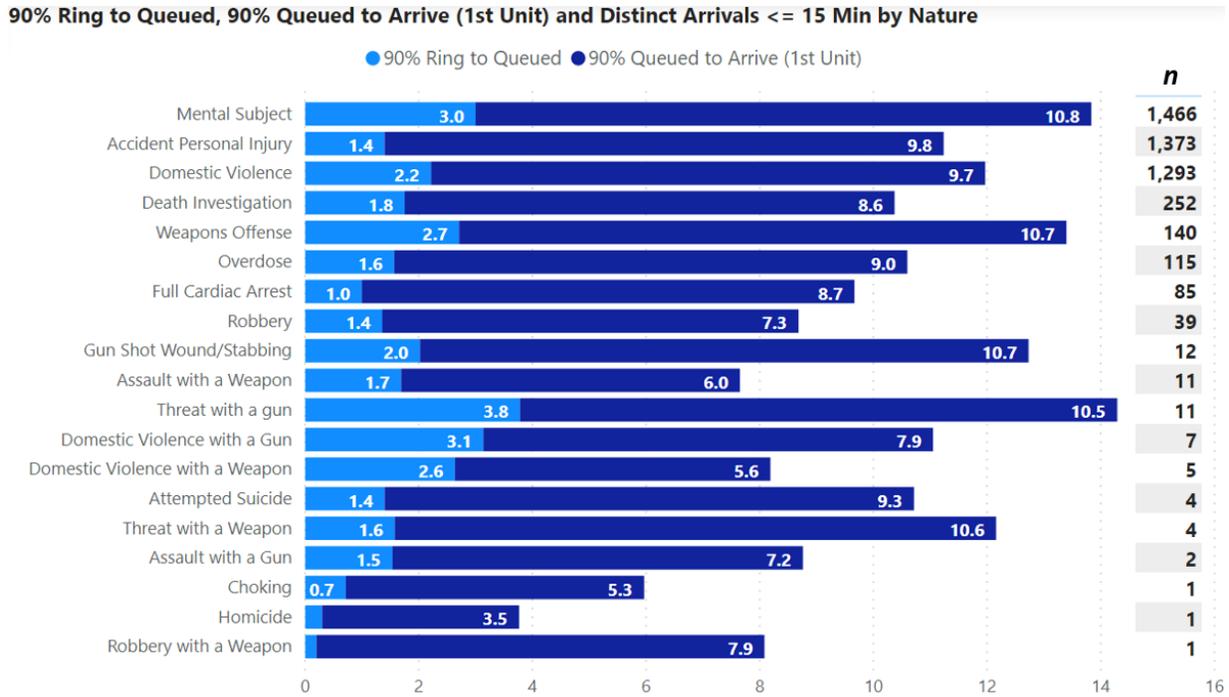
Figure 10—90 Percent Response Time for First Units – Ring to Queued and Queued to Arrival – 2017–2020



3.4.5 Response Time by Nature Code

As mentioned, Citygate measured response times for those nature codes that were most likely to require an emergency response. Response time 90 percent performance for those nature codes appears in the following chart.

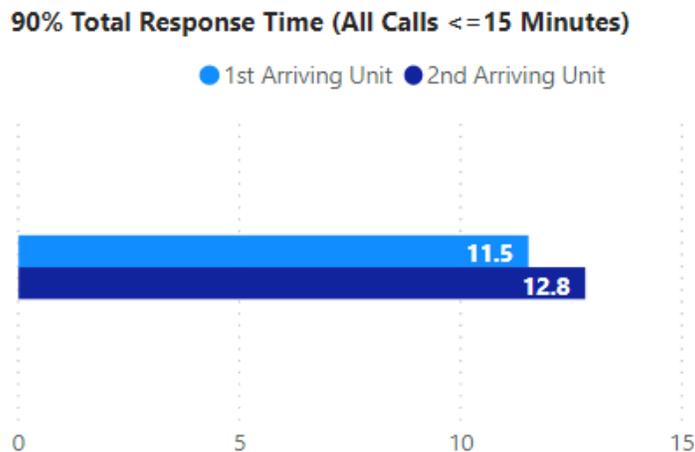
Figure 11—90 Percent Response Time First Unit Performance by Nature Code – 2017–2020



3.4.6 90 Percent Total Response Time

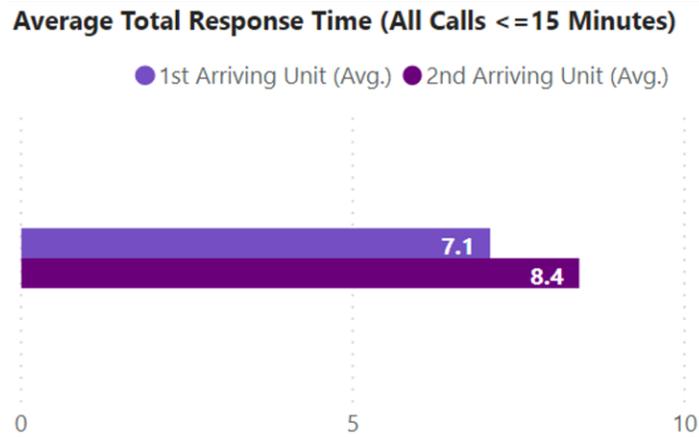
Utilizing the 90th percentile (fractile) measure, the total response time for high priority calls is depicted in the following figure.

Figure 12—90 Percent Response Time Performance of First and Second Units – All Calls – 2017–2020



Citygate’s analysis shows that on high priority calls Orem residents can expect a response time of 11.5 minutes or less, 90 percent of the time. Again, Citygate uses fractile measures as a best practice; however, for comparison purposes the following average response time chart is provided. **Appendix B** provides additional average response time charts.

Figure 13—Average Response Time Performance of First and Second Units – All Calls – 2017–2020



3.4.7 Response Time Summary

Citygate assesses that given Orem’s geographically small nature, there are gains to be made in terms of officer travel time, as well as call handling time. Improvements may come in several forms, including reestablishing a dedicated traffic unit and redefining beats and/or patrol patterns within beats.

As previously recommended, establishing response time goals along with periodic measurement should improve response times.

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SECTION 4—INVESTIGATIONS DIVISION

Criminal investigations are conducted throughout the Police Department. While patrol officers conduct preliminary and some follow-up investigations of minor offenses, the Investigations Division is responsible for follow-up investigation of more serious crimes. The Division is commanded by a police captain and is divided into two sub-divisions or bureaus: the Utah County Major Crimes Task Force and the Criminal Investigations Division (Bureau), each led by a police lieutenant.

4.1 CRIMINAL INVESTIGATIONS BUREAU

The Criminal Investigations Bureau is managed by a police lieutenant, supervised by police sergeants that are referred to as detective-sergeants, and staffed with police officers that are referred to as detectives. The Bureau is further divided into the following investigative units:

- ◆ General Investigations Unit
- ◆ Special Victims Unit
- ◆ Neighborhood Preservation Unit
- ◆ Mental Health Unit

In addition to the units described earlier, this section will review the Victims Assistance Program which is organized under the Mental Health Unit supervisor.¹³

4.1.1 General Investigations Unit

The Investigations Unit investigates general crimes up to and including homicide cases. The unit is currently organized with three detective-sergeants and three detective police officers.¹⁴ The senior detective-sergeant serves as the unit supervisor. They work in teams of two with a detective-sergeant and a detective police officer assigned as a team. Historically, sergeants have been assigned as detectives dating back to when Orem had a police and fire Public Safety Department.

In recent years, there have been police officers assigned as detectives for shorter rotations than the detective-sergeants, usually three years. Police officers are selected for assignment in Investigations by command staff with supervisory input. The Department should consider a

¹³ The Victim Assistance Program was recently reassigned from the Mental Health Unit to the General Investigations Unit. Citygate supports that reorganization and continues to recommend the conversion of one civilian victim advocate FTE to a victim advocate supervisor. See Recommendation #11.

¹⁴ During Citygate's assessment, the Department received a federal grant that included three additional FTEs. Two of those FTEs were assigned to the General Investigations Unit, increasing its staffing to three sergeants and five detectives.

standard detective selection process and incorporate that into the training plan discussed later in this report.

The following table reflects the cases handled by the General Investigations Unit since 2017.

Table 15—General Investigations Case Workload – 2017–2020

Unit	2017	2018	2019	2020
Staffing	5	5	5	8
Cases Assigned	1,604	1,454	1,035	1,024
Active	268	400	84	134
Arrest or Summons	109	66	77	72
Closed – Inactive	859	806	595	678
Information Only	359	180	120	133
Other	6	2	1	7

Finding #9: The General Investigations Unit has three detective-sergeants when one should suffice.

Recommendation #9: Reduce the number of detective-sergeants in the General Investigation Unit to one either by attrition or as caseload management allows.

4.1.2 Special Victims Unit

The Special Victims Unit (SVU) is staffed with one detective-sergeant that serves as the unit supervisor and three detectives (police officers).¹⁵ The supervisor carries a caseload along with the three detectives. SVU handles all sexual assault crimes as well as child and elder abuse crimes. Cases from Patrol are assigned to SVU from the Investigations lieutenant. In addition, SVU receives referrals from the County’s Adult and Child Protective Service agencies, as well as Internet Crimes Against Children database systems, the National Center for Missing and Exploited Children, and the Utah Attorney General’s Office.

¹⁵ Staffing was increased by one during Citygate’s operational assessment due to receipt of the aforementioned federal grant received by the City.

The nature and types of crimes investigated by SVU require extensive specialized training and can take an emotional toll on the detectives working them. SVU cases are of a sensitive nature and often involve crimes against children that can have a deleterious effect on the detectives assigned to investigate these cases. Highly specialized investigations such as those involving Internet Crimes Against Children require even more specialized and advanced training. The Department should consider designating a single detective for this position and extending their tour of duty.

The following table shows the cases assigned to SVU since 2017. It is noteworthy that assigned cases have increased significantly in 2020, likely the result of COVID-19 stay-at-home public health orders.

Table 16—Special Victim’s Unit Case Workload – 2017–2020

Unit	2017	2018	2019	2020
Staffing	4	4	4	5
Cases Assigned	498	424	452	584
Active	23	10	11	70
Arrest or Summons	19	28	30	36
Closed – Inactive	294	266	410	463
Information Only	161	117	1	5
Other	0	3	0	10

4.1.3 Neighborhood Preservation Unit

The Neighborhood Preservation Unit (NPU) is staffed with one detective-sergeant who acts as the unit supervisor and two detectives (police officers). The mission of the NPU is to enforce City code and nuisance ordinance violations. NPU focuses on drug houses, illegal accessory apartments, abandoned vehicles, illegal business, and other “quality of life” problems throughout the City.

The following table shows the cases assigned to NPU since 2017.

Table 17—Neighborhood Preservation Unit Case Workload – 2017–2020

Unit	2017	2018	2019	2020
Staffing	3	3	3	3
Cases Assigned	2,207	1,344	1,528	1,422
Parking Citations	49	110	103	126
Misdemeanor Cites	52	33	37	10
Admin Law Court	N/A	N/A	76	23

4.1.4 Mental Health Unit

The Mental Health Unit (MHU) is staffed with one detective-sergeant who acts as the unit supervisor, one detective (police officer), and a part-time mental health advocate. The MHU was recently formed as a branch of the NPU and seeks to address the increasing number of calls for service associated with individuals who have mental health issues.

The following table shows the cases assigned to MHU since 2017.

Table 18—Mental Health Unit Case Workload – 2017–2020

Unit	2017	2018	2019	2020
Staffing	1	2	2	2.5
Follow Ups	489	511	799	1,241
Consumers	New	398	606	874

Finding #10: The Neighborhood Preservation Unit and the Mental Health Unit both perform specific problem-oriented policing functions.

Recommendation #10: Consider combining the mission and staffing of the Neighborhood Preservation Unit and the Mental Health Unit and redeploy one of the sergeant positions to the Traffic Enforcement Unit as mentioned in Patrol recommendations.

4.1.5 Victim Assistance Program

The Victim Assistance Program’s mission is to provide crisis intervention, emotional support, and other critical services needed to assist crime victims and their families. The program also promotes community awareness on victimization issues and resources available within the community.

The unit is staffed with three full-time victim advocate coordinators who report to the MHU supervisor. They are critical resources, helping crime victims navigate the criminal justice system. Their services include the following:

- ◆ Attend court hearings with victims and witnesses
- ◆ Assist with drafting protection orders and stalking injunctions
- ◆ Assist in locating housing for domestic violence victims

- ◆ Provide counseling
- ◆ Provide critical liaison between victims/witnesses and law enforcement.

The City program is funded through the 1984 Victim of Crimes Act. Although organized under the MHU for supervision, the victim advocate coordinators primarily support criminal investigations by the SVU, General Criminal Investigation, and Patrol.

This unit differs from the victim advocates of the Utah County Attorney’s Office in that it provides a first response to victims of felony crimes and works with victims and witnesses until such time that the County Attorney’s Office takes the case.

The following table shows the cases assigned to Victim Assistance Program since 2017.

Table 19—Victim Assistance Program Case Workload – 2017–2020

Unit	2017	2018	2019	2020
Staffing	3	3	3	3
Victims Assisted	432	504	450	539
Accompaniment	978	1,632	1,256	1,432
Emotional Support	200	279	262	237
Sheltered	6	13	0	12
CJ/Civil Assistance	984	1,426	532	1,239
Other Services	30	81	71	95

Finding #11: The Victim Assistance Program was organized under the Mental Health Unit supervisor. However, the majority of victim advocates support the Special Victims Unit, the General Investigations Unit, and Patrol.

Recommendation #11: Convert one civilian victim advocate FTE to a supervising victim advocate and reorganize the unit under the Investigations lieutenant.¹⁶

¹⁶ The Victim Assistance Program was recently reassigned from the Mental Health Unit to the General Investigations Unit. Citygate supports that reorganization and continues to recommend the conversion of one civilian victim advocate FTE to a victim advocate supervisor.

4.2 UTAH COUNTY MAJOR CRIMES TASK FORCE

The Utah County Major Crimes (UCMC) Task Force is a multiple-agency program that involves 17 local, state, and federal agencies. The primary mission of the Task Force is to disrupt drug trafficking operations and street gang crime. However, the Task Force acts as a force multiplier to participating agencies during homicide or similar investigations.

Orem's commitment to the Task Force includes one police lieutenant, two police sergeants, and three police officer detectives. Citygate assesses the Task Force is working well. There are no findings or recommendations for the UCMC Task Force.

SECTION 5—SUPPORT SERVICES DIVISION

The Support Services Division is commanded by a police captain with the support of three police lieutenants, and two non-sworn supervisors.¹⁷ The police lieutenant responsibilities include management of Administrative Services. One of the non-sworn supervisors manages the Communications Center and the other manages the Records Unit. The two non-sworn supervisors report directly to the captain. The lieutenants manage the following tasks:

- ◆ Police Lieutenant
 - Internal Affairs
 - Equipment
 - Hiring
 - Backgrounds
 - Public Information (PIO)
 - Cell Phones
 - Car Cradle Boards
 - Body Worn/Fleet Cameras

- ◆ Police Lieutenant
 - Training and Personnel
 - Equipment
 - Crime Analysis
 - Volunteers in Police Services (VIPS)
 - Property and Evidence
 - Crossing Guards
 - Animal Control Services
 - Community Engagement

¹⁷ A lieutenant was moved to Patrol from Support Services shortly after Chief Adams assumed office.

- ◆ Police Lieutenant
 - Special Events
 - Firearms
 - Range Facility
 - Physical Fitness Program
 - Field Training Program
 - Active Assailant Training
 - School Resource Officers

Currently, all three Support Services and Administrative Services lieutenants have responsibilities associated to training, personnel, equipment, and community engagement. The Department should consider reorganizing the Support Services and Administrative Services functions. This reorganization could include the same number of administrative lieutenants. However, the workload could be aligned between Internal Affairs, Training and Personnel, and Community Services. A realignment could shift some, but not all, training- and equipment-related duties to the Training and Personnel Section. A Community Services Division could absorb School Resource Officers, Volunteers in Policing (VIPS), Community Engagement, Special Events, Crossing Guards, Code Enforcement related activities, the Physical Fitness Program, and outside agency event requests.

5.1 EMERGENCY COMMUNICATIONS CENTER

The communications function plays a vital role in effective law enforcement agencies. The first point of contact for citizens requesting assistance is often 9-1-1 operators. The efficiency of collecting and disseminating information is directly related to the safety of personnel, the safety of citizens, and the outcomes of in-progress crime.

The Orem Police Department's Emergency Communications Center serves as the Public Safety Answering Point (PSAP) for Orem police, fire, and EMS calls; Linden police, fire, and EMS calls; and Vineyard fire and EMS calls. There are four PSAPs in Utah County, each acting as a backup for the other. All of the PSAPs operate on the same integrated CAD system (Spillman/Motorola), the same phone system, and the same radio system. The County-wide system has allowed Orem to cut its phone transfers to approximately three percent of its incoming 9-1-1 calls. Text-9-1-1 was implemented three years ago. Although there is a backup potential, data is not maintained consistently between the City and the County.

Orem full-time dispatchers are cross-trained to handle police calls, fire calls, EMS calls, secondary service channels, and call-taking responsibilities. The City operates a 3-1-1 Center. There are times

when calls are transferred into dispatch. Dispatchers are also responsible for monitoring Closed Circuit Television (CCTV), Department security cameras, the City alarm system, and impound process follow-up.

Dispatch operates under the direction of a civilian supervisor who reports to the Support Services captain. The supervisor is supported by four dispatch leads, one training lead, and 14.5 full-time dispatchers (19 are allotted). Three of the allotted positions are job-share dispatchers covering 1.5 positions. There are four part-time, flexible dispatchers. The 14.5 full-time positions include two currently in training. The four dispatch leads are responsible for a supervisory role, completing evaluations, managing personnel issues, and conducting other supervisory responsibilities while working at a station.

Dispatch leads and dispatchers currently work a modified 12-hour schedule. There are two day shift teams and two night shift teams. Under the 12-hour plan, the actual workweek is three 12-hour days, followed by a four-hour day. In practice, dispatchers trade the four-hour overlap so they are working three 12-hour days followed by an eight-hour day, which affords a full day off every other week. The bulk of scheduling occurs around the hours of 6:00 am through 6:00 pm and 6:00 pm through 6:00 am. Team One Days, Team One Nights, Team Two Days, and Team Two Nights are on a revolving schedule.

From 6:00 am through 8:00 am shift minimums are three on Monday through Thursday, including a dispatch lead and two other dispatchers, covering four required stations. One dispatcher on the main channel, one dispatcher on the Police Service channel, and the third dispatcher covers both fire and call-taking duties. On Monday through Thursday, shift minimums move to four dispatchers from 8:00 am through midnight. Each of the four working dispatchers takes one of the required four channels. The Monday through Thursday shift minimums move back to three dispatchers from midnight through 6:00 am.

On Fridays through Sundays, the shift minimums are four dispatchers between 8:00 am and 2:00 am.

Once the monthly schedule is established, the part-time, flexible dispatchers are placed into needed positions. Overtime is then posted and accessible. Once the overtime is evaluated, each dispatcher's on-call dates are determined. Currently the full-time dispatchers are averaging approximately two on-call dates per month. Overtime is prioritized based on the transition from a shift minimum of three to four.

Full-time and job-share dispatchers are assigned to the mandatory on-call days. On-call hours are between 10:00 am and 10:00 pm, with one hour of compensatory time for the on-call status and travel and overtime hours worked, if called in. Training dispatchers receive one hour of compensatory pay for each shift they are training. Part-time dispatchers work 15 hours a month and receive straight-time compensation.

The Communications Center dropped to approximately half staff in the latter part of 2019, resulting in increased overtime for the beginning of 2020. The middle of 2020 saw staffing decrease over time, which was a partial result of several new dispatchers being released from training and canceled vacations due to the COVID-19 pandemic. Staffing continued to decline in 2020, which resulted in increased overtime.

An analysis of January 2021 Communications Center staffing revealed 53 separate one-hour time blocks, occurring on 14 separate days, where staffing levels were below Department-identified minimum staffing levels.

Communications centers often find themselves under operational strains to find and maintain qualified applicants who can complete training, manage stress, and overcome the challenges associated with working in a communications center. The Department, like many agencies, has struggled with this. Associated staffing issues can include allied agency compensation and benefits, the demands of the career, recruitment and retention efforts, and Human Resource processes. The Orem Communications Center has four qualified dispatch trainers. One is full-time, two are job-share, and the fourth is a flexible employee. Recruitment and retention efforts include available training staff to support successful onboarding of new hires. Orem has the advantage of an in-house training lead who can establish trainers when they are ready and capable.

Every employee in the organization is mandated to meet with Employee Assistance Program representatives once a year. Orem utilizes the previously mentioned part-time dispatchers, the job-share positions, and mandatory on-call days to address staffing shortfalls. Orem has implemented a Dispatch Night for prospective candidates, which allows candidates to spend several hours with staff while strengthening their understanding of the role they may wish to pursue. The past several candidates attending this event (three out of four) completed training and are still working in the Communications Center approximately 1.5 years later. Human Resources traditionally opens active recruitment, and internally, the Police Department has been engaged in various processes, including interviewing prospective candidates. The Department has received funding to help with CritiCall, a software program utilized in dispatch testing processes. In addition to CritiCall, Dispatch Nights, and active Department involvement in recruitment and hiring processes, the City should maintain an open and continuous hiring process for these positions. If vacancies continue to exist, the Department should consider additional job-share or part-time dispatchers. The cost of these positions may be offset by the rate of the vacated position and related overtime costs. Although not ideal, in the case of an emergency, there would be two former dispatchers working in different jobs in the Police Department.

Over the past five years, staffing has come close to reaching the City allocations, but the Communications Center continues to struggle to reach full staffing. There are two trainees who have not yet completed their programs. Unfortunately, it is likely that any given trainee may not successfully graduate from the program and transition into a long-term position. The Department

should maintain open and ongoing recruitment and Human Resource application processes for dispatchers, with continued Department engagement in the process.

The dispatch training process includes four stages: Call-Taking, Service Channel, Main Police Channel, and Fire/9-1-1 emergencies. If the current trainees perform successfully they are still several months from operating as a solo dispatcher in the Communications Center. Trainees who have successfully passed their Call-Taking training may work overtime in that regard, which can positively impact the center.

The Orem Police Department relies on dispatch leads to routinely conduct line-level duties. This can impact supervisory responsibilities. Once fully staffed, the goal is to remove dispatch leads from time currently spent on line-level tasks. One of the benefits of the current Communications Center is the assignment of a dispatch lead on each shift.

The Communications Center will benefit from a statewide radio system upgrade. This is a three-to four-year project, and the current timeline for Orem's transition is undetermined. The updates will be for the current number of positions, which is six, but there is a potential desire to establish eight positions moving forward. The organization is holding off on upgrading the current consoles, which date back to approximately the year 2000, due to the desire to complete an upgrade alongside the implementation of the forecasted new equipment. The Department should consider expanding consoles with statewide upgrades for future growth.

Currently, the CAD system shuts down several times a week, County-wide, and usually around 1:00 am. The Communications Center utilizes Google Forms as a backup during downtime. The Department should continue to work with County partners and the CAD vendor to resolve the current CAD issues interrupting service.

The Communications Center performs random quality assurance checks. The dispatch leads review approximately two percent of police and fire calls monthly. Due to the number of calls reviewed, they generally have quality assurance checks on all employees during the given month. Medical call quality assurance checks are also conducted monthly through the Pro QA/Aqua platform and are supplemented, if necessary, by dispatch leads pulling random calls based on what is reviewed during the initial draw.

Dispatchers are included in Department community engagement efforts. Several dispatchers are trained with the Hostage Negotiations Team, and other examples of collateral duties include Peer Support and the Wellness Program. Internal unit wellness consists of a treadmill in the center and motion pedals under the consoles.

The Communications Center supervisor attends monthly Utah County Dispatch meetings. Consolidated dispatch is a conversation topic at these meetings, with chiefs throughout the County and with the County Sheriff. The State of Utah would like to pursue having two PSAPs per County.

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Consolidated Communications Center planning should include collaboration and identified backup solutions.

Orem dispatch has implemented several changes since the onset of COVID-19, including enhanced sanitizing protocols, limiting and controlling the flow of personnel into the Communications Center, enhanced information gathering through Emergency Medical Dispatch questions, and flagging COVID-19 positive addresses through information received by the County Health Department. The Department should sustain COVID-19 processes and County-wide partnerships.

Table 20—Dispatch Call Statistics – 2017–2020

Category	2017	2018	2019	2020
9-1-1 Calls	27,587	28,604	32,202	32,001
Administrative Calls	123,885	124,814	125,032	117,573
Days – 6:00 a.m. to 6:00 p.m.	98,073	99,256	101,783	96,470
Nights – 6:00 p.m. to Midnight	40,856	41,513	42,064	39,775
Nights – Midnight to 6:00 a.m.	12,543	12,649	13,387	13,329
Total Calls	151,472	153,418	157,234	149,574
Calls Per Hour	17	18	18	17
Text to 9-1-1	19	73	65	84

Table 21—Dispatch Overtime Usage by Month – 2020

Category	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Total
Shift Coverage Comp	100.00	103.00	37.00	12.00	18.00	61.00	42.00	11.00	41.50	72.50	54.25	33.75	586.00
Training (Trainer Pay)	67.15	36.14	56.07	51.27	32.50	8.00	29.00	9.00	2.00	-	1.50	23.50	316.13
Shift Coverage Pay	360.00	228.50	258.20	272.34	119.50	96.00	357.50	183.75	232.75	164.75	215.25	341.25	2,829.79
On-Call Comp	38.50	40.50	15.30	12.25	19.50	51.75	73.16	37.25	49.50	16.50	7.50	6.00	367.71
On-Call Pay	536.08	250.48	226.57	226.57	39.50	93.00	117.00	232.00	177.00	177.40	155.00	195.50	2,426.10
Non-Mandatory Training	-	13.00	-	-	-	-	-	-	-	-	-	-	13.00
Total Overtime Hours	1,101.73	671.62	593.14	574.43	229.00	309.75	618.66	473.00	502.75	431.15	433.5	600.00	6,538.73

Finding #12: The Orem Police Department Communications Center is currently understaffed, operates beneath identified minimum staffing levels at times, and is unable to maintain optimal coverage of the four required priority channels.

Finding #13: The Communications Center does not maintain up-to-date and ongoing workload tracking measurements.

Recommendation #12: Once fully staffed, evaluate identified minimum staffing levels, overtime gaps, and dispatch lead processes to identify ongoing staffing levels.

Recommendation #13: Establish and maintain monthly and annual workload tracking measurements to monitor ongoing workload activities and staffing levels.

5.2 RECORDS UNIT

Records units within police agencies are responsible for an exhaustive list of duties which go unnoticed but are essential for an organization to maintain efficiency and effectiveness.

Orem Police Department Records Unit staff are currently titled Customer Service Specialists (CSS). There has been a request to retitle the position to records technician. The Records Unit is responsible for many daily tasks including, but not limited to, processing arrest reports, general reports, traffic citations, and lobby contacts; answering telephones; background investigation processes for the City, the Police Department, the City fitness center, and for citizens; impound processes; fingerprint slips; DUI follow-up to the state Driver's License Division; in- and out-going Department mail; alarm permitting and reporting; subpoena processes; fax requests; 9-1-1 discovery processes; Government Records Access and Management Act (GRAMA) requests; processing online reporting documents; Uniform Crime Reporting / National Incident-Based Reporting System (UCR/NIBRS) reporting; Department training; and maintaining reporting schedules for the organization.

The Orem Police Department policies reference the Records Unit functions and responsibilities.

The Records Management System (RMS) used by the Orem Police Department is Spillman, which was purchased by Motorola in 2016. The RMS is an integrated product. The Department operates on a paperless system. However, some paper documents are still necessary, such as an arrest cover sheet, or documents handed over via a victim or witness, consistent with many current agencies. The paperless processes in place have eliminated any purge-related issues. There were no reported adverse interface issues identified with other Department functions.

The Records Unit is open to the public Monday through Friday from 8:00 am to 6:00 pm. Records Unit staffing includes a supervisor, four records clerks, and a flexible employee. The supervisor

and one other clerk work a 9/80 schedule with every other Friday off. They separate Fridays off while they balance the schedule, as the other three records clerks work a 4/10 schedule with varying days off (Monday, Wednesday, and Friday). The flexible, non-benefitted clerk works 28 hours a week, which is the maximum for a flexible employee. This clerk typically works Monday through Thursday for approximately three to four hours, starting at 5:30 pm, and works some Fridays. There is a college intern who works the front window roughly twice a week when available.

The current Records Unit supervisor has approximately twenty years of experience in the Orem Police Department and promoted into the position approximately two years ago when the previous supervisor was transitioned to a 3-1-1 position. The current supervisor's position was never backfilled. The Records Unit may have been down an additional 1.5 positions at the time of this transition.

Records Unit staff is not cross-trained in all records related functions. The Department should consider establishing a training plan and conduct cross-training for all Records Unit staff. Once all staff is cross-trained, staff rotations can be implemented to assist with ensuring maintenance of skills.

The Records Unit is located at the front of the Police Department and receives counter walk-ins who may need the services of other departments. Still, the Police Department lobby is the gateway to the complex, which also has court buildings and other various services located behind the Police Department. Records Unit staffing impediments include handling lobby contacts not associated with the Police Department based on its complex location. The Orem Police Department is implementing an electronic device and secure access between the breezeway and the lobby to increase Records staff efficiency. Staff analyzed a three- to four-week snapshot of data, to determine who comes in the lobby for police needs and who comes into the lobby for other campus needs. This data was not available at the time of this report.

The Records Unit maintains some monthly and annual statistics related to significant tasks that are performed. Moving forward, the implementation of enhanced workload measurements can assist in determining workload demand, increases in workload demand over given periods, and the scope of unit responsibilities. The unit attempts to document "disseminations," which are done for a variety of outgoing reports. Examples include reports going to the public, the City Attorney's office, the County Attorney's office, and accident reports going to insurance companies. Government Records Access and Management Act (GRAMA) requests are also documented within disseminations. However, the disseminations do not provide a true workload measurement for all the activities that may be associated with a GRAMA request. Disseminations are not always documented or appropriately updated to reflect workload by the entire staff and are therefore considered to be an approximation. Dissemination statistics are shown in the following table. Records staff scans and enters traffic citations, criminal citations, and parking enforcement

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citations. Statistics for these activities are shown in the following table. The unit completes approximately 150 expungements per year. The unit is also responsible for completing arrest packets for juveniles, the City Attorney’s office, and the County Attorney’s office. Statistics for these activities are shown in the following table.

The Records Unit started tracking criminal filing declines and County Attorney’s office referrals to the City Attorney’s office in 2020. In calendar year 2020 there were 46 declinations from the County Attorney’s office and 24 referrals to the City Attorney’s office. City Attorney declinations are considered rare. These declinations cover the entire organization and are not broken down between Patrol and Investigations. These statistics are also an approximate number because it is possible for an officer or detective to receive the initial notice of declination and it may not be routed through the Records Unit.

Table 22—Records Unit Workload Measurements – 2017–2020

Workload Measurements	2017	2018	2019	2020
County Arrests Processed	729	697	787	810
City Arrests Processed	2,060	1,988	1,908	2,016
Juvenile Arrests Processed	475	363	308	287
Total Arrests Processed	3,264	3,048	3,003	3,113
Total Disseminations	6,701	6,996	7,106	5,753
Misdemeanor Citations	1,265	1,726	1,559	1,706
Moving Citations	9,930	7,683	6,597	5,597
Parking Citations	1,099	1,355	843	888
Total Citations Processed	12,294	10,764	8,999	8,191

The Records Unit supervisor is the Custodian of Records for the Police Department. These responsibilities include review, redaction, and release of body-worn camera footage based on GRAMA requests and processing 9-1-1 discovery evidence. The Police Department deploys Axon body, in-car, taser, and interview room cameras. The Axon storage platform, Evidence.com, interfaces with the City Attorney’s office, which allows them access to open and retrieve body-worn camera evidence. The County Attorney’s office does not have the same interface access. The Records supervisor is responsible for ensuring the County Attorney’s office has available video evidence. Sharing with the County Attorney’s office can be time-consuming depending on how the video was downloaded into the system and if it was properly labeled. The Department should consider working on a resolution for the interface issue between Evidence.com and the County Attorney’s office.

The City Attorney is an available resource to assist with GRAMA-related items. The number of GRAMA requests have not seemed to increase. However, the true workload associated with GRAMA requests is not currently tracked because the Records Unit does not track GRAMA requests monthly or annually as a workload item. They would have to be tracked individually through dissemination reports, which still do not document the time spent on a given request.

Currently, there is not a software program platform specific to public records requests. The Department should consider establishing individual tracking and monitoring of GRAMA requests and the amount of time necessary to process associated workload functions. There is currently a vacant analyst position, which was supposed to be utilized to manage and process body-worn cameras for the organization. There is a \$45.00 fee for all other body-worn camera requests. If the time requirements to complete the request takes longer than an hour, the Department can charge an additional \$15.00 for each additional half hour. The additional charges are discretionary.

Police departments annually report crime data and clearance rates to the Federal Bureau of Investigation for inclusion in the UCR, which transitioned to NIBRS as of January 2021. In the Orem Police Department, this reporting is performed by the Records Unit. The Records Unit currently has one staff member specialized in NIBRS reporting. Coding can be complex and frequent training should be provided. The Orem Police Department trained Department staff for NIBRS compliance in August 2020.

Cash transactions can present an unnecessary risk to the City and the Department. The Records Unit collects payments in the form of cards, cash, checks, and an online pay junction. If cash is maintained as an option, comprehensive and regular internal audits of Records Unit currency transactions should be conducted through the Internal Affairs Unit.

The online reporting system currently allows the public broad reporting opportunities. The following represent some of the crimes listed in the online reporting portal: assault, custodial interference, narcotics, robbery, sex offenses, and motor vehicle theft. These reports require follow-up by Records staff, including distribution to sworn personnel. The format should not allow submission until all information is appropriately completed. The lack of information on a report also creates additional follow-up for Records staff. A review and potential update to online reporting processes may assist with enhancing workload efficiency and effectiveness.

Pending reports are input into the RMS. Officers can maintain reports and later forward them to the Investigations Unit. If an officer sends a report to the Investigations Unit, they are supposed to email the Investigations Unit for the case to be assigned to a detective. Reports are approved and forwarded by the shift sergeant.

The Department has implemented COVID-19 safety measures related to Live Scan. In addition, the Records Unit cubicles are spread apart with dividers around the workspace.

Finding #14: The Police Department Records Unit has not been consistently maintaining ongoing workload tracking measurement mechanisms.

Recommendation #14: Consider establishing monthly and annual tracking of priority workload tasks such as police reports processed, citations, arrests, online reporting processed, field-interview contacts, Government Records Access and Management Act requests, and the number of residents served at the lobby. If additional Patrol staffing occurs in the organization that creates additional workload, consideration should be given to incremental increases in Records Unit staff to meet the workload demand affecting the Records Unit.

5.3 PROPERTY AND EVIDENCE

Intake, processing, storage, and disposal of property and evidence are vital functions of every law enforcement agency. Proper management of property and evidence units allows agencies to avoid consequences that many other agencies have faced based on mismanagement, including arrest and termination. The ability to control property and evidence access, inventory control, and regular audits is vital to ensure effective management of property and evidence units.

The Orem Police Department Property and Evidence Unit is under the direction of an administrative lieutenant. The lieutenant reports to the Support Services captain. Daily operations are managed by the lieutenant, who supervises one full-time evidence technician and a 24-hour, part-time, flexible technician.

The full-time property and evidence technician is a member of the Utah Division of International Association for Identification (IAI), has received International Association for Property and Evidence (IAPE) certification, and is a Utah State certified Field Identification Drug Officer / Marijuana Leaf Identification Technician. The Police Department should continue to maintain associations and training to continue to enhance agency best practices and ensure training and membership for the part-time evidence technician.

Property and Evidence Unit duties include booking evidence items, fingerprint examinations, coordinating firearm examinations, property releases, completing destruction orders and purges, transporting evidence to the state crime laboratory, court testimony, evidence transport, coordination with various attorneys, and daily security checks of off-site locations. On average,

the property technicians respond to the Utah State Crime Laboratory weekly, which equates to approximately 52 trips annually. In addition to the required scope of work, the relationship with the Utah State Crime Laboratory provides an opportunity to maintain invaluable ongoing training in best practice. Property intake for calendar years 2017 through 2020 is documented in the following table. The intake numbers do not account for multiple entries associated to controlled substances or currency.

Table 23—Evidence and Property Intake Data – 2017–2020

Evidence and Property Intake	2017	2018	2019	2020 (12/17 YTD)
Items	11,654	11,248	12,476	12,381

The Property and Evidence Unit is currently maintaining approximately 20,000 items. Property and evidence are stored in several different locations. The main Police Department building is the central location for evidentiary storage, with attached drop lockers leading into property and evidence. There are four temporary lockers for operations staff to assist with processing procedures prior to the final booking. The unit is secured through various access points and private security controls. The Department should consider providing camera access to the Internal Affairs lieutenant for purposes of potential confidential investigations. General evidence, firearms, and narcotics are all separated, but stored in the same open area. Prior to the COVID-19 pandemic, the Department was pursuing a project to enhance the temporary lockers. This project has since been put on hold.

The Property and Evidence Unit recently obtained about 400 square feet of space internally. Property related to homeless issues and hold-for-owner property is also stored in a bicycle shed under the control of the Property and Evidence Unit. There are two additional off-site locations storing property and evidence. The Department should consistently review and access security systems in place.

Staff stated that in 2018, the Property and Evidence Unit had approximately 10 to 15 backlogged Sexual Assault kits. Those cases were stated to be cleared within one month. This situation was not unique to the Police Department, and the organization appears to have conducted a rapid reconciliation.

The full-time property technician is also responsible for Crime Scene Investigation (CSI) duties. These duties may require extended hours over and above the full-time duties associated with Property and Evidence. Responses to CSI callouts vary based on incident circumstances. The callouts should be reviewed to determine time allocations as part of the ongoing workload assessment. The Department should continually assess the need for equipment that may enhance efficiency for Crime Scene Investigations and Major Accident Investigations, such as a FARO

machine. The Department should also continuously assess the need for a CSI position under the Investigations Bureau and a dedicated CSI unit vehicle. CSI-related callouts for calendar years 2016 through 2020 are shown in the following table.

Table 24—Crime Scene Investigation Call Data – 2016–2020

Type of Call	2016	2017	2018	2019	2020 (12/28 YTD)
On-Duty Calls	7	7	5	1	16
Off-Duty Call-Outs	7	15	9	27	21
Total	14	22	14	28	37

Finding #15: The Police Department Property and Evidence Unit has not been consistently maintaining ongoing workload tracking measurement mechanisms.

Recommendation #15: Establish and maintain monthly and annual Property and Evidence Unit workload tracking measurements to monitor ongoing workload activities and staffing levels. These reports can track the number of items booked, discovery requests, property releases, state crime laboratory transmissions, fingerprint analysis processes, destruction and purge reports, administrative duties, and other desired activities.

5.4 SCHOOL RESOURCE OFFICERS

An administrative lieutenant manages the School Resource Officer program. The assigned sergeant is responsible for one of the high schools. Three of the four designated officers each have responsibility for the remaining high schools. The remaining officer is responsible for two middle schools. The school district is believed to pay two-thirds of the School Resource Officer costs. The previous Chief handled these contracts in the past. The Department should consider placing some budget and contract responsibilities within the chain of command to promote succession planning, enhanced collaboration, and growth.

Table 25—School Resource Officers Case Management Data – 2017–2020

Unit	2017	2018	2019	2020
Staffing	4(5)	5	5	5
Cases Assigned	267	110	136	104
Active	8	2	30	30
Arrest or Summons	17	3	6	2
Closed – Inactive	137	74	81	63
Information Only	103	31	19	9
Other	2	0	0	0

Finding #16: A sergeant is responsible for day-to-day line-level activities of one of the high schools while also supervising the School Resource Officer program.

Recommendation #16: Consider adding a School Resource Officer to alleviate the sergeant from the line-level activities associated with a school. Supervision, administrative meetings, school district responsibilities, and daily management of this responsibility should dictate the need for a full-time supervisory role.

5.5 CROSSING GUARDS

Crossing guards are under the direction of an administrative lieutenant with no additional support staff. The lieutenant presently reports to the Operations Division captain due to a vacant Support Services/Administrative captain position. There are currently 53 crossing guards covering elementary and middle schools. In 2019, an additional 15 were hired as alternates. The management responsibilities associated with crossing guards include background checks, hiring, scheduling, and managing timecards.

There are no specific findings for this area.

5.6 VOLUNTEERS IN POLICE SERVICES

There are 18 Volunteers in Police Services (VIPS). These 18 represent a manageable number at the current time. Ten VIPS each work about 30 hours a year at limited special events. The other eight each average about 1,500 hours per year. The management responsibilities associated with VIPS include background investigations, hiring, training, and equipment coordination.

Finding #17: The Police Department relies on a Volunteer in Police Services program to assist with providing special event services.

Recommendation #17: Consider training and utilizing Volunteers in Police Services in various assignments throughout the Department to assist with a variety of workload tasks. Examples include the Records Unit, the Property and Evidence Unit, and the Investigations Bureau.

5.7 ANIMAL CONTROL SERVICES

The City of Orem manages the Animal Control Shelter facility located in the City of Linden and the budget. The Shelter Director is a City of Orem employee who reports directly to the training lieutenant. The lieutenant holds a board position and the facility supports Northern Utah County. There are two animal control officers working split shifts.

There are no specific findings for this area.

5.8 SPECIAL EVENTS

Orem Police Department special events are managed by an administrative lieutenant. Every year the City hosts a four-day Summerfest in June. Several event activities include fireworks, a parade, and a carnival. There are regular meetings throughout the year in preparation for the event. Staffing the event consists of general Police Department staff coverage for safety, traffic management, and parking management. This event requires about 50 percent of the lieutenant's time in the month leading up to it. VIPS personnel are considered vital to managing this event. Additional special events throughout the year, which also rely on VIPS, can include collaboration with Utah Valley University, funerals, and dignitary visits.

There are no specific findings for this area.

5.9 COMMUNITY ENGAGEMENT

Community engagement and community policing are essential components of 21st Century Policing. Promoting prevention and intervention strategies through partnerships and problem solving strengthens organizational health. Strategies that include internal and external components comprised of policy, culture, training, administrative processes, transparency, and community interaction enhance procedural justice and legitimacy. Partnerships can be established with various stakeholders, including, but not limited to, residents, school districts, social service providers, business owners, business organizations, and community organizations. Community engagement efforts provide listening opportunities, enhance dialogue, and establish relationships built through non-enforcement contacts.¹⁸

The Orem Police Department and Orem residents share a common interest in maintaining a safe community. Community engagement can enhance internal processes with positive community outcomes regularly, not just during a crisis.

Although it would be difficult to quantitatively track every aspect of Orem Police Department's community engagement efforts, the Department does not currently track any community outreach efforts. Tracking community engagement efforts can help the Department identify current community needs, identify future needs, identify workload analysis findings, and reinforce Department culture through sworn and non-sworn employee participation and nonenforcement community contact rewards.

Finding #18: The Department does not keep a master list of community engagement efforts.

Recommendation #18: Consider establishing monthly and annual community engagement tracking mechanisms.

5.10 MOBILE FIELD FORCE (PUBLIC ORDER)

The Police Department is in the initial stages of developing a Mobile Field Force Team. Mobile Field Force responsibilities include crowd control, crowd management, and force protection operations. Supervisors and managers should receive training in Incident Command Systems and

¹⁸ COPS Office (2015) The President's Task Force on 21st Century Policing Implementation Guide Moving from Recommendations to Action (1-38), Office of Community Oriented Policing Services
https://policingequity.org/images/pdfs-doc/reports/TaskForce_FinalReport_ImplementationGuide.pdf

Emergency Operations Center functions and responsibilities. A collateral team, separate from the Special Weapons and Tactics (SWAT) team and the Crisis Negotiations Team should be identified for this collateral duty. This team should receive specialized and enhanced training while all sworn staff should receive minimum crowd control training on an annual and ongoing basis.

Currently the Department issues expandable batons. The Department does not issue gas masks. The Department should identify specific equipment related to Mobile Field Force for both a collateral team and all Department sworn personnel, including, but not limited to, munitions, less-lethal impact weapons, kinetic energy devices, long batons, short batons separate from the currently issued expandable batons, personal protective gear, storage devices, vehicles, trailers, and gas masks. Mobile Field Force personnel should be trained on all equipment and demonstrate proficiency prior to deployment. All training should be documented and equipment should be inventoried and audited on an ongoing basis.

Consideration should be given to supplying all sworn personnel with long batons, short batons, and gas masks for potential crowd control deployment. This should include documented annual training.

The Department should consider establishing a hazmat coordinator position. Once identified, selected, and trained, this expertise can be utilized to conduct annual fitness testing and inventorying specific to gas masks, as well as other necessary training in 21st Century Policing. In addition to potential crowd control responsibilities, this would provide employees with the necessary equipment and training for potential force protection operations.

The Department should develop a Civil Disobedience Policy.

Finding #19: The Police Department is in the initial stages of establishing a Mobile Field Force Team, securing equipment, and establishing positions and training.

Recommendation #19: Department training should be established at regular intervals for a Mobile Field Force Team in addition to attending regional training. All sworn staff should receive basic annual crowd control training in compliance with state and Department standards.

5.11 SPECIAL WEAPONS AND TACTICS TEAM

The Police Department SWAT team is part of a metropolitan SWAT team comprising 16 Police Department personnel serving as collateral team members. The Police Department contingent is managed by a lieutenant, has 13 sworn personnel, and two Fire Department medics. The metropolitan team is comprised of approximately 40 staff from four separate agencies, including two university police departments. Overall, team management falls under the purview of the Provo Police Department. The Police Department lieutenant is responsible for sniper, observation, and marksmanship training for the metropolitan team based on qualifications and experience. Managing and supervision within a SWAT team should not be based on positional assignments in the organization. It should be based on training and experience associated with the requisite responsibilities. Multiple SWAT operators should be trained in the various disciplines that are required. Because the SWAT team is comprised of collateral duty staff, it is likely that equipment, training, and skill sets are immediately available when a crisis situation occurs.

The State of Utah does not have a mandated Peace Officer Standards and Training (POST) SWAT school. The metropolitan team has one 10-hour training day each month, and two additional 10-hour training days bi-annually.

Historically, when the Police Department has had a SWAT vacancy leading to a team opening, testing has included specific processes. These processes begin with a Department-wide email notification followed by individual officer submission, a physical fitness test, a firearms qualification test at an enhanced 90 percent passing rate, and current team member input. All these processes are important and should continue.

Assignment to the SWAT team, as with any specialty unit or collateral assignment in the organization, should include input from direct supervisors and all command and executive staff members. Part of the review process should consist of training records, annual evaluations, and disciplinary related review. Staff requesting to test for positions should receive supervisory and management approval based on their qualifications.

The Department should continually review the current team, future resignations, retirements, and operator longevity. If staff leaves the SWAT team, consideration needs to be given to how that expertise is replaced. The Police Department has seen a large amount of turnover in recent years. The Department should consider a SWAT development program that starts to prepare potential SWAT operators in a phased transition period over an extended time.

There are no specific findings for this area.

5.12 CRIME ANALYST

Crime analysis is under the direction of the administrative training lieutenant. The crime analyst resigned in May 2020 and the position has remained vacant.

The data analysis presented by the City and reviewed by Citygate revealed a lack of adequate dispatch date and time stamps for events. Understanding the true nature of response times requires the ability to ascertain call handling time while identifying Communications Center response time and officer travel time. The lack of available data also creates difficulties in identifying total committed time.

Citygate and the Police Department coordinated with Utah County and received additional data. The County does not entirely back up the City data. County-provided data had enhanced quality but fewer available records. A portion of the lack of records is associated with a policy change in 2018 which led to the non-retention of CAD records that did not have a corresponding report number. The Department should continue to work with the County to identify and establish data backup procedures.

The Police Department does not have the available staff to provide efficient data support for the organization. Data support requires an analyst with the following essential skills: direct database querying, the ability to guide comprehensive and evolving CAD and RMS procedures, data governance, and efficiency in the reduction of analytical burden within the organization.

If the Department fills the analyst position, consideration will have to be given to the appropriate division the analyst is placed in to support the vision and mission of the organization.

Finding #20: The Police Department does not have an on-site crime analyst.

Recommendation #20: Consider investing in an on-site management analyst who can provide the required data support for the organization.

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SECTION 6—ADMINISTRATIVE SERVICES

6.1 TRAINING, PERSONNEL, AND EQUIPMENT

Training is under the direction of a lieutenant with no additional support staff. The lieutenant reports to the Support Services captain. The unit transitioned from a previous lieutenant to a sergeant before the COVID-19 pandemic. With the outbreak of COVID-19, which included a workload shift, the current lieutenant was transitioned into the unit, and additional responsibilities were assigned to training.

Utah Peace Officers Standards and Training (POST) requires a minimum of 40 hours of annual training for sworn personnel that adheres to the standards and procedures of the POST Director and the POST Council. Dispatchers are statutorily required to complete 20 hours of annual POST-certified training.

The areas of responsibility for this unit include: maintaining Department training data in the Spillman RMS system, ensuring POST compliance with mandated training, coordinating all approved training courses for Department personnel, managing payment and travel accommodations, maintaining a folder accessible to the Department that stores outside agency training opportunities, coordinating and managing sponsored training, coordinating and managing monthly training days, and managing the Department’s Defensive Tactics program. The Department maintains a designated training room and outdoor range facility.

Annual documented training for 2017 through 2020 is shown in the following table:

Table 26—Annual Documented Training Hours – 2017–2020

Annual Training Hours	2017	2018	2019	2020 (12/15 TYD)
Total Department Hours	16,448.50	19,506.90	17,278.50	5,775.50

The Department also hosts classes each year that are attended by internal officers and outside agency personnel. The Department should consider tracking Department-hosted training. One example is two 40-hour Crisis Intervention Courses it hosts annually. Every officer in the Department was reported to have received this 40-hour training, and new hires are reported to be enrolled as soon as possible, upon the completion of their Field Training Program. The Department has Active Assailant training for sworn staff and reported it continues to implement this training for new hires. A review of 2020 training records indicated that some personnel completed a PoliceOne Anti-Bias training course. The Department reported it is currently working on establishing a de-escalation training program.

The Department should consider sending lieutenants and higher ranks to the Utah Police Chiefs Association annual conference and other national conferences including, but not limited to, the Federal Bureau of Investigation National Academy, the Senior Management Institute for Police, and the Annual International Associations of Chiefs of Police Conference. Consideration should also be given to providing sergeants and above access to ongoing industry periodical and training memberships.

Staff reported the Department mandates internal firearms training in addition to mandated POST training. The Department shares a Force Options Simulator with the City of Provo and utilizes it for one week every three months. Based on historical practices, Force Options is an example of optional staff training versus mandated training. The Department recently established one 10-hour training day a month, which occurs on an overlap Thursday. The Department has utilized training calendars in the past but currently only uses them for specific purposes, such as firearms training. There is currently not a Department-wide training plan or annual training calendar. The recently established monthly training days provide an opportunity for the Department to establish mandated training, annual training, and a training calendar that should be documented and tracked moving forward.

Training is an investment in the ongoing and continued professionalism of the Police Department. Advanced officer training days, Department-wide training, and training such as Force Options should be mandated, not optional. These internal courses relate to perishable skills, high-liability incidents, risk management, and Department policies and protocols. The Department should consider a modified in-house program for civilian personnel. Currently civilian employees report directly to their assignment and receive the specific training for their position. This program can assist with providing a broad Department perspective and with onboarding transition.

The Department has a Naloxone policy. Staff reported there are a limited number of officers with Naloxone certification. This should be considered as a relatively inexpensive program to enhance. It is vital to employee needs and can be administered by the Fire Department with minimal training time during the monthly training platform. The Training Unit should assure ongoing training compliance and updated training records.

Overall management of portable radios falls under the authority of the Utah State Communications Agency Network (UCAN). Radio-related issues and upgrades are coordinated through the state by the administrative lieutenant in charge. The Department is going to transition to Motorola 6000. The Department did not report any radio-related issues.

All sworn patrol officers are issued Stop Sticks and officers have access to less-lethal munition systems.

Currently the Department issues body-worn cameras to patrol officers, and the Investigations Unit has six pool cameras.

The City of Orem and the Police Department have available facilities to enhance training opportunities.

Finding #21: The Department does not have a Department-wide training plan that is consistently updated, reviewed, and audited.

Finding #22: The Department does not have a Department-wide training calendar that is consistently updated, reviewed, and audited.

Finding #23: The Department makes available and issues a variety of equipment including, but not limited to, Stop Sticks and less-lethal weapons systems.

Finding #24: A review of Department training records for 2020 showed that some staff completed a PoliceOne anti-bias training course.

Finding #25: The training records for 2020 showed a significant decline in agency training hours. This may in part be due to the COVID-19 pandemic.

Finding #26: Body-worn cameras have not been individually issued to every sworn member of the Department.

Recommendation #21: Consider establishing a Department-wide training plan. This plan should serve as a guide and include desirable courses for each position within the organization. A Department-wide training plan can ensure appropriate training is received by personnel assigned to specific positions, and that training courses are prioritized. Employees who initiate and seek training are displaying their desire to develop skills, which is a vital component of organizational effectiveness. A training plan can be utilized to balance self-initiated interests and organizational consistency with the training plan and identified priorities. Training request forms can include an entry that determines whether courses are within the training plan, which can also assist with Department consistency.

Recommendation #22: Consider establishing a Department-wide training calendar. This calendar should be subject to review and revision and can include mandated training, required ongoing training, or high liability training. This calendar can specify training within a given discipline.

Recommendation #23: Ensure mandated training occurs for all issued equipment. This training should be included in the annual training plan. Use of less-lethal weapons systems, Stop Sticks, and a variety of other issued equipment should require regularly mandated training, and documented proof of proficiency.

Recommendation #24: Consider annual, Department-wide, implicit bias training.

Recommendation #25: Annual training audits and checks and balances on training attended should consistently occur. All training should be documented appropriately in the records system and a backup file should be maintained to ensure compliance.

Recommendation #26: Consider increasing the body-worn camera budget to place cameras throughout sworn ranks.

6.1.1 Field Training Program

The State of Utah has a POST-certified State Academy and numerous satellite academies offering POST certification. The State of Utah mandates 440 hours of academy training. The Orem Police Department has hired academy graduates, sponsored State Academy attendees, and recently started sponsoring recruits in satellite academies. Sponsored recruits can be employed as flex employees with part-time pay, which is a new Department process. Recruitment and retention have been a challenge for the Department, which is part of the recent transition to satellite academies. The Police Department has an established relationship with Utah Valley University and can use this as an advantage for recruitment and retention. The Police Department should continue to support all accessible avenues of potential hiring processes, including hiring certified candidates, sponsoring individuals through the State Academy or satellite academies, and pursuing potential employees who have received satellite academy certificates.

An administrative lieutenant manages the Field Training Program without any support staff. New officers transition from their academy training to a three- to four-day in-house program. During this transition time officers begin to complete their Police Department Field Training Manual

requirements. All new hires are scheduled for a 12-week Field Training Officer process. Competent laterals may be released early. Officers assigned to a patrol shift receive direct supervision from the appointed patrol sergeant and the patrol lieutenant. Because the Field Training Program is not coordinated through the Training Unit, Department effectiveness and efficiency require Department-wide communication related to training and consistency.

Finding #27: Field Training is not managed under a specified training, personnel, and equipment division. As previously noted, there is not a Department-wide training plan or training calendar.

Recommendation #27: The Department should consider reviewing and assessing priorities for a primary training, personnel, and equipment division. This may assist with ensuring in-house training processes prior to field training assignments while providing necessary training in Department-mandated areas. This may provide the Department an opportunity to increase internal training hours and reinforce training in high-liability areas while also reflecting the organization's belief in best practice training and policing.

6.1.2 Range Facility

The Police Department has an outdoor, City-owned firearms range. The range incorporates 12 alleys capable of supporting training from 50, 100, and 200 yards. The facility reinforces the Department's opportunity to provide best practice training.

A lieutenant manages the range facility with the support of an Assistant Range Master whose responsibilities are collateral. The Police Department currently maintains about 14 ongoing Memorandums of Understanding with allied agencies. This number may fluctuate and the City hosts a regional opportunity for necessary training. Outside agencies are given training on the facility by qualified Police Department staff. The local academy (Utah Valley University) also uses the range facility.

Range facility security systems should be continually reviewed and evaluated. The primary storage for range supplies is located at the police headquarters facility and transferred to the range dependent upon training needs.

There are no specific findings for this area.

6.1.3 Firearms Program

Police Department personnel are issued Glock 9mm firearms. The model of 9mm (full-size or compact) is dependent upon individual needs. An inventory of Department-released weapons is maintained and personal needs must meet the Police Department's qualifications standards. The Police Department's firearms standards are close to the Utah state standards, and Department qualifications require an 80 percent standard. Sworn personnel are required to qualify and meet pistol standards twice a year. The Department removed shotguns several years ago based on a lack of training time to maintain proficiency with multiple long guns. However, the Department does make rifles available for every sworn position in the organization. Not only are rifles made available, but they are also mandatory through the rank of captain and require the completion of a 24-hour course and two annual Department qualifications. The Department offers multiple quarterly firearms training dates. There are currently 10 to 11 Department firearms instructors, with the goal of having 12 instructors. The firearms instructors and staff meet bi-annually, establish yearly training plans that are ever changing, and incorporate them into the quarterly training plans.

The quarterly firearms training days incorporate open sessions and shift training hours to provide accessibility across the organization. As the Department is transitioning to monthly overlap training days, firearms training will incorporate low light shooting conditions. Firearms instructors, working various shifts, can apply training at their discretion throughout any given shift when the range is available. The Police Department should mandate internal Department training opportunities as expressed by policy and practice. Mandated training should include all situations, including hours of darkness, that law enforcement professionals are expected to excel in while incorporating case law, de-escalation, policy, and practice.

Internal firearms training and outside agency training are coordinated through a master Gmail calendar. Firearms staff should continuously meet, review, and evaluate best practice training while providing adequate training hours to meet the needs of the Department and staff. This should be coordinated with the Training Unit to coincide with an annual Department training plan and training calendar.

There are no specific findings for this area.

6.1.4 Physical Fitness Program

An administrative lieutenant manages the Police Department Physical Fitness Program. Every Police Department sworn employee is required to meet mandated physical fitness requirements. These requirements have been established by the Utah Risk Management Association (urmma.org). Employees are provided up to two hours a week to work out with supervisory approval, provided testing twice a year, and required to certify once a year.

There are no specific findings for this area.

6.1.5 Active Assailant Training

The Department has trained all staff in Active Assailant training while incorporating both Fire Department personnel with Rescue Task Force Teams and Emergency Medical Response Teams. New officers are trained as they join the Department and time allows. The Department consistently reviews best practice training, including monitoring the Alice Training Institute (alicetraining.com) and Raider (raidertraining.com) websites. Continued and ongoing training will consist of an emphasis on individual responses necessitated by incidents and events. These pieces of training will be incorporated into the monthly mandated overlap training programs.

Personnel are issued ballistic plates and appropriate Kevlar helmets.

There are no specific findings for this area.

6.2 INTERNAL AFFAIRS

Public trust is a vital component of the law enforcement mission. Public trust rests on the responsiveness of the Department to community expectations and needs. The Department must give appropriate attention to allegations of misconduct while maintaining a culture of accountability. This provides a foundation for public confidence and it also promotes communication and transparency with those served.

The Professional Standards Unit is staffed by one lieutenant who is responsible for a variety of tasks including hiring, backgrounds, the body-worn camera program, interview room cameras, vehicle cameras, cellular telephones, cradle boards, and he is also the press information officer.

Police Department policy and procedures define the seriousness of all complaints regarding the Department's service and the conduct of its members. The policy also describes the required processes to investigate, review, and follow up on citizen complaints, internal investigations, and supervisor responsibilities. Police Department policy requires the documentation of informal and formal complaints. Complaints are also required to be tracked and audited. Department policy states the Department will accept and address all complaints of misconduct following policy and applicable federal, state, and local law; municipal and County rules; and the requirements of any memorandum of understanding or collective bargaining agreements. It is also Police Department's policy to ensure that the community can report misconduct without concern for reprisal or retaliation and that residents have access to Department processes. All Department members will accept all complaints and promptly forward them to the appropriate supervisor.

Citizen complaints have been traditionally placed into the Spillman RMS system. There is no documentation on any formal citizen complaints for the past four years. Department consistency on the utilization of Spillman for citizen complaints is undetermined as this is not tracked nor

audited. If the Department did track these, it would only equate to an approximate informal number based on how they are or are not input from the original complaint, whether formal or informal. They have been viewed as line-level referrals to direct supervisors. The Department recently updated its website with citizen complaint process information. The Department should consider continuing updates to the Department website to enhance the recently added access to citizen complaint processes consistent with Department policy.

Early Intervention Systems are a management tool that can identify individual and group dynamics at an early stage. Identification of issues makes it possible to support re-directed behavior and performance toward organizational goals. Early Intervention Systems can provide officers with tools necessary to avoid disciplinary processes, promote officer safety and wellness, and reduce organizational liability.

Early Intervention Systems provide law enforcement organizations with an ability to track actions and behavior associated with data collected in support of organizational goals, values, and missions, and directly related to Department policy, procedure, and training while clarifying the responsibility of supervisors and managers in an organization.

The Internal Affairs data provided by the Department is shown in the following table.

Table 27—Internal Affairs Complaint Investigation Data – 2017–2020

Agency	2017	2018	2019	2020 (9/20 YTD)
Investigations	6	7	3	14
Sustained	6	7	2	9
Unfounded			1	4
Pending				1

The increased complaints between 2019 and 2020 should be examined further by the Department. Citygate did not review any individual investigative files and these statistics were provided by the organization.

Individual use-of-force incidents do not indicate all use-of-force incidents because incidents may include more than one officer utilizing force. The Police Department should consistently monitor Lexipol updates while also consistently reviewing policy and best practice policing regarding, but not limited to, use-of-force policy and practice while also understanding how this correlates to and affects various other aspects of Department policy, practice, and training. The Department should consistently be reviewing use-of-force policies including, but not limited to, training protocols, national best practice models, Utah state standards, Utah state legislation, federal legislation, de-escalation training and protocols, intervention policies, medical care responses, Force Options

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training, policy on shooting at moving vehicles, and verbal warning policy associated to the use of force. Annual use-of-force records data is shown in the following table.

Table 28—Use-of-Force Records Data – 2017–2020

Annual Use of Force	2015	2016	2017	2018	2019	2020 (9/20 YTD)
Incidents	23	23	30	26	25	20
Policy Violations	0	0	0	0	0	0
Litigation	1	0	0	0	0	0
Arrests	1,456	1,879	2,105	1,699	1,640	979
Percentage of Arrests Resulting in Force	1.64%	1.22%	1.52%	1.53%	1.52%	2.04%

The following table depicts annual Axon body-worn camera video intake.

Table 29—Body-Worn Camera Intake Data – 2017–2020

Video Intake	2015	2016	2017	2018	2019	2020 (9/20 YTD)
Body Camera (Includes Taser)	14	41,965	60,389	56,401	59,387	52,797
Fleet Camera	-	-	-	3,759	25,882	21,144
Total	14	41,965	60,389	60,160	85,269	73,941

Finding #28: The Department recently updated its website with citizen complaint process information.

Finding #29: The Department has not implemented an Early Intervention System.

Recommendation #28: The Department should consider tracking citizen complaints with Spillman capabilities and within other Department capabilities that are consistent with Department policy.

Recommendation #29: The Department should consider purchasing and implementing an Early Intervention System to track specific activities. These systems, such as IA Pro/Blue Team, can be purchased at minimal costs compared to potential future organizational risk, while assisting officers with career longevity, advancement, and organizational best practices.

6.3 PERSONNEL MANAGEMENT

Police officers perform a highly specialized job that requires a unique skill set involving an intense amount of training, both through a POST-certified academy as well as the Department's Field Training Program. These are reinforced through the Department's ongoing training platforms. Performance evaluations across the Department should reflect the unique nature of the job to enhance professional development and career advancement. This also applies to non-sworn civilian positions in the agency.

Finding #30: Performance evaluations for sworn employees are not skill based. They lack the necessary detail to enhance professional development of the sworn job class within the organization.

Recommendation #30: Work with the Human Resources Department to develop a skill-based performance evaluation system that addresses all positions within the Department.

SECTION 7—LIST OF FINDINGS AND RECOMMENDATIONS

This section provides a comprehensive list of all findings and recommendations presented throughout this report, organized by topic. The Executive Summary contains a table with each recommendation and its priority funding level.

7.1 FINDINGS

Organizational

Finding #1: The Department's 2018 Strategic Plan has not been fully implemented.

Patrol Division

Finding #2: Citygate assesses that Patrol supervision is a critical area of the organization, and that additional efforts can be made to ensure Patrol sergeants remain out of the office and in the field providing direct supervision for critical 9-1-1 calls.

Finding #3: The Department has occasionally established response protocols with local retailers for minor incidents of shoplifting; however, these procedures have not been sustained.

Finding #4: Medical calls including cardiac arrest calls are one of the most frequent calls for service to which a patrol officer in the City responds. Quick deployment of Automated External Defibrillators increases the likelihood of cardiac arrest survival according to studies. Orem Police Department Policy 430.8 governs the use of Automated External Defibrillators.

Finding #5: There is no standardized selection criteria for Field Training Officers.

Finding #6: Traffic accidents are the most frequent call for service to which patrol officers respond. There is no dedicated Traffic Enforcement Unit due to past staffing shortages.

Finding #7: A review of available CAD incident data shows that current minimum and full staffing levels are sufficient to handle public-generated calls for service. However, there may be opportunities to offset high call volume times by analyzing shift overlap times.

Finding #8: Citygate finds that while Police Department command staff monitor response times through infrequent periodic checks of priority calls, no response time goals have

been established for the agency by the City Council from which to drive oversight and budgeting changes.

Investigations Division

Finding #9: The General Investigations Unit has three detective-sergeants when one should suffice.

Finding #10: The Neighborhood Preservation Unit and the Mental Health Unit both perform specific problem-oriented policing functions.

Finding #11: The Victim Assistance Program was organized under the Mental Health Unit supervisor. However, the majority of victim advocates support the Special Victims Unit, the General Investigations Unit, and Patrol.

Support Services Division

Finding #12: The Orem Police Department Communications Center is currently understaffed, operates beneath identified minimum staffing levels at times, and is unable to maintain optimal coverage of the four required priority channels.

Finding #13: The Communications Center does not maintain up-to-date and ongoing workload tracking measurements.

Finding #14: The Police Department Records Unit has not been consistently maintaining ongoing workload tracking measurement mechanisms.

Finding #15: The Police Department Property and Evidence Unit has not been consistently maintaining ongoing workload tracking measurement mechanisms.

Finding #16: A sergeant is responsible for day-to-day line-level activities of one of the high schools while also supervising the School Resource Officer program.

Finding #17: The Police Department relies on a Volunteer in Police Services program to assist with providing special event services.

Finding #18: The Department does not keep a master list of community engagement efforts.

Finding #19: The Police Department is in the initial stages of establishing a Mobile Field Force Team, securing equipment, and establishing positions and training.

Finding #20: The Police Department does not have an on-site crime analyst.

Administrative Services

- Finding #21:** The Department does not have a Department-wide training plan that is consistently updated, reviewed, and audited.
- Finding #22:** The Department does not have a Department-wide training calendar that is consistently updated, reviewed, and audited.
- Finding #23:** The Department makes available and issues a variety of equipment including, but not limited to, Stop Sticks and less-lethal weapons systems.
- Finding #24:** A review of Department training records for 2020 showed that some staff completed a PoliceOne anti-bias training course.
- Finding #25:** The training records for 2020 showed a significant decline in agency training hours. This may in part be due to the COVID-19 pandemic.
- Finding #26:** Body-worn cameras have not been individually issued to every sworn member of the Department.
- Finding #27:** Field Training is not managed under a specified training, personnel, and equipment division. As previously noted, there is not a Department-wide training plan or training calendar.
- Finding #28:** The Department recently updated its website with citizen complaint process information.
- Finding #29:** The Department has not implemented an Early Intervention System.
- Finding #30:** Performance evaluations for sworn employees are not skill based. They lack the necessary detail to enhance professional development of the sworn job class within the organization.

7.2 RECOMMENDATIONS

Organizational

- Recommendation #1:** The Department should review, revise, and fully implement the 2018 Strategic Plan.

Patrol Division

- Recommendation #2:** Increase management on Patrol by transferring one lieutenant from the Support Services Division to the Patrol Division to reduce administrative duties of Patrol sergeants.¹⁹
- Recommendation #3:** Establish and sustain an effective retail theft program to reduce the number of theft calls that require a police officer to respond.
- Recommendation #4:** Many law enforcement agencies have partnered with the local business community and healthcare industry to secure private funding to purchase Automated External Defibrillators. Orem should seek and secure funding to expand the number of Automated External Defibrillators in the field.
- Recommendation #5:** Develop standard selection criteria for Field Training Officers.
- Recommendation #6:** Reestablish a full-time Traffic Enforcement Unit.
- Recommendation #7:** Use the CAD incident staffing analysis in this report to ensure shift schedules are aligned properly.
- Recommendation #8:** In coordination with the City Council, establish reasonable response time goals to include call handling time, officer travel time, and total response time.

Investigations Division

- Recommendation #9:** Reduce the number of detective-sergeants in the General Investigation Unit to one either by attrition or as caseload management allows.
- Recommendation #10:** Consider combining the mission and staffing of the Neighborhood Preservation Unit and the Mental Health Unit and redeploy one of the sergeant positions to the Traffic Enforcement Unit as mentioned in Patrol recommendations.

¹⁹ Chief Adams recognized this need when he assumed duties as chief and has already implemented this recommendation.

Recommendation #11: Convert one civilian victim advocate FTE to a supervising victim advocate and reorganize the unit under the Investigations lieutenant.²⁰

Support Services Division

Recommendation #12: Once fully staffed, evaluate identified minimum staffing levels, overtime gaps, and dispatch lead processes to identify ongoing staffing levels.

Recommendation #13: Establish and maintain monthly and annual workload tracking measurements to monitor ongoing workload activities and staffing levels.

Recommendation #14: Consider establishing monthly and annual tracking of priority workload tasks such as police reports processed, citations, arrests, online reporting processed, field-interview contacts, Government Records Access and Management Act requests, and the number of residents served at the lobby. If additional Patrol staffing occurs in the organization that creates additional workload, consideration should be given to incremental increases in Records Unit staff to meet the workload demand affecting the Records Unit.

Recommendation #15: Establish and maintain monthly and annual Property and Evidence Unit workload tracking measurements to monitor ongoing workload activities and staffing levels. These reports can track the number of items booked, discovery requests, property releases, state crime laboratory transmissions, fingerprint analysis processes, destruction and purge reports, administrative duties, and other desired activities.

Recommendation #16: Consider adding a School Resource Officer to alleviate the sergeant from the line-level activities associated with a school. Supervision, administrative meetings, school district responsibilities, and daily management of this responsibility should dictate the need for a full-time supervisory role.

Recommendation #17: Consider training and utilizing Volunteers in Police Services in various assignments throughout the Department to assist with a variety of

²⁰ The Victim Assistance Program was recently reassigned from the Mental Health Unit to the General Investigations Unit. Citygate supports that reorganization and continues to recommend the conversion of one civilian victim advocate FTE to a victim advocate supervisor.

workload tasks. Examples include the Records Unit, the Property and Evidence Unit, and the Investigations Bureau.

Recommendation #18: Consider establishing monthly and annual community engagement tracking mechanisms.

Recommendation #19: Department training should be established at regular intervals for a Mobile Field Force Team in addition to attending regional training. All sworn staff should receive basic annual crowd control training in compliance with state and Department standards.

Recommendation #20: Consider investing in an on-site management analyst who can provide the required data support for the organization.

Administrative Services

Recommendation #21: Consider establishing a Department-wide training plan. This plan should serve as a guide and include desirable courses for each position within the organization. A Department-wide training plan can ensure appropriate training is received by personnel assigned to specific positions, and that training courses are prioritized. Employees who initiate and seek training are displaying their desire to develop skills, which is a vital component of organizational effectiveness. A training plan can be utilized to balance self-initiated interests and organizational consistency with the training plan and identified priorities. Training request forms can include an entry that determines whether courses are within the training plan, which can also assist with Department consistency.

Recommendation #22: Consider establishing a Department-wide training calendar. This calendar should be subject to review and revision and can include mandated training, required ongoing training, or high liability training. This calendar can specify training within a given discipline.

Recommendation #23: Ensure mandated training occurs for all issued equipment. This training should be included in the annual training plan. Use of less-lethal weapons systems, Stop Sticks, and a variety of other issued equipment should require regularly mandated training, and documented proof of proficiency.

Recommendation #24: Consider annual, Department-wide, implicit bias training.

- Recommendation #25:** Annual training audits and checks and balances on training attended should consistently occur. All training should be documented appropriately in the records system and a backup file should be maintained to ensure compliance.
- Recommendation #26:** Consider increasing the body-worn camera budget to place cameras throughout sworn ranks.
- Recommendation #27:** The Department should consider reviewing and assessing priorities for a primary training, personnel, and equipment division. This may assist with ensuring in-house training processes prior to field training assignments while providing necessary training in Department-mandated areas. This may provide the Department an opportunity to increase internal training hours and reinforce training in high-liability areas while also reflecting the organization's belief in best practice training and policing.
- Recommendation #28:** The Department should consider tracking citizen complaints with Spillman capabilities and within other Department capabilities that are consistent with Department policy.
- Recommendation #29:** The Department should consider purchasing and implementing an Early Intervention System to track specific activities. These systems, such as IA Pro/Blue Team, can be purchased at minimal costs compared to potential future organizational risk, while assisting officers with career longevity, advancement, and organizational best practices.
- Recommendation #30:** Work with the Human Resources Department to develop a skill-based performance evaluation system that addresses all positions within the Department.

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APPENDIX A—POLICE OFFICER COMMITTED TIME CHARTS

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The following tables show, on a *per-hour basis*, the 2019 police officer committed time at both minimum and maximum staffing levels across three categories: (1) all call types; (2) public-generated calls; and (3) high priority calls. The left-most table is the type of workload in each hour for 2019, divided by 52 weeks in the year. The data variations across all 52 weeks are small enough that an average hourly demand is a useful indication of patrol saturation. The middle table shows minimum or maximum staffing, which with one-officer units, represents hours available. The far-right table divides the hours committed by the available patrol hours to show a percent of utilization. Even if some minor data is missing and non-measured time is estimated as an add-on, in Citygate’s opinion there is not a “yellow light” to patrol capacity until 60 percent is reached, *hour after hour*.

Minimum Staffing (6 per Shift) Committed Time – All Call Types

2019 Committed Hours /52

Hour	1-Mon	2-Tue	3-Wed	4-Thu	5-Fri	6-Sat	7-Sun	Total
00	1.8	1.6	2.1	1.7	3.2	2.5	2.6	15.6
01	1.2	1.8	1.8	1.9	2.5	1.9	1.9	12.8
02	0.8	1.4	1.6	1.2	2.0	2.3	1.8	11.1
03	0.8	1.1	0.8	1.2	1.2	1.6	1.3	8.1
04	0.5	0.8	0.4	1.0	1.6	0.9	0.9	6.1
05	0.8	1.0	0.9	0.6	0.9	0.7	0.7	5.6
06	0.7	1.1	0.7	0.8	1.1	1.0	0.6	6.0
07	1.2	1.5	2.1	2.6	1.3	1.2	0.7	10.7
08	2.2	2.1	2.2	2.6	2.3	1.4	1.3	14.1
09	2.5	2.3	2.6	2.7	2.8	2.2	1.9	17.0
10	3.5	2.2	3.4	3.2	3.0	2.1	1.9	19.3
11	2.8	3.2	2.7	3.0	3.2	2.6	2.0	19.5
12	2.5	3.1	2.9	3.6	2.7	2.3	2.7	19.7
13	3.6	3.3	3.4	3.4	2.9	2.0	1.9	20.5
14	2.6	2.9	3.1	4.0	2.6	2.7	2.2	20.0
15	2.9	3.5	3.0	3.7	2.7	2.7	1.9	20.4
16	3.6	3.7	3.1	4.1	2.9	2.4	2.3	22.2
17	3.1	2.8	3.1	3.2	2.5	2.8	2.1	19.6
18	2.9	2.4	2.9	3.7	2.8	2.5	2.2	19.4
19	2.4	2.5	2.6	3.5	2.6	2.3	2.5	18.5
20	2.4	2.6	2.5	4.9	2.4	2.2	1.9	18.8
21	2.2	2.5	2.5	5.3	2.6	4.4	3.2	22.6
22	2.3	2.9	2.5	3.3	2.8	3.0	2.4	19.2
23	2.5	2.8	2.5	2.9	2.7	2.8	2.4	18.5
Total	51.8	55.0	55.6	68.0	57.1	52.5	45.2	385.2

2019 Min Staffing

Hour	1-Mon	2-Tue	3-Wed	4-Thu	5-Fri	6-Sat	7-Sun
00	6	6	6	12	6	6	6
01	6	6	6	12	6	6	6
02	6	6	6	12	6	6	6
03	6	6	6	12	6	6	6
04	6	6	6	12	6	6	6
05	6	6	6	12	6	6	6
06	6	6	6	12	6	6	6
07	6	6	6	12	6	6	6
08	6	6	6	12	6	6	6
09	6	6	6	12	6	6	6
10	6	6	6	12	6	6	6
11	6	6	6	12	6	6	6
12	6	6	6	12	6	6	6
13	6	6	6	12	6	6	6
14	12	12	12	24	12	12	12
15	12	12	12	24	12	12	12
16	12	12	12	24	12	12	12
17	6	6	6	12	6	6	6
18	6	6	6	12	6	6	6
19	6	6	6	12	6	6	6
20	6	6	6	12	6	6	6
21	12	12	12	24	12	12	12
22	12	12	12	24	12	12	12
23	12	12	12	24	12	12	12

2019 Min Staffing to Committed Hours /52

Hour	1-Mon	2-Tue	3-Wed	4-Thu	5-Fri	6-Sat	7-Sun	Total
00	30%	27%	35%	15%	▲ 53%	41%	44%	32%
01	19%	29%	29%	16%	42%	31%	31%	27%
02	13%	23%	27%	10%	33%	38%	29%	23%
03	14%	18%	14%	10%	20%	27%	22%	17%
04	8%	13%	7%	8%	26%	15%	15%	13%
05	13%	17%	16%	5%	15%	12%	11%	12%
06	11%	18%	12%	7%	19%	16%	10%	13%
07	20%	26%	35%	22%	22%	20%	12%	22%
08	36%	35%	37%	21%	39%	23%	22%	29%
09	42%	38%	43%	22%	47%	36%	31%	35%
10	▲ 59%	37%	▲ 56%	26%	▲ 50%	36%	31%	40%
11	46%	▲ 54%	46%	25%	▲ 53%	43%	33%	41%
12	42%	▲ 51%	48%	30%	45%	38%	45%	41%
13	◆ 60%	▲ 55%	▲ 57%	28%	48%	33%	32%	43%
14	21%	24%	26%	17%	21%	23%	18%	21%
15	25%	29%	25%	15%	22%	22%	16%	21%
16	30%	31%	26%	17%	24%	20%	19%	23%
17	▲ 52%	47%	▲ 52%	27%	42%	47%	35%	41%
18	48%	40%	49%	31%	46%	42%	37%	40%
19	41%	42%	44%	29%	44%	38%	41%	38%
20	40%	43%	41%	40%	40%	37%	32%	39%
21	18%	21%	21%	22%	21%	37%	26%	24%
22	19%	24%	21%	14%	23%	25%	20%	20%
23	21%	23%	21%	12%	22%	24%	20%	19%
Total	29%	31%	31%	19%	32%	29%	25%	27%

▲ = 50%
◆ = 60%

Minimum Staffing (6 per Shift) Committed Time – Public-Generated Calls

2019 Committed Hours /52

Hour	1-Mon	2-Tue	3-Wed	4-Thu	5-Fri	6-Sat	7-Sun	Total
00	0.7	1.0	1.2	0.9	1.6	1.6	1.6	8.6
01	0.5	1.1	1.2	1.2	1.4	1.2	1.4	8.1
02	0.4	0.7	0.7	0.7	1.2	1.3	1.4	6.4
03	0.6	0.7	0.5	0.7	0.5	1.1	1.0	5.1
04	0.3	0.5	0.3	0.6	1.0	0.6	0.7	3.9
05	0.6	0.4	0.7	0.4	0.4	0.6	0.6	3.8
06	0.5	1.0	0.6	0.6	0.6	0.7	0.4	4.5
07	1.0	1.2	1.5	1.3	1.2	1.0	0.6	7.8
08	1.7	1.7	1.4	1.5	1.6	1.0	0.9	9.8
09	2.0	1.8	1.6	1.9	2.2	1.6	0.9	12.1
10	2.6	1.5	2.5	1.8	2.4	1.5	1.2	13.4
11	2.1	2.1	1.9	2.0	2.5	1.9	1.6	14.0
12	2.1	2.2	2.3	2.8	2.0	1.9	2.0	15.3
13	2.6	2.0	2.4	2.3	2.4	1.6	1.5	15.0
14	2.2	1.9	2.3	3.0	2.2	2.2	1.8	15.5
15	2.6	2.5	2.2	2.8	2.1	2.1	1.5	15.8
16	2.9	2.9	2.5	2.8	2.6	1.9	1.5	16.9
17	2.8	2.4	2.5	2.2	2.2	2.3	1.6	16.0
18	2.3	2.1	2.1	2.8	2.2	1.7	1.8	15.1
19	2.1	2.2	2.2	2.7	2.2	1.8	2.0	15.3
20	1.9	2.2	2.0	4.1	1.9	1.9	1.6	15.5
21	1.7	2.0	2.0	4.6	2.1	4.1	2.5	19.0
22	1.6	2.0	2.0	2.2	1.9	2.2	1.6	13.5
23	1.8	2.0	1.6	1.5	1.9	2.1	1.4	12.3
Total	39.6	40.0	40.3	47.4	42.3	40.0	33.1	282.6

2019 Min Staffing

Hour	1-Mon	2-Tue	3-Wed	4-Thu	5-Fri	6-Sat	7-Sun
00	6	6	6	12	6	6	6
01	6	6	6	12	6	6	6
02	6	6	6	12	6	6	6
03	6	6	6	12	6	6	6
04	6	6	6	12	6	6	6
05	6	6	6	12	6	6	6
06	6	6	6	12	6	6	6
07	6	6	6	12	6	6	6
08	6	6	6	12	6	6	6
09	6	6	6	12	6	6	6
10	6	6	6	12	6	6	6
11	6	6	6	12	6	6	6
12	6	6	6	12	6	6	6
13	6	6	6	12	6	6	6
14	12	12	12	24	12	12	12
15	12	12	12	24	12	12	12
16	12	12	12	24	12	12	12
17	6	6	6	12	6	6	6
18	6	6	6	12	6	6	6
19	6	6	6	12	6	6	6
20	6	6	6	12	6	6	6
21	12	12	12	24	12	12	12
22	12	12	12	24	12	12	12
23	12	12	12	24	12	12	12

2019 Min Staffing to Committed Hours /52

Hour	1-Mon	2-Tue	3-Wed	4-Thu	5-Fri	6-Sat	7-Sun	Total
00	12%	16%	20%	8%	27%	26%	26%	18%
01	9%	18%	19%	10%	24%	20%	23%	17%
02	7%	12%	12%	6%	20%	22%	23%	13%
03	9%	11%	9%	6%	8%	18%	17%	11%
04	4%	9%	5%	5%	17%	9%	12%	8%
05	10%	7%	12%	3%	6%	11%	11%	8%
06	8%	16%	10%	5%	11%	12%	7%	9%
07	16%	19%	26%	11%	20%	16%	11%	16%
08	29%	28%	23%	13%	27%	17%	15%	20%
09	34%	30%	27%	16%	37%	27%	15%	25%
10	43%	24%	41%	15%	40%	26%	20%	28%
11	35%	35%	32%	16%	42%	31%	26%	29%
12	34%	37%	38%	23%	33%	31%	34%	32%
13	44%	34%	40%	19%	40%	27%	26%	31%
14	18%	16%	19%	13%	18%	18%	15%	16%
15	21%	21%	19%	12%	18%	18%	12%	16%
16	24%	24%	21%	12%	21%	16%	12%	18%
17	47%	40%	42%	18%	36%	38%	27%	33%
18	39%	35%	35%	23%	37%	29%	30%	31%
19	35%	37%	37%	22%	37%	30%	33%	32%
20	32%	37%	33%	34%	31%	32%	27%	32%
21	15%	17%	17%	19%	17%	35%	20%	20%
22	13%	17%	16%	9%	16%	18%	13%	14%
23	15%	16%	13%	6%	16%	17%	12%	13%
Total	22%	22%	22%	13%	24%	22%	18%	20%

Maximum Staffing (8 per Shift) Committed Time – All Call Types

2019 Committed Hours /52

Hour	1-Mon	2-Tue	3-Wed	4-Thu	5-Fri	6-Sat	7-Sun	Total
00	1.8	1.6	2.1	1.7	3.2	2.5	2.6	15.6
01	1.2	1.8	1.8	1.9	2.5	1.9	1.9	12.8
02	0.8	1.4	1.6	1.2	2.0	2.3	1.8	11.1
03	0.8	1.1	0.8	1.2	1.2	1.6	1.3	8.1
04	0.5	0.8	0.4	1.0	1.6	0.9	0.9	6.1
05	0.8	1.0	0.9	0.6	0.9	0.7	0.7	5.6
06	0.7	1.1	0.7	0.8	1.1	1.0	0.6	6.0
07	1.2	1.5	2.1	2.6	1.3	1.2	0.7	10.7
08	2.2	2.1	2.2	2.6	2.3	1.4	1.3	14.1
09	2.5	2.3	2.6	2.7	2.8	2.2	1.9	17.0
10	3.5	2.2	3.4	3.2	3.0	2.1	1.9	19.3
11	2.8	3.2	2.7	3.0	3.2	2.6	2.0	19.5
12	2.5	3.1	2.9	3.6	2.7	2.3	2.7	19.7
13	3.6	3.3	3.4	3.4	2.9	2.0	1.9	20.5
14	2.6	2.9	3.1	4.0	2.6	2.7	2.2	20.0
15	2.9	3.5	3.0	3.7	2.7	2.7	1.9	20.4
16	3.6	3.7	3.1	4.1	2.9	2.4	2.3	22.2
17	3.1	2.8	3.1	3.2	2.5	2.8	2.1	19.6
18	2.9	2.4	2.9	3.7	2.8	2.5	2.2	19.4
19	2.4	2.5	2.6	3.5	2.6	2.3	2.5	18.5
20	2.4	2.6	2.5	4.9	2.4	2.2	1.9	18.8
21	2.2	2.5	2.5	5.3	2.6	4.4	3.2	22.6
22	2.3	2.9	2.5	3.3	2.8	3.0	2.4	19.2
23	2.5	2.8	2.5	2.9	2.7	2.8	2.4	18.5
Total	51.8	55.0	55.6	68.0	57.1	52.5	45.2	385.2

2019 Max Staffing

Hour	1-Mon	2-Tue	3-Wed	4-Thu	5-Fri	6-Sat	7-Sun
00	8	8	8	16	8	8	8
01	8	8	8	16	8	8	8
02	8	8	8	16	8	8	8
03	8	8	8	16	8	8	8
04	8	8	8	16	8	8	8
05	8	8	8	16	8	8	8
06	8	8	8	16	8	8	8
07	8	8	8	16	8	8	8
08	8	8	8	16	8	8	8
09	8	8	8	16	8	8	8
10	8	8	8	16	8	8	8
11	8	8	8	16	8	8	8
12	8	8	8	16	8	8	8
13	8	8	8	16	8	8	8
14	16	16	16	32	16	16	16
15	16	16	16	32	16	16	16
16	16	16	16	32	16	16	16
17	8	8	8	16	8	8	8
18	8	8	8	16	8	8	8
19	8	8	8	16	8	8	8
20	8	8	8	16	8	8	8
21	16	16	16	32	16	16	16
22	16	16	16	32	16	16	16
23	16	16	16	32	16	16	16

2019 Max Staffing to Committed Hours /52

Hour	1-Mon	2-Tue	3-Wed	4-Thu	5-Fri	6-Sat	7-Sun	Total
00	23%	20%	26%	11%	40%	31%	33%	24%
01	14%	22%	22%	12%	31%	24%	23%	20%
02	10%	18%	21%	7%	25%	29%	22%	17%
03	11%	13%	11%	7%	15%	21%	17%	13%
04	6%	10%	6%	6%	20%	11%	12%	10%
05	10%	12%	12%	4%	11%	9%	8%	9%
06	8%	13%	9%	5%	14%	12%	8%	9%
07	15%	19%	26%	16%	16%	15%	9%	17%
08	27%	26%	28%	16%	29%	17%	16%	22%
09	32%	28%	33%	17%	35%	27%	23%	26%
10	44%	28%	42%	20%	38%	27%	23%	30%
11	35%	40%	34%	19%	40%	32%	25%	30%
12	31%	38%	36%	22%	33%	29%	34%	31%
13	45%	41%	43%	21%	36%	25%	24%	32%
14	16%	18%	19%	13%	16%	17%	13%	16%
15	18%	22%	19%	11%	17%	17%	12%	16%
16	22%	23%	19%	13%	18%	15%	14%	17%
17	39%	35%	39%	20%	31%	35%	26%	31%
18	36%	30%	37%	23%	34%	31%	28%	30%
19	31%	31%	33%	22%	33%	28%	31%	29%
20	30%	32%	31%	30%	30%	28%	24%	29%
21	14%	16%	16%	16%	16%	28%	20%	18%
22	14%	18%	15%	10%	17%	19%	15%	15%
23	16%	17%	15%	9%	17%	18%	15%	14%
Total	22%	23%	23%	14%	24%	22%	19%	20%

Maximum Staffing (8 per Shift) Committed Time – Public-Generated Calls

2019 Committed Hours /52

Hour	1-Mon	2-Tue	3-Wed	4-Thu	5-Fri	6-Sat	7-Sun	Total
00	0.7	1.0	1.2	0.9	1.6	1.6	1.6	8.6
01	0.5	1.1	1.2	1.2	1.4	1.2	1.4	8.1
02	0.4	0.7	0.7	0.7	1.2	1.3	1.4	6.4
03	0.6	0.7	0.5	0.7	0.5	1.1	1.0	5.1
04	0.3	0.5	0.3	0.6	1.0	0.6	0.7	3.9
05	0.6	0.4	0.7	0.4	0.4	0.6	0.6	3.8
06	0.5	1.0	0.6	0.6	0.6	0.7	0.4	4.5
07	1.0	1.2	1.5	1.3	1.2	1.0	0.6	7.8
08	1.7	1.7	1.4	1.5	1.6	1.0	0.9	9.8
09	2.0	1.8	1.6	1.9	2.2	1.6	0.9	12.1
10	2.6	1.5	2.5	1.8	2.4	1.5	1.2	13.4
11	2.1	2.1	1.9	2.0	2.5	1.9	1.6	14.0
12	2.1	2.2	2.3	2.8	2.0	1.9	2.0	15.3
13	2.6	2.0	2.4	2.3	2.4	1.6	1.5	15.0
14	2.2	1.9	2.3	3.0	2.2	2.2	1.8	15.5
15	2.6	2.5	2.2	2.8	2.1	2.1	1.5	15.8
16	2.9	2.9	2.5	2.8	2.6	1.9	1.5	16.9
17	2.8	2.4	2.5	2.2	2.2	2.3	1.6	16.0
18	2.3	2.1	2.1	2.8	2.2	1.7	1.8	15.1
19	2.1	2.2	2.2	2.7	2.2	1.8	2.0	15.3
20	1.9	2.2	2.0	4.1	1.9	1.9	1.6	15.5
21	1.7	2.0	2.0	4.6	2.1	4.1	2.5	19.0
22	1.6	2.0	2.0	2.2	1.9	2.2	1.6	13.5
23	1.8	2.0	1.6	1.5	1.9	2.1	1.4	12.3
Total	39.6	40.0	40.3	47.4	42.3	40.0	33.1	282.6

2019 Max Staffing

Hour	1-Mon	2-Tue	3-Wed	4-Thu	5-Fri	6-Sat	7-Sun
00	8	8	8	16	8	8	8
01	8	8	8	16	8	8	8
02	8	8	8	16	8	8	8
03	8	8	8	16	8	8	8
04	8	8	8	16	8	8	8
05	8	8	8	16	8	8	8
06	8	8	8	16	8	8	8
07	8	8	8	16	8	8	8
08	8	8	8	16	8	8	8
09	8	8	8	16	8	8	8
10	8	8	8	16	8	8	8
11	8	8	8	16	8	8	8
12	8	8	8	16	8	8	8
13	8	8	8	16	8	8	8
14	16	16	16	32	16	16	16
15	16	16	16	32	16	16	16
16	16	16	16	32	16	16	16
17	8	8	8	16	8	8	8
18	8	8	8	16	8	8	8
19	8	8	8	16	8	8	8
20	8	8	8	16	8	8	8
21	16	16	16	32	16	16	16
22	16	16	16	32	16	16	16
23	16	16	16	32	16	16	16

2019 Max Staffing to Committed Hours /52

Hour	1-Mon	2-Tue	3-Wed	4-Thu	5-Fri	6-Sat	7-Sun	Total
00	9%	12%	15%	6%	20%	20%	20%	13%
01	7%	14%	14%	8%	18%	15%	17%	13%
02	5%	9%	9%	4%	15%	16%	17%	10%
03	7%	8%	7%	4%	6%	14%	13%	8%
04	3%	6%	4%	4%	12%	7%	9%	6%
05	7%	5%	9%	3%	5%	8%	8%	6%
06	6%	12%	8%	4%	8%	9%	5%	7%
07	12%	15%	19%	8%	15%	12%	8%	12%
08	22%	21%	18%	9%	20%	13%	11%	15%
09	25%	23%	20%	12%	28%	20%	12%	19%
10	32%	18%	31%	11%	30%	19%	15%	21%
11	26%	26%	24%	12%	31%	23%	20%	22%
12	26%	28%	29%	17%	25%	24%	25%	24%
13	33%	25%	30%	14%	30%	21%	19%	23%
14	14%	12%	14%	10%	13%	14%	11%	12%
15	16%	16%	14%	9%	13%	13%	9%	12%
16	18%	18%	16%	9%	16%	12%	9%	13%
17	36%	30%	31%	14%	27%	29%	20%	25%
18	29%	27%	27%	17%	28%	22%	22%	24%
19	27%	28%	28%	17%	28%	23%	25%	24%
20	24%	27%	24%	25%	23%	24%	20%	24%
21	11%	13%	12%	14%	13%	26%	15%	15%
22	10%	12%	12%	7%	12%	14%	10%	11%
23	11%	12%	10%	5%	12%	13%	9%	10%
Total	16%	17%	17%	10%	18%	17%	14%	15%

Minimum Staffing (6 per Shift) Committed Time – High Priority Calls

2019 Committed Hours /52

Hour	1-Mon	2-Tue	3-Wed	4-Thu	5-Fri	6-Sat	7-Sun	Total
00		0.3	0.1	0.1	0.2	0.1	0.3	1.0
01	0.0	0.0	0.2	0.1	0.2	0.4	0.1	1.1
02		0.0	0.0	0.0	0.1	0.2	0.1	0.5
03	0.0	0.0		0.2	0.1	0.0	0.1	0.4
04		0.1	0.0	0.0	0.6	0.1	0.2	1.0
05	0.1	0.0	0.3			0.2	0.0	0.7
06	0.1	0.0	0.1		0.0	0.1	0.1	0.4
07	0.1	0.0	0.0	0.3	0.0	0.2	0.0	0.6
08	0.3	0.1	0.1	0.1	0.2	0.1	0.0	0.8
09	0.4	0.1	0.1	0.1	0.2	0.1	0.1	1.0
10	0.2	0.0	0.6	0.2	0.2	0.0	0.0	1.3
11	0.2	0.2	0.1	0.0	0.6	0.2	0.1	1.3
12	0.1	0.1	0.3	0.1	0.1	0.4		1.0
13	0.5	0.1	0.1	0.1	0.1	0.1	0.1	1.2
14	0.2	0.2	0.3	0.3	0.1	0.3	0.1	1.6
15	0.2	0.4	0.2	0.1	0.2	0.1	0.3	1.5
16	0.5	0.3	0.2	0.2	0.1	0.3	0.0	1.6
17	0.4	0.2	0.2	0.1	0.1	0.3	0.2	1.5
18	0.1	0.1	0.3	0.2	0.3	0.5	0.2	1.7
19	0.3	0.1	0.5	1.0	0.2	0.2	0.2	2.6
20	0.1	0.3	0.1	2.1	0.1	0.0	0.1	2.9
21	0.2	0.3	0.2	0.3	0.4	1.4	0.1	3.0
22	0.1	0.6	0.4	0.1	0.1	0.3	0.3	1.8
23	0.2	0.2	0.1	0.1	0.1	0.3	0.1	1.0
Total	4.1	3.9	4.5	5.8	4.1	5.9	3.2	31.4

2019 Min Staffing

Hour	1-Mon	2-Tue	3-Wed	4-Thu	5-Fri	6-Sat	7-Sun
00	6	6	6	12	6	6	6
01	6	6	6	12	6	6	6
02	6	6	6	12	6	6	6
03	6	6	6	12	6	6	6
04	6	6	6	12	6	6	6
05	6	6	6	12	6	6	6
06	6	6	6	12	6	6	6
07	6	6	6	12	6	6	6
08	6	6	6	12	6	6	6
09	6	6	6	12	6	6	6
10	6	6	6	12	6	6	6
11	6	6	6	12	6	6	6
12	6	6	6	12	6	6	6
13	6	6	6	12	6	6	6
14	12	12	12	24	12	12	12
15	12	12	12	24	12	12	12
16	12	12	12	24	12	12	12
17	6	6	6	12	6	6	6
18	6	6	6	12	6	6	6
19	6	6	6	12	6	6	6
20	6	6	6	12	6	6	6
21	12	12	12	24	12	12	12
22	12	12	12	24	12	12	12
23	12	12	12	24	12	12	12

2019 Min Staffing to Committed Hours /52

Hour	1-Mon	2-Tue	3-Wed	4-Thu	5-Fri	6-Sat	7-Sun	Total
00		5%	1%	0%	4%	1%	4%	2%
01	1%	0%	3%	1%	4%	6%	2%	2%
02		0%	0%	0%	1%	4%	2%	1%
03	0%	1%		1%	1%	0%	2%	1%
04		2%	0%	0%	9%	2%	3%	2%
05	2%	1%	5%			4%	0%	1%
06	1%	1%	2%		0%	1%	2%	1%
07	1%	0%	1%	2%	1%	3%	1%	1%
08	5%	1%	1%	1%	3%	1%	0%	2%
09	6%	2%	1%	1%	3%	2%	1%	2%
10	3%	1%	10%	1%	3%	1%	1%	3%
11	3%	3%	1%	0%	9%	3%	2%	3%
12	1%	2%	4%	1%	2%	6%		2%
13	9%	1%	2%	1%	2%	2%	2%	2%
14	2%	1%	2%	1%	0%	3%	1%	2%
15	2%	3%	2%	0%	2%	1%	2%	2%
16	4%	2%	2%	1%	1%	2%	0%	2%
17	6%	4%	3%	1%	1%	5%	4%	3%
18	1%	2%	4%	2%	5%	8%	4%	4%
19	5%	2%	9%	8%	3%	3%	4%	5%
20	2%	5%	2%	17%	2%	0%	2%	6%
21	2%	3%	2%	1%	4%	12%	1%	3%
22	1%	5%	3%	0%	1%	2%	2%	2%
23	1%	2%	1%	0%	1%	3%	1%	1%
Total	2%	2%	2%	2%	2%	3%	2%	2%

Maximum Staffing (8 per Shift) Committed Time – High Priority Calls

2019 Committed Hours /52

Hour	1-Mon	2-Tue	3-Wed	4-Thu	5-Fri	6-Sat	7-Sun	Total
00		0.3	0.1	0.1	0.2	0.1	0.3	1.0
01	0.0	0.0	0.2	0.1	0.2	0.4	0.1	1.1
02		0.0	0.0	0.0	0.1	0.2	0.1	0.5
03	0.0	0.0		0.2	0.1	0.0	0.1	0.4
04		0.1	0.0	0.0	0.6	0.1	0.2	1.0
05	0.1	0.0	0.3			0.2	0.0	0.7
06	0.1	0.0	0.1		0.0	0.1	0.1	0.4
07	0.1	0.0	0.0	0.3	0.0	0.2	0.0	0.6
08	0.3	0.1	0.1	0.1	0.2	0.1	0.0	0.8
09	0.4	0.1	0.1	0.1	0.2	0.1	0.1	1.0
10	0.2	0.0	0.6	0.2	0.2	0.0	0.0	1.3
11	0.2	0.2	0.1	0.0	0.6	0.2	0.1	1.3
12	0.1	0.1	0.3	0.1	0.1	0.4		1.0
13	0.5	0.1	0.1	0.1	0.1	0.1	0.1	1.2
14	0.2	0.2	0.3	0.3	0.1	0.3	0.1	1.6
15	0.2	0.4	0.2	0.1	0.2	0.1	0.3	1.5
16	0.5	0.3	0.2	0.2	0.1	0.3	0.0	1.6
17	0.4	0.2	0.2	0.1	0.1	0.3	0.2	1.5
18	0.1	0.1	0.3	0.2	0.3	0.5	0.2	1.7
19	0.3	0.1	0.5	1.0	0.2	0.2	0.2	2.6
20	0.1	0.3	0.1	2.1	0.1	0.0	0.1	2.9
21	0.2	0.3	0.2	0.3	0.4	1.4	0.1	3.0
22	0.1	0.6	0.4	0.1	0.1	0.3	0.3	1.8
23	0.2	0.2	0.1	0.1	0.1	0.3	0.1	1.0
Total	4.1	3.9	4.5	5.8	4.1	5.9	3.2	31.4

2019 Max Staffing

Hour	1-Mon	2-Tue	3-Wed	4-Thu	5-Fri	6-Sat	7-Sun
00	8	8	8	16	8	8	8
01	8	8	8	16	8	8	8
02	8	8	8	16	8	8	8
03	8	8	8	16	8	8	8
04	8	8	8	16	8	8	8
05	8	8	8	16	8	8	8
06	8	8	8	16	8	8	8
07	8	8	8	16	8	8	8
08	8	8	8	16	8	8	8
09	8	8	8	16	8	8	8
10	8	8	8	16	8	8	8
11	8	8	8	16	8	8	8
12	8	8	8	16	8	8	8
13	8	8	8	16	8	8	8
14	16	16	16	32	16	16	16
15	16	16	16	32	16	16	16
16	16	16	16	32	16	16	16
17	8	8	8	16	8	8	8
18	8	8	8	16	8	8	8
19	8	8	8	16	8	8	8
20	8	8	8	16	8	8	8
21	16	16	16	32	16	16	16
22	16	16	16	32	16	16	16
23	16	16	16	32	16	16	16

2019 Max Staffing to Committed Hours /52

Hour	1-Mon	2-Tue	3-Wed	4-Thu	5-Fri	6-Sat	7-Sun	Total
00		4%	1%	0%	3%	1%	3%	2%
01	0%	0%	2%	1%	3%	5%	2%	2%
02		0%	0%	0%	1%	3%	2%	1%
03	0%	1%		1%	1%	0%	2%	1%
04		2%	0%	0%	7%	2%	2%	2%
05	1%	0%	4%			3%	0%	1%
06	1%	0%	1%		0%	1%	1%	1%
07	1%	0%	0%	2%	0%	2%	1%	1%
08	4%	1%	1%	1%	2%	1%	0%	1%
09	5%	1%	1%	1%	2%	1%	1%	2%
10	2%	1%	8%	1%	2%	0%	1%	2%
11	2%	2%	1%	0%	7%	2%	2%	2%
12	1%	1%	3%	1%	1%	5%		2%
13	6%	1%	2%	0%	1%	2%	2%	2%
14	1%	1%	2%	1%	0%	2%	1%	1%
15	1%	2%	1%	0%	1%	1%	2%	1%
16	3%	2%	1%	1%	1%	2%	0%	1%
17	5%	3%	2%	1%	1%	4%	3%	2%
18	1%	2%	3%	2%	4%	6%	3%	3%
19	4%	2%	7%	6%	2%	2%	3%	4%
20	2%	4%	2%	13%	1%	0%	2%	5%
21	1%	2%	1%	1%	3%	9%	1%	2%
22	1%	3%	3%	0%	1%	2%	2%	1%
23	1%	1%	0%	0%	0%	2%	1%	1%
Total	2%	2%	2%	1%	2%	2%	1%	2%

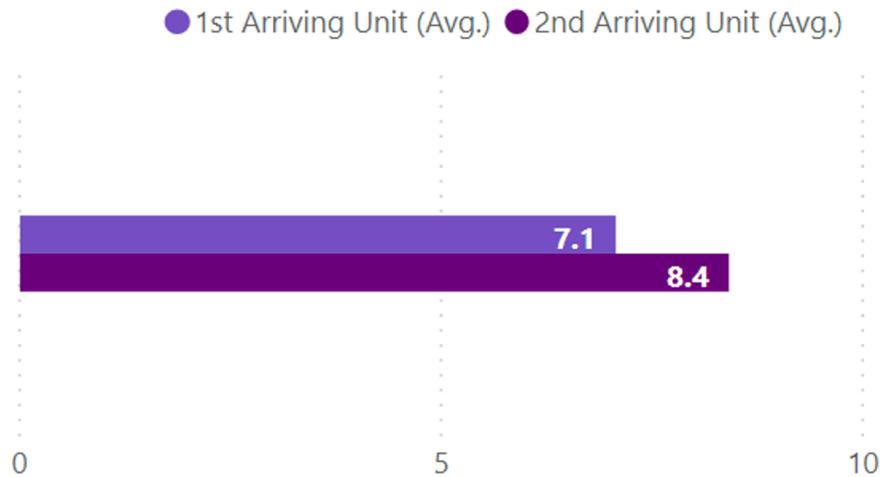
APPENDIX B—AVERAGE RESPONSE TIME CHARTS

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This appendix provides a set of three average response time charts that are comparable to the same set of three charts provided in the report that display fractile 90 percent performance. The following chart shows the average total response time for first and second units, which can be compared to the City’s 90 percent performance of 11.5 and 12.8 minutes for first and second units, respectively.

Average Total Response Time for First and Second Units – 2017–2020

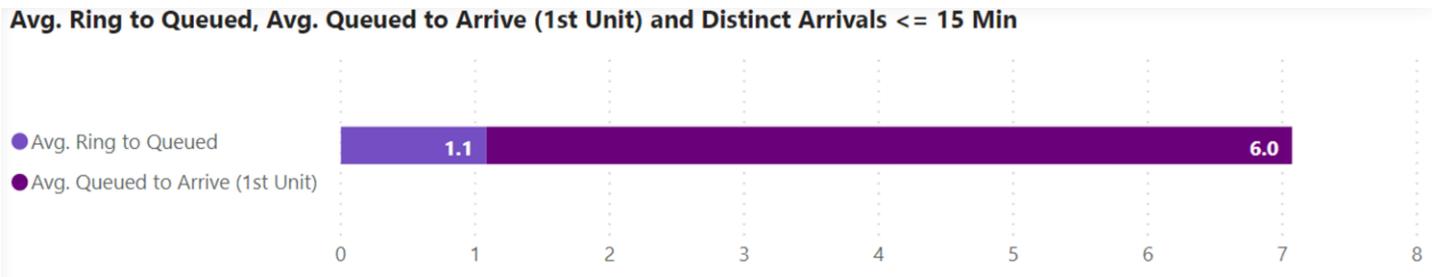
Average Total Response Time (All Calls <= 15 Minutes)



Average call handling time and officer travel time for the first arriving unit appear in the following chart. This measure is an aggregate across all high priority nature codes. The measure shows:

- ◆ The Emergency Communications Center dispatches a unit in 1.1 minutes or less on average, compared to the fractile measure performance of 2.2 minutes 90 percent of the time.
- ◆ Once dispatched, the first unit will arrive in 6 minutes on average, compared to the fractile measure performance of 10.1 minutes 90 percent of the time.
- ◆ This equates to a total response time of 7.1 minutes on average, compared to the fractile measure performance of 12.3 minutes or less 90 percent of the time.

Average Response Time for First Units – Ring to Queued and Queued to Arrival – 2017–2020



Citygate measured response times for nature codes that were most likely to require an emergency response. Average response time performance for those nature codes appears in the following chart.

Average Response Time First Unit Performance by Nature Code – 2017–2020

Avg. Ring to Queued, Avg. Queued to Arrive (1st Unit) and Distinct Arrivals <= 15 Min by Nature

